

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
North Yorkshire Police
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



North Yorkshire Police – HMIC Inspection

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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

North Yorkshire has:

- Three basic command units (BCUs) covering Eastern, Western and Central
- There are 17 Neighbourhood Policing teams (NPTs);
- 17 Inspectors, 75 Sergeants and 295 Constables are dedicated to Neighbourhood Policing;
- 183 are PCSOs dedicated to Neighbourhood Policing.

The force is a member of 8 crime and disorder reduction partnerships (CDRPs) that cover the force area.

Geographical description of force area

NYP is responsible for policing England's largest county covering 7,770 square kilometres from Selby in the south to Richmond in the north, as well as the Unitary Authority of York. The perimeter is 794 kilometres, and at its widest point west to east it is 154 kilometres and from north to south it is 105 kilometres. Two national parks, the North York Moors and the Yorkshire Dales, cover a large area of North Yorkshire. It has 72 kilometres of coastline and shares its boundary with seven other police forces.

NYP headquarters (HQ) is in the village of Newby Wiske, centrally positioned within the county and located within the Eastern Basic Command Unit (BCU). The force is structured around BCUs, and these territorial units are coterminous with a number of local government structures and crime and disorder reduction partnerships (CDRPs) as follows:

- Western BCU, made up of three district authorities, Harrogate Borough, Craven and Richmondshire, with the area HQ in Ripon;
- Eastern BCU, made up of three district authorities, Hambleton, Scarborough and Ryedale, with the area HQ in Malton; and
- Central BCU made up of one unitary authority, the City of York, and the district authority of Selby. The area HQ is located in York.

While some specialist resources are co-ordinated centrally, eg firearms, crime scene investigators and child protection, the focus is on front-line, BCU-based staff delivering local solutions.

Demographic description of force area

The economy is based primarily on agriculture and tourism. Earnings are above the regional average and approximately 94% of the national figure. House prices are above the national average. The county has a population of 783,337 and, in terms of demography, North Yorkshire compared with the national picture has a lower than average number of young people and a higher than average number of people aged 75 years or over. This reflects the movement of younger people out of the area in search of social and economic opportunities and the movement of older people into the area. The significant numbers resident in communal, education and care establishments also influence the proportions, as do the numbers of military personnel and dependents at Catterick Garrison, which constitutes about 20% of the population of Richmondshire.

There are two cities in the county, York, with a population of 191,782, and Ripon. The county's resident black and minority ethnic communities are currently estimated at 1.36% of the population, with Chinese, Indian and Pakistani being the three largest groups. North Yorkshire has also recently seen a rise in its Polish community. There are wide variations in the distribution of the population across the force area.

Strategic priorities

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

NYP's policing plan is produced on a three-year rolling basis and explains the main priorities for the Force. Consideration has been given to national priorities as identified in the Government documents "Cutting Crime – a New Partnership for 2008-2011" and the "National Community Safety Plan 2008-2011", the priorities of local partners and the results of consultation with the communities of North Yorkshire and the City of York. From this comprehensive look across policing, NYP has been able to integrate those issues of most concern into the following four priority areas:-

- Safer Neighbourhoods
- Safer Roads
- Stronger Partnerships
- Safeguarding our communities from Terrorism, Domestic Extremism and Serious Crime
- Sustainable NYP

NYP are committed to providing a police service in which the public has trust, confidence, and satisfaction, a service that is accountable to local communities and which is responsive to their needs and aspirations, but also one that is relentless in its approach to reducing crime and increasing the perception of safety.

Force Performance Overview

Force Developments Since 2007

In Eastern Area, the Community Protection Unit (CPU) has deliberately sought to build on the introduction of specialist domestic violence courts last year. The team have trained all magistrates, victim advocates, CPS and lawyers and partner agencies in handling domestic violence cases. The parallel 'making safe scheme' empowers victims over offenders and

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disposals through the dedicated court by way of Integrated Domestic Abuse Programme (IDAP) has seen repeat offending at 7.4 % compared to a national average of 45%. An increase in male victims demonstrates an increased confidence in reporting and action by the police.

In Western Area, Operation Wren (an investigation into two house burglars who systematically targeted rural premises), these were level 2 offenders living in West Yorkshire and committing their offences in North Yorkshire. Patrol strategies were put in place to locate these individuals whilst in the North Yorkshire Policing Area. Both suspects were stopped when returning to West Yorkshire in possession of items that could be directly linked to crimes that occurred that same evening and forensic links to other historic crimes. Further specialist techniques involving video imagery and telephony resulted in a conspiracy charge of 42 out of the 51 offences being included in the case. In June 2008 both men were sentenced having pleaded guilty to all 42 offences none contested.

Safer Neighbourhoods

Safer Neighbourhoods has had a considerable impact on NYP's communities, the public are now less fearful of crime, have fewer crimes committed against them and have told NYP that local issues that matter to them are now understood and actively tackled. Much of this success has been made possible through active, effective local partnerships. Future developments in Safer Neighbourhoods will see NYP engaging even more with partners to deliver high quality, high value community services that are tailored to the needs of the community.

Neighbourhood Policing

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

Following the moderation process, North Yorkshire 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

- Neighbourhood policing (NHP) in North Yorkshire now consists of 17 neighbourhood areas, with 9 safer neighbourhood teams (SNTs) made up of dedicated officers, and the remainder based, because of geographical and logistical issues, on a hybrid SNT/patrol unit model. These teams reflect the structures of local authority wards, linking into parish and town councils as appropriate.
- The implementation of the NHP model has been carried out with the full co-operation and partnership of the police authority and local authorities. This has ensured that the advantages are recognised of a partnership approach to problem solving, which is benefiting the model of managing community issues at both strategic and local levels. This is underpinned by the adoption of safer neighbourhoods as the police and partnership logo.
- A Gold Group has been established to manage the implementation and work streams that have already been identified. This enables a corporate approach throughout the three area command units (ACUs), while recognising that variances are permitted according to local circumstances – hence the mixture of dedicated and hybrid structures.
- The force regularly reviewed NHP boundaries over the past two years while awaiting the outcome of the Local Government Review which reported in 2007. The decision to leave the county council, seven district councils and York Unitary Authority has provided a consolidated foundation for the current SNT structures, which reflect existing ward and community engagement structures. The improvement of neighbourhood profiles, with the involvement of partners, is providing a basis for developing neighbourhood management structures based on two pilot schemes.
- The force website, currently being replaced, names police officers and police community support officers (PCSOs) at each SNT. This has been supplemented with

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posters and briefing sessions for local key individual networks (KINs). The police constable (PC) and PCSO workforce is currently stable as the force completes its capacity and capability review – a programme to match decreased funding levels that has also necessitated a freeze on the recruitment of PCs and PCSOs until 2009. Internal vacancies arising when PCs and PCSOs transfer or leave are filled as a priority.

- Every SNT has been designed in a totally bespoke way to suit the needs of the community. The design has been developed locally, but examined and tested (and changed where required) by the centre. Because of this completely custom-made design, where the community's needs have been paramount, the force has confidence that staffing levels are adequate to meet competing needs. Where dedicated teams are in place there is no policy for abstraction to other tasks, as there is clear direction that NHP officers will not be diverted. They only deal with incidents that are directly related to neighbourhood priorities or problem-solving plans identified in partnership with the community. Where requests are made for abstraction, permission is required from SNT supervision, and they are robustly challenged.
- The deputy chief constable (DCC) has incorporated the numbers of vacancies into the performance regime, and holds basic command Unit (BCUs) to account. This ensures that there is an overview of vacancies, that they are filled quickly and that succession planning takes place. A central reality-checking function with NHP teams and communities ensures that this is adhered to and gives information to the DCC's inspection regime for challenges where required. 'Hybrid' areas have only been established where the vast geography of North Yorkshire dictates that permanent teams must be available for calls to service, but where there is very little requirement for call handling or other abstraction. These teams therefore dedicate the vast majority of their time to NHP. This policy is kept under review, with any change in the neighbourhood profile leading to a review of the model for that area.
- There is a recognised and clear awareness of members of the SNT and they are identified and accessible to communities. Communication and access is straight to the SNTs through a variety of methods, mobile phones, email and mailbox facilities. Members of the public appreciate the ability to deal directly with dedicated officers, who know the area and are aware of local priorities.
- In all five sites visited there was a positive message from communities regarding the visibility of both PCSOs and dedicated NHP officers. The ease of contact, the approachability of officers and their genuine interest in complaints was consistently voiced throughout all the areas visited.
- Selby Emerging Community Representatives (predominantly Polish residents) identified a clear awareness of SNT make-up and accessibility. Because of the vulnerability of some groups, direct access was available through the use of mobile phone numbers supplied to residents. This enabled not only direct contact but an up-to-date awareness of changing issues within those residents' groups.
- In Ripon, visibility within the community is good, and this was verified by visits to five different community sites. Knowledge of community resources is good and there is a clear awareness of community policing staff. Significant progress has been made and the SNT is now more accessible to the community.

- In Pickering, there was sound and positive community awareness of SNT accessibility and service. Visibility, accessibility and awareness were seen as positive by community members.
- There are no corporate targets for abstractions. Instead, they are based on the peculiar geographical and demographic factors in each ACU, taking account of both temporal and seasonal changes. The DCC, through the monthly performance reviews, has allowed each ACU commander to agree the target with him, holding them accountable for it thereafter.
- Reductions of abstractions are monitored by inspection activity. The capacity and capability to deliver the full range of NHP support to communities is challenged at the DCC's monthly operational review meetings with commanders.
- There was little evidence of dedicated NHP officers being abstracted other than for critical incidents or unanticipated events.
- The force has staffed the 17 SNTs according to a model based on workload, call-handling profile, and the geography and demography of each area. While some areas experience seasonal changes, particularly in the summer months, the force reviews the resilience of each SNT area on an ongoing basis.
- Safer neighbourhoods (NHP) is identified by the command team as the force's top priority. An analysis of learning needs was conducted, but a decision was taken (for effective leadership reasons rather than the National Intelligence Model (NIM)) that investment in a 'gold standard' training product would significantly benefit the force's delivery of NHP.
- The force has featured in national publications, the National Policing Improvement Agency (NPIA) newsletter, the NHP website and other publications. The force has been visited by other forces to look at identified good practice in this respect. Each BCU has a safer neighbourhoods coach; part of their role is the co-ordination of partnership training in their area with regard to the bespoke delivery of local community needs. This dual approach of local training delivery supported by a corporate training standard has improved both partnership working and officers' understanding of their role and how the different elements fit together.
- Every SNT is involved in this mandatory training. Attendance has been closely monitored by the central team, and it has taken action through the dedicated Chief Inspectors on area to follow up on non-attendance, which has only occurred because of sickness or for other significant reasons. The RPR (monthly personal development review) has commenced across the force, and the significant success of the scheme has already led to the model being adapted for patrol and other teams around the force area.
- Neighbourhood profiles are now completed and 80% of profiles are detailed on the force intranet. All profiles will be accessible throughout the organisation by June 2008. There is a developing process for assessing changes to the profile of areas through the force intelligence bureau. The monthly review of each of the neighbourhood areas enables the principal analyst to capture local priorities and trends so that they can be factored into any changes in risks that may be evident.

- The force neighbourhood profiles include a section for consultation with the community on boundary areas. Team boundaries have been adjusted (as with Harrogate) where detailed assessment of the performance delivery of NHP pointed to some realignment to improve the model in a bespoke way to meet the needs of the community. This ensures that the deployment profile is aligned to the following criteria: incident and abstraction levels, public priorities, numbers of problem-solving plans, the amount, quality, requirements and expectations of community engagement based on reality-checking processes
- This profiling has been achieved in full consultation with community groups and local authorities. Where geographical boundaries are concerned, these have also been reviewed where necessary to ensure their continued relevance to local communities. One boundary was recently changed to reflect new housing developments in the area after feedback from the community.
- Hybrid staff roles have been implemented in specific neighbourhoods following careful consideration and ongoing assessment. Where safer neighbourhood patrol (hybrid) is in place the officers are able to commit the vast majority of their time to NHP issues. This activity is monitored, with officers remaining allocated to particular neighbourhoods. This structure enables more officers to spend a large proportion of their time dealing with issues which have an impact on communities. The alternative would be a small number of officers covering hundreds of square miles as community officers while (a majority) of response officers would cover the same area and deal with a handful of calls a month.
- Eastfield Estate in Scarborough is a good example of an early product of this work, showing significant evidence of enhanced levels of engagement and delivery through the local SNT. The force policy is to engage at tiers 1 to 4; their meetings are advertised on the website. Recent work involving the force and the police authority has seen replication of tiers 1 to 4 around existing local authority area committees and crime and disorder reduction partnership (CDRP)/local strategic partnership (LSP)/local area agreement (LAA) models.
- The principal analyst has created a new 'tasking and briefing' site structure on the force intranet which is now being used for the storage of neighbourhood information, alongside briefings, NIM problem solving and information from partners. These document sets inform each other; for example, a local SNT initiative may impact on crime and disorder levels and this needs to be known to aid understanding of patterns and trends across the ACU. Conversely, deeper knowledge of key nominals targeted through the NIM process should assist local understanding of crime and disorder issues and aid problem solving using the victim, offender, location methodology.
- There is strong evidence from all the neighbourhoods visited of the ongoing problem-solving focus and activities geared towards dealing with identified local priorities. Members of the public welcomed the positive benefits of the NHP teams: for example, reduction in disorder and littering activity and the ability to bring issues to a joint agency group (JAG) meeting regarding anti-social activity.
- There are effective links with response staff in Eastern ACU, who are briefed regarding the neighbourhood teams' problem-solving activity. This provides an awareness of ongoing problem solving in a location, provides opportunities for the maximum impact of resources on problem areas, and ensures that all staff have an

awareness of local issues in any interaction with the public. This should enhance reassurance and confidence levels.

- The force is investing in the Certificate of Neighbourhood Management (NPIA accredited), which includes a substantial input on problem solving. The early focus has been on inspectors, sergeants and PCs/PCSOs new to NHP, but it is intended that the whole of the force will be trained in due course. This was preceded, and will continue to be reinforced, by the programme of NHP seminars that has been running since 2007.
- The Eastfield programme provides a good example of joint problem solving with partners, reinforced by resources and commitments from partners. Elsewhere the KINs, JAGs and links to locally elected members provide a good model suited to the varying geography of the force. The inspection team identified good practice at Richmond, where partners are providing local responses which, when tested with the community, reflected their awareness and appreciation of the changes.
- In support of the Certificate of Neighbourhood Management being rolled out across the force, the implementation of a new approach to the PDR system involves monthly reviews of performance and training needs linked to role (particularly NHP) which will benefit practitioners and support staff alike.
- Joint officer training is being delivered to increase awareness of partnership issues. This is developing and provides joint training and development opportunities together with an awareness of police/partnership priorities. In particular, it is seen how action from each of the partners can provide a solution and a greater impact on an issue in a way that is both cost effective and efficient.
- Effective and innovative activities are in place across the force, such as Area Watch, which uses volunteers to patrol rural areas to identify suspicious activity. Three monthly review meetings take place, with regular feedback and activity results analysis. Border Watch uses volunteers in rural areas to combat cross-border criminality. These operations are co-ordinated and involve forces bordering on the force area, for example Durham. Funding is provided through the CDRP, which pays fuel costs etc.
- In Monk Fryston the NHP team engaged with the CDRP and obtained funding for the provision of 'Smartwater' to mark property in the community. This was followed by a media and press campaign, together with visible posters on lamp posts and in other high visibility areas, making it known that all homes had been Smartwatered. This resulted in a significant reduction in burglary offences.
- The force conducts regular NHP seminars where NHP staff are updated on how the NHP agenda and Citizen Focus (CF) are progressing both locally and nationally. The police authority is fully engaged with the process and takes the opportunity to engage with the NHP teams. Inputs around LAAs and Comprehensive Area Assessment (CAA) have been delivered by the police authority.
- The ratio of supervisors to officers has been arrived at through an examination of workloads and demand analysis. The ratios are reviewed on an ongoing basis through the DCC's operational review process and the Chief Constable's corporate review days. The assessment takes into account geography, response times and

historical data, informing a risk-assessed approach. In Eastern ACU, for example, the ratio is one sergeant to eight PCs/PCSOs.

- The ratios were acceptable to all members of staff with whom the inspection team liaised; no respondents felt as though they required further modification until the models had been further embedded within communities.
- The force has a wide range of systems and procedures to recognise staff effort. There are commendations, PDR entries and letters of appreciation and this is being further enhanced with the award of Special Priority Payments in appropriate cases. The inclusion of letters of appreciation and complaints within the new monthly PDR process is being implemented. While there has been little quantitative evidence yet of significant formal recognition for SNTs, many officers felt that the model was too new and still needed to develop before formal recognition takes hold. However, the inspection team was pleased to discover that many SNT inspectors are taking the initiative and showing strong leadership in this area, with evidence of PDR entries and reports submitted for the area commander's recognition. This includes entries for PCSOs.
- Volunteers assisting North Yorkshire Police (NYP) also receive formal recognition from area commanders in the form of a Certificate of Appreciation at locally held awards ceremonies. The Daleswatch group have copied the certificate and displayed it in pubs and other outlets to inform the public of their activities and to encourage more volunteers.

Work in progress

- The only SNT boundary remaining currently under review is in Western ACU, to suit changing community needs.
- The force is aware of the difficulties of providing direct contact numbers to residents but has also identified the need to build community contacts and confidence. This is a developing tension for a number of forces visited, which NYP is addressing through the management of appointments for SNT officers through the safer neighbourhood unit (SNU) secondary contact management systems.
- There remain some issues around the PCSO shift system which, when renegotiated, could have an impact on the anti-social behaviour (ASB) issues which have been identified in the night-time economy. This is being addressed through a force NHP board project.
- The force has recently reviewed the training provided to PCSOs and, together with the restatement of powers, has standardised the training inputs. When delivered, the subsequent review and reinforcement of their role will be through the PDR and training review processes.
- Custody delays and accessibility are sources of frustration for operational staff. The geography of the force does cause problems in dealing with custody issues and where possible the force is considering providing more accessibility, for example in Selby.
- The police authority is working with the NHP teams to drive forward engagement opportunities with partners and stakeholders. The Chief Constable has a seat on the

North Yorkshire strategic partnership, offering a level of influence to engage with partners at a strategic level.

- A variety of departments across the force have indicated that such community profiling will assist greatly in their operational effectiveness, including intelligence, investigations, major crime (senior investigating officers), special branch and community protection units (vulnerable persons). Furthermore, understanding community needs will inform police and partner estates, resourcing and communications strategies
- The force is aware of the potential workloads around the monthly PDRs and will monitor the impact through the implementation board. There, issues around supervision ratios are monitored as one of the identified workstreams within the NHP implementation board.
- The next development to improve information availability still further is the uploading of geocoded problem-solving plans onto the storm information technology (IT) system. This will provide instant (automated) information to control rooms, with associated actions to be completed. This is in the process of being delivered. The work of the force analyst affects force initiatives (rather than local ones) such as the development of a force-wide partnership toolkit to tackle the main public priority of speeding, which is already under way.

Area(s) for improvement

- The inspection team was informed that direct access to NHP officers appears to be increasing community dissatisfaction regarding accessibility of service through the 0845 number. It is perceived to take considerably longer, results in an initial contact who appears unaware of local issues, and does not always result in a response deemed effective by the caller. This was further examined with groups and it appears that the increasing recognition of NHP officers within communities leads perversely to a perceived downgrading of service if the response officer who responds, albeit quickly, appears unaware of ongoing local issues. This may be an issue of trust and confidence which can be resolved by better internal and external communication.
- In Western ACU some frustration was expressed because some isolated wards do not have dedicated constables; instead they are served by a dual response/geographic hybrid. This is inevitable given the geography and the dispersal of the population, but it is something supervisors struggle to address, given the demands for responses from a limited number of officers and the travelling distances involved.
- In both Eastern and Western ACUs, consistency of service provision to the public is identified by officers as an issue. For example, when the neighbourhood team is not on duty there is a requirement for greater connectivity in service delivery to the public. Local problem profiles should be available to contact management staff, so that they can speak to complainants with some knowledge and authority regarding ongoing problems and what is being done to resolve them. This may be possible through an IT solution with links to postcode areas.
- The enthusiasm displayed by some PCSOs was such that they purchased their own mobile phones to maintain contact with members of the public. Although this

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provided a more direct avenue of contact with police resources there are some issues over corporately capturing activity and being able to satisfy the quality of service commitment.

- Succession planning within police resources is a concern to partners. They perceive that effective partnership delivery is built not just around structures but also through very strong links between individuals. In some instances, individuals have been moved with little opportunity for handovers to assist in the continuity of partnership activity.
- The force has undertaken a capacity and capability review and as a consequence some vacancies are currently held within the SNTs while its effects are managed through. There is concern that this has an impact on the credibility of the NHP approach and that a lengthy time to fill a vacancy impacts on public confidence and how neighbourhood policing is viewed by the organisation and its partners.
- There are some concerns around the provision of an up-to-date deployment policy within the control room. There remains some confusion regarding the deployment of PCSOs to particular incidents. Duties are provided by email to the control room, but they are often subject to late changes that are not confirmed. This results in some incidents being allocated inappropriately, with no performance links to SNT priorities. The continued allocation of PCSOs to inappropriate incidents requires addressing.
- For SNTs, the restrictions on shifts, bank holidays and leave was voiced as a concern. Absence of SNT members from key local events is seen to give some mixed messages internally and externally around the significance of NHP in providing service delivery to the public.
- To make safer neighbourhoods implementation and operation effective, it is important there is the facility to undertake searches across community profiles to identify common concerns and priorities. These would then be used to inform priority setting and problem solving across local, district and county/city areas and to influence CDRP funding agreements towards areas of greatest need.
- Accessibility to vehicles was identified as an inhibitor where, in one SNT, there are 30 staff members with no signed police vehicle. Although staff recognise that the NHP ethos is to provide highly visible accessible police to communities, there remain some problems regarding their operational response to problems because of a lack of dedicated vehicles.

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 tier 1 to 4 community engagement policy is actively pursued and monitored by both the DCC and the police authority. Integration with existing local

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authority structures and the development of KINs, JAGs and the pilot neighbourhood management models is allowing this to develop further. In both ACUs visited, there was evidence of considerable levels of engagement with and feedback to the community.

- The force engages across a broad range of partners and communities either individually or as part of a co-ordinated structure with the police authority and local authorities. The force community engagement strategy deals with four tiers of links/activities. Tier 1 is at SNT level and consists of local councillors, community groups, watch schemes, tenants/residents associations, usually through the KIN or similar structure. There are also links with the very large number of parish councils at this level. Tier 2 is for the SNT inspectors who link into the area committees and JAG structures engaging with communities in the more formal public consultation frameworks. Tier 3 is for area commanders and senior management teams (SMTs) to liaise with partners and communities at their level and to attend the statutory consultation meetings. Tier 4 is for the Association of Chief Police Officers (ACPO) team and deals with the strategic meetings that underpin business.
- The police authority has been working for some time with the force and SNTs to drive forward engagement opportunities with partners and stakeholders. One recent piece of work was to map the breadth and depth of community engagement throughout the force area. The resultant network analysis identifies significant opportunities to rationalise and bring all stakeholders and partners together in a more streamlined way under the safer neighbourhoods banner – to which all partners and stakeholders now subscribe.
- Effective community engagement was identified through the reality checks undertaken throughout the inspection.
- There was effective targeting of resources to maximise the impact on confidence and reassurance. The force maps the regular gatherings of communities – for example, markets and livestock sales – and ensures there is a police presence. Further examples are the provision of rural surgeries in market towns and the mobile police station deployed to a variety of locations, such as the local high school.

“The objectives provided for the deployment of the Mobile Police Office (MPO) are:

- *To provide a mobile enquiry office/advice centre – particularly to those rural communities without easy access to a local police office.*
- *To provide an operational base from which local community officers, Police Community Support Officers and members of the Special Constabulary can undertake foot patrol/leaflet drops etc.*
- *To offer reassurance and crime prevention advice to communities which have experienced a surge in criminal activity.*
- *To provide an operating base and advice centre at community events across the Western Area.*
- *To promote community safety initiatives, including Neighbourhood Watch Schemes, Crucial Crew, Bike Safe, etc.*
- *To provide on site community reassurance/advice and a witness gathering centre following a major incident or crime.*
- *To offer Community Safety partners the opportunity to use the vehicle for mutually beneficial promotions*

- *"Surveys will address these areas and ensure that the deployment policy for the mobile facility is appropriate and that it is meeting local community expectations."*
- In Ripon, there are effective links to emerging communities through partnership activity; for example, the community house. This has provided a facility for emerging communities to meet to discuss their concerns and for the police service to be visible and accessible for engagement. A similar situation was encountered in Selby, where there are regular meetings of the Emerging Communities Representatives Group, which was attended by members of the inspection team.
- The force has strong links with the independent advisory group (IAG) membership at both force and local level. The assistant chief constable (ACC) (protective services) is part of the national ACPO group developing IAG structures, and the system in NYP is well embedded and integrated with police, partners and communities.
- The force has published posters and leaflets, distributed by members of local meetings and watch schemes, to identify their neighbourhood teams and details of forthcoming meetings. This has been reinforced by amendments to the current force website which provides details and contacts of local officers, access to a diary for forthcoming meetings and an archive of minutes/details of local meetings that have already taken place. The force is in the process of changing website providers and developing a more user friendly interface with the public.
- The force uses email contact for those members of the community who have registered with it, together with the use of Ringmaster throughout the many watch schemes to provide contact and deliver information.
- Information exchanges currently take place against local level agreements that predate many of the current SNT structures. However, many of the same officers work within the new SNTs and the force has recently reviewed protocols to ensure compliance with data protection and MoPI (management of police information). There are still difficulties in some areas, particularly with primary care trusts, but there was much evidence of information being used to proactively prevent and deter offending, particularly around domestic violence in Scarborough and ASB in Eastfield.
- The NHP team and the Specialist Support Department have a number of initiatives in place, including a programme of mystery calling, visiting police buildings with cameras, surveys of the community, and dip sampling of incidents. The information is used to provide key questions for the DCC in his monthly operational policing reviews. Wider ranging strategic issues are raised by the Chief Constable in his corporate review days with commanders.
- Each of the force's neighbourhood profiles has a community engagement plan aligned to each key group within the profile. This ensures that there is bespoke engagement at local level dependent on the specific demography, geography and needs of the community. Neighbourhood profiles and engagement plans are dip sampled for quality assurance purposes by the safer neighbourhood implementation team.
- A monthly community consultation report is compiled centrally to capture relevant information from engagement meetings and forums across the force. This report

provides comprehensive details of meetings held and issues raised by the community. This report is sent out to area SMTs and reviewed at SMT meetings, where additional action is taken as appropriate.

- The first virtual Community Action Panel meeting, held online, was recently conducted in Whitby by the local SNT inspector. This initiative, in development since March 2008, was piloted with a view to engaging members of the community who would not normally attend more traditional police/community meetings, including young people. The VCAP was a success, with very positive feedback from those taking part. There were 32 active participants and over 70 people monitoring the meeting. The associated article on the *Whitby Gazette* website had received over 500 hits before lunchtime the following morning.
- A number of comments were made that people using the online meeting might not have been either willing or able to attend a traditional public meeting. It enabled a wide cross-section of participants to join in, including youths and parents who may not otherwise have had the opportunity to participate. This diverse participation resulted in some of the forum users contacting the local team separately by email, resulting in a new volunteer to set up an NHW, and a local youth offering to assist in setting up a youth council within Whitby. The initiative is now being rolled out across the force.
- The neighbourhood watch (NHW) scheme within the force has been relaunched with an accountability structure for maintenance of contact and the updating of volunteers. The force uses the Ringmaster system (an automated dialling system) to inform co-ordinators of local issues and concerns. It also provides a NHW mailbox where co-ordinators can submit queries to the force and the local SNTs.
- One of the force's strengths lies in its use of watch schemes to cover outlying rural areas. The co-ordinators of the schemes provide not only a means of collating activities on the ground, but also a means of delivering messages on behalf of the force and of developing intelligence flows into the force where information would otherwise be sparse. Recent examples of cross-border activity with Durham and Cumbria have been, in part, informed and supported by these watch schemes.
- Areas have developed their own means of testing the quality and quantity of community engagement through links with local initiatives, the use of street surveys using PDAs to determine public satisfaction and priorities, and testing with partners.
- These initiatives have provided opportunities for further engagement with local businesses and the identification of key individuals, and they are further tasked and developed through the local NHP teams.
- The recent review of community engagement led by the police authority identified and benchmarked activities. As PA members are also part of the force CF and NHP implementation boards, the information has been used to further develop links with emerging communities and vulnerable groups.
- There were a number of examples of effective delivery of local projects aimed at improving quality of life and public satisfaction and confidence. Within North Yorkshire there is a huge amount of goodwill, with mutual approaches to local problems.

- The police authority is fully embedded in partnerships. Locally elected members of the authority are using their influence, where possible, to engage fully with partners and identify common areas of activity that can be developed into a partnership approach to problem solving.
- There were concerns expressed by residents regarding the differing levels of investment in youth facilities across the force area, which have resulted, in their view, in more youths on the streets with nowhere to go. Selby was one area where this was highlighted as a real issue for the partners. It was also raised in the Eastfield area around Scarborough, where the head of the local comprehensive school was linking with the police in providing after-school provision for local youth. This was seen as a good community-based programme, with effective and innovative activities in place for young people. In Richmond, the partnership allocation of resources, for example youth services, is on a needs-led basis and is identified by a NIM-led approach. The current partnership structures effectively serviced the problem-solving activity and requirements of that community.
- In the Richmond safer neighbourhood partnership, local communities were well involved and active in the area watch, which utilises volunteers to patrol rural areas to identify suspicious activity. Three-monthly review meetings take place, with regular feedback, and scrutiny of activity results analysis such as intelligence and arrests.
- In Selby, the force is involved with the night marshal scheme which utilises the services of door staff to ensure good order around the doors and taxi ranks as customers leave the town centre late at night. Two groups of two marshals are deployed at key crime and disorder risk times, with a dedicated patrol plan. There is a radio link to police and licensees. Funding of the initiative is through CDRP and ACU funding until the end of March 2009. This has been successful in achieving increased customer confidence in Selby, identified through survey data. Since the introduction of the scheme, ASB has reduced by 39%, all crime has reduced by 21% and there has been an 18.6% reduction in calls for service. Some interest in the night marshal scheme has been evident from other areas of the country; Derbyshire Constabulary visited recently to identify areas of good practice.
- Also in Selby, there was clear evidence of ongoing problem-solving activity. Examples were a reduction in disorder and littering activity; when the activity was identified, the issues were taken to the JAG meeting for co-ordination and resourcing, and they were quickly resolved. There was a recognition of how much partners could assist neighbourhood teams, who are perceived as understaffed but provide a service that is positively received by all sections of the community.
- Further examples of problem-solving activity were in Catterick, where an effective patrol and problem-solving approach to Catterick barracks has been adopted following the removal of the Ministry of Defence (MoD) police. This has led to a reduction in incidents, for example domestic violence incidents, and an increase in quality of service.

Work in progress

- The force is currently in the process of recruiting staff to create a communications and marketing unit to improve the way in which it communicates internally and externally. This is particularly important given the geography and demography of

North Yorkshire. Involving the senior leadership of the force in a more interactive debate around how marketing can improve identification and communication with diverse communities over such a large area is seen as a positive development that extends beyond a traditional reactive media approach.

- Selby Together is a group which is focusing on emerging community integration, and the police have targeted key employers with Polish community groups to assist in capturing data and making contact with new emerging communities. The group is developing a crime and disorder package to distribute to Polish workers. Selby Together meetings are irregular at this stage and will benefit from a more direct input, with a welcome package that is being produced for distribution around the parish.
- JAG groups are not well advertised and Selby District Council has agreed to take the initiative in promoting the group to ensure that the public have an opportunity to attend at this level and engage directly with the partners. Parish councils are sensitive to community issues and frame resolutions accordingly. The intelligence and activity is collected within the neighbourhood profiles and targeted problems are identified monthly by the principal analyst to identify any emerging themes.
- While information sharing works adequately, the force and partners have recognised the need for improvements. The force is building on existing models of data sharing and analytical support with partners with a proposal to develop a partnership data sharing unit. This will involve all local authority and partnership data sources, subject to new enhanced protocols and the establishment of an analytical unit to service identified needs.
- The principal analyst is introducing a structured approach to ensure that NHP is provided with and is providing the force with the appropriate intelligence products to make the safer neighbourhoods implementation and operation effective. This will include the facility to undertake searches across the profiles to identify common concerns and priorities. These will be used to inform priority setting and problem solving across local, district and county/city levels and to influence CDRP funding agreements towards areas of greatest need. A suitable search facility is also needed to allow the identification of similar neighbourhoods force-wide and enable best practice to be shared across the force. In addition, the sharing of information in creating map layers in Northgate XD Mapping could assist this process; for example, a map could show all sheltered housing force-wide.

Area(s) for improvement

- In some areas, intelligence structures are still not effectively working in place to support some neighbourhood teams; for example the dedicated Field Intelligence Officer has not been seen at Selby for some months.
- Information regarding current national threat assessments are provided to staff however, there is no update on serious and organised crime and the force may be losing opportunities to disrupt or dismantle criminal activity through the use of NHP resources. The NHP teams could be more engaged with the identification of and disruption of existing and emerging organised crime groups if they were provided with more information and awareness of the levels of risks to communities.

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 moderate problem resolution at neighbourhood level.

Strengths

- All problem-solving plans are held on the Q drive of the force intranet. The plans, which often include partnership inputs, include plan details and a results analysis. The plans are regularly updated by the owners (sergeants and PCs). The operations chief inspector does a five-weekly review of the plans with the SNT inspectors, to ensure quality and currency. Where appropriate, partners are also included in this review, particularly where they involve ASB, alcohol and young people. Partners are also held to account for their delivery against the plans.
- The existing problem-solving model is monitored for consistency and accuracy through the SSD and tested on a regular basis through the DCC's operational policing reviews and the NHP implementation board. It is recognised that the training of all staff in the Certificate of Neighbourhood Management will provide enhanced skills in this area. The force is also currently researching models used by other forces to identify any good practice.
- The force has introduced a bidding process for finance to deliver problem-solving actions locally. The process is locally referred to as the 'Deputy's Den', similar to the popular television series *Dragons' Den*. Local NHP inspectors can bid for funding to finance solutions to problems that may involve innovation, with a proportionate risk.
- The data-sharing protocols are in place and work well locally in spite of a lack of common systems – the partnerships make them work. This is very much based on good personal relationships and a common focus on communities among the partners. Partners attend meetings of the tactical tasking and co-ordination group and disseminate information and intelligence more widely. For example, the Selby night marshals receive an intelligence update, underpinned by performance measures.
- In Richmond the safer neighbourhood partnership has effective partnership links in place, with multi-agency strategic workstream leads. Good examples are the road safety and ASB initiatives.
- The force has adopted a comprehensive estates strategy which has safer neighbourhoods at its core. The force estate has been comprehensively reviewed and plans have been realigned to deliver a more community-focused policing service. Key to this strategy is the force's commitment to the development of tier 1 premises positioned at the heart of communities.
- All three areas have identified sites for tier 1 premises that range from office space to full co-location with relevant partners. Some tier 1 premises are already operating,

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and plans for many additional sites are well advanced. Shared premises already operate successfully in partnership with local councils in two locations within the Western Area. Agreement has been reached with North Yorkshire Fire and Rescue Service for joint use of retained fire stations in rural areas across North Yorkshire for community engagement events and to provide office facilities.

- A JSIA was carried out in October 2007 and included feeds from LAAs and LSPs. These were used to make the debate around local versus force priorities better informed. Commanders and partners were able to influence priorities to include local concerns. Eastern, for example, included scrap metal and youth issues, in addition to the force priorities. This has further enhanced the focus and delivery of the LAA/LSP within the neighbourhood management agenda, leading to better integration of services at the local level.
- The neighbourhood problem-solving template ensures that identified community issues are captured, that action is taken and that feedback is provided to those who initially raised the problem. The template is endorsed by the officer to confirm that on completion relevant community feedback is given and there is community sign-off of the problem.
- The inclusion of local priorities within the JSIAs has enhanced partnership focus and delivery. Attendance at a partnership tasking and co-ordination meeting revealed that local priorities occupy much of the business, with an ability to move issues between the local and strategic through the tiered approach. Examples of jointly resourced approaches to local issues, as well as contributions to wider ranging problems, were on the agenda.
- Briefing and tasking is good, with effective links in place to connect response and neighbourhood activity. The force is breaking down the silo approach to problem solving and addressing the resolving of issues with a team approach using all available resources.
- In Ryedale, the local authority Anti-Social Behaviour Order officer and CDRP manager attend the daily police briefing meetings. Also in Ryedale, Country watch, a volunteer group, attends the daily briefings and deploy its vehicles to hotspots around rural car parks and places subject to vehicle thefts. Ringmaster is increasingly used for tasking watch schemes by the SNUs – this includes park rangers and park wardens across the North Yorkshire moorlands. In Eastfield, the contribution by partners to defusing local hotspots and problems ranged from using the comprehensive school as an out-of-hours youth facility, to the headmaster and his staff accompanying SNT officers on regular Thursday and Friday night ASB patrols in key locations – this proved particularly successful.
- In addition to the work identified above, the deployment of student officers into SNT project placements has resulted in a better identification of 'vulnerable' communities across the whole of the force area – including those with language difficulties, disabilities, etc. This has assisted decision making and resourcing of problems at level 1.
- At Thirsk, heightened ASB resulted in a divisional response and increased resources to resolve the problem. In Bedale, 'boy racers' were dealt with through roads policing and supplementing the local SNT with operations support resources. In another SNT, a multi-agency public protection arrangements (MAPPA) nominal was resident and

identified as a heightened risk. PCSOs worked with public protection officers to gather information to enable his recall.

- Some partners are involved in the Certificate of Neighbourhood Management training both to raise their skills and to increase their knowledge of new approaches. While this is early days, there is evidence from the completed and evaluated plans that there is an improvement in approaches.
- In the Richmond SNT, problem-solving activity is under way. For example, an effective patrol and problem-solving approach to Catterick barracks has been adopted following the removal of the MoD police. This has led to a reduction in incidents – for example, domestic violence incidents – and an increase in quality of service.
- In Richmond safer neighbourhood partnership, joint officer training is being delivered locally to increase awareness of partnership issues. This provides a perspective on the totality of issues being dealt with by all agencies and provides opportunities to identify common performance indicators and the way each other's activity, either co-ordinated or independently delivered, can have a positive outcome.
- There were effective problem-solving links in Pickering SNT, through a mapping process that targets real, potential or emerging challenges with young persons. This is conducted in partnership with school and local authority partners.
- Having involved communities in the overall priorities, regular updates are given until such time as it is considered an issue is resolved. This is then signed off at the appropriate meeting. More frequent problems are managed and prioritised through the KINs and JAGs, with feedback at the next meeting to achieve sign-off – if possible. Attendance at a KIN showed good interactivity between police, partners and public, with robust challenge and agreed sign-off where appropriate.
- The inspection team saw evidence throughout the county of good engagement with communities in the identification of problems, joint approaches to resolving issues and feedback to communities on the progress of their identified priorities.
- Having achieved significant performance gains in relation to volume crime over the past two years, the force adopted a new performance framework from 1 April 2008. There is still a significant focus on volume crime and incident data but this is now balanced by measures to identify compliance with quality standards for investigation and customer contact, as well as satisfaction data broken down as far as SNTs and individuals. This then forms the basis for individual and team discussion around the PDR process.
- In addition to this process there is a SNT self-assessment package which tests out organisation and governance, programme management, communication, partnership, NIM, human resources (HR), community engagement and reality checks. The results form the basis of the corporate review day with the Chief Constable and area commander, and one part of the DCC's operational performance review.
- The data packages inform the operational and corporate performance reviews carried out monthly and quarterly, respectively, and are supplemented by mystery shopping and other reality checking by the NHP programme board.

- The force has a problem-solving database located within the force intranet which records examples of problem solving in a structured way for each SNT area. The numbers of problems solved is identified by type, ranging from speeding to litter to ASB, and the documentation includes an assessment of success or otherwise and resources involved. An example is the success of the Selby night marshals. This allows a numerical and qualitative value to be placed on each profile. These plans are reviewed by local management on a weekly basis.

Work in progress

- The force and partners acknowledge that further problem-solving training is required, but activity is now under way and the NHP implementation group is addressing this issue through the standardisation of training inputs.

Area(s) for improvement

- The development of a data-sharing facility force-wide for partners will be a significant step forward in that partners will be able to replicate very good local arrangements at a strategic level which, while being very positive, lacks access to current, reliable data to inform policy.

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
NORTH YORKSHIRE	+1.5	+2.1	-3.7	+2.7	-0.8	-3.5

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.

55.8% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is significantly better than the average for the MSF.

Force performance has improved in the year ending March 2008; **55.8%** of people surveyed think that their local police do a good or excellent job, compared with **53.7%** 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'.

49.9% 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 has improved in the year ending March 2008; **49.9%** of people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with **47.1%** in the year ending March 2006.

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

10.0% 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 has improved in the year ending March 2008; **10.0%** of people surveyed think there is a high level of anti-social behaviour, compared with **13.5%** in the year ending March 2006.

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

Summary statement

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

Strengths

- The SSD maintains each of the core areas of performance around satisfaction and confidence under review, reporting to the NHP/CF board as a standing item on the agenda. The force performance is very good within its MSF and key developments around response and witness care seek to improve that further. The force fares particularly well around white versus black and minority ethnic (BME) satisfaction data, but recognizes that low percentages of the population assist in achieving significant changes to the data.
- Routed through the DCCs performance review processes, satisfaction and confidence data are supplied to ACUs for their information and tested out at the subsequent performance visit. Reality checking through headquarters-based staff using mystery shopper and caller systems identifies supplementary issues for discussion. Commanders have embraced the changes to performance systems and are actively engaging with supervisors and staff to improve standards of performance around key systems. The corporate review days, chaired by the Chief Constable, provide an opportunity to test relationships and performance between key departments internally.
- The data packages provided by headquarters Corporate Development Department inform the operational and corporate performance reviews carried out monthly and quarterly, respectively. These are supplemented by mystery shopping and other reality checking by headquarters staff so that ACUs are provided with a range of information on which to base performance improvements.
- A draft ACU-level package has been developed which includes satisfaction and confidence data, letters of appreciation and complaints. The data from the Force Q drive can be added once the MI Gateway (Performance Data) project is up and running, allowing, through the monthly PDR process, a comprehensive discussion on problem solving as well as simply hard crime data. An example is replicated in the table.

	INDIVIDUAL	TEAM
ACCESS	<ul style="list-style-type: none"> • Abstraction • Percentage time spent on patrol • Frequency of contact with neighbourhood group (eg KIN) • Prompt reply to public contact (letter) 	<ul style="list-style-type: none"> • Abstraction • Vacancies • Percentage time spent on patrol • Frequency of contact with neighbourhood group (eg KIN) • Prompt reply to public contact (letter)
INFLUENCE	<ul style="list-style-type: none"> • Volume, frequency and variety of engagement (eg meetings, KINs, community contact forms, EVAs) • Quality 5x5x5s 	<ul style="list-style-type: none"> • Volume, frequency and variety of engagement (eg KINs, meetings, community contact forms, EVAs) • Quality 5x5x5s
INTERVENTIONS	<ul style="list-style-type: none"> • Number of local problem-solving plans opened or closed in the last three months • Number of priority and role specific interventions, stops, arrests, alcohol seizures, penalty notices for disorder, Acceptable Behaviour Contracts • Number of tier 1 and tier 2 engagement activities undertaken 	<ul style="list-style-type: none"> • Number of local problem-solving plans opened or closed in the last three months • Number of priority specific interventions, eg clean-up days, stops, arrests, alcohol seizures • Number of tier 1 and tier 2 engagement activities undertaken • Number of high risk domestic violence perpetrators identified • Number of joint intervention visits to high risk domestic violence perpetrators
ANSWERS	<ul style="list-style-type: none"> • Percentage priorities solved to public's satisfaction – according to local records • Number of NIM problem-solving plans addressing priorities successfully resolved to the community's satisfaction • Number of problem-solving plans addressing local issues successfully resolved to community's satisfaction 	<ul style="list-style-type: none"> • Priority-specific British Crime Survey comparator crime and ASB incidents • Percentage priorities solved to public's satisfaction – according to local records • Frequency, volume and quality of feedback to public, newsletters, Ringmaster, neighbourhood updates

Area(s) for improvement

- The force approach to communication and marketing is undergoing significant change. This is timely as there are concerns that confidence in the force may be damaged by 'perceptions'. In some instances, focus groups expressed concern around the justice system and matters that were clearly not the force's responsibility. There are a number of issues with an impact on the public's perceptions and NYP should ensure where possible that there are clearly delivered explanations to callers and complainants so that their perceptions are not influenced by a lack of information.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

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

Strengths

- Financial provision has been reviewed through the capacity and capability review because of the force budget deficit for 2008/09. Consequently there is a freeze on recruitment of both PCs and PCSOs but this is likely to be relaxed towards the end of the year as wastage and transfers rebalance the budget. It is intended not to seek new recruits, but to seek transferees to enable NHP to remain unaffected. In 2009/10, it is likely that the force will resume recruitment.
- HR has recently been reviewed and its NHP focus is on the joint recruitment of PCs and PCSOs in partnership with West Yorkshire Police. There are currently 50 recruits who have passed the process and are awaiting a vacancy. There is a decision to be made as to whether to fund them this year or to ask them to reapply in 2009. It will take two months lead time to implement either option.
- Estates Department has recently received police authority approval for its new strategy based around tier 1 to 4 building suitability. This matches the tier 1 to 4 engagement strategy so there is clear alignment of building needs at each level. There is a five-year financial plan associated with it. This will provide additional flexibility to SNTs to identify and site buildings in the most advantageous locations.
- The learning and development strategies around NHP are the delivery of the Certificate of Neighbourhood Management, together with a review of all other courses to ensure relevance and support to the overall aim of the Chief Constable's 'modern policing in a traditional way'. The implementation of management development and leadership training packages will support this delivery.
- The NHP programme board and the NHP implementation team have managed all of the issues arising from the 2007 visit/recommendations. This has included the development of the engagement, reality checking, performance management and intelligence issues.
- These have been included in the force risk register, using RISGEN, (software risk assessment package) to identify priorities for action/progress. They have also been subject to scrutiny by the police authority as part of its attendance at the programme board and through its scrutiny committee.

- There was clear evidence throughout the inspection of the improvements in NHP that have been made since the last inspection in 2007.
- While much of the delay caused by the review of local government structures was inevitable, there is clear evidence that partners are now much more focused on delivering against the neighbourhood agenda. Using safer neighbourhoods as a 'badge', partners are now speaking a common language and delivering in a more co-ordinated way. Through discussions with partner focus groups, there was clear evidence of more co-ordinated thinking. Partners did, however, single out the PCTs for attention, and this is being raised by the Chief Constable through the tier 4 North Yorkshire Strategic Partnership arrangements which have brought strategic partners round the table.
- The Chief Constable has identified NHP as the priority service delivery mechanism for NYP. The DCC is the programme manager and leads the NHP board, which also includes CF elements. The police authority has responded by similarly aligning its reporting mechanisms. The DCC carries out the monthly performance reviews which concentrate not only on performance, but also on progress against the NHP/CF agendas. The Chief Constable carries out the quarterly corporate performance reviews, allowing a clear understanding and identification of issues affecting delivery. Each of these reviews is pre-briefed by headquarters departments following reality checking and surveys.
- Police authority members are full and active attendees of the programme boards and scrutiny committees, as well as being involved in local KINs and JAGs in their own right. In Richmond, for example, the police authority lead on NHP is also the chair of the Richmond partnership, which works particularly well and receives good local feedback.

Work in progress

- The strategic vision of the force is still unclear to staff. There is a great deal of work in progress as the changes to training, management development and the outcome of the capacity and capability review start to have an impact. Having undergone a number of changes to the structure and delivery of NHP in recent years, the SNT model is now embedded and beginning to develop further.

Developing practice

See Appendix 2.

Developing Citizen Focus Policing

<p>2007/08 Developing Citizen Focus Policing Summary of judgement</p>	<p>Meeting the standard</p>
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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 frequently made to improve local service delivery. The force partially communicates the National Quality of Service Commitment (NQSC) standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.

Strengths

- The Chief Constable is the force lead on CF. The DCC chairs the combined NHP and CF programme board. The previous National Quality of Service (NQoS) Commitment board has been absorbed within the new arrangements. The arrangements operate through monthly reviews of performance, as part of the overall system of performance reviews, which include crime, ASB, satisfaction and confidence (SPI and MSF comparisons). Prior to the DCC's review each ACU and department conducts a corporate day to discuss any issues. The DCC holds ACUs accountable for any previously agreed actions and identifies new actions from the visit. The Chief Constable also holds a quarterly corporate health check, which includes CF and this is immediately followed by the service improvement board.
- The force tests the permeation of CF through a structured approach, strategically driven by the CF programme board. Mystery shoppers, criminal justice unit (CJU) award-winning review/feedback systems, use of 'your voice counts' feedback mechanisms, as well as supervisor ring-back systems, provide the mechanisms to obtain data and feedback. A focus on CF within the comms rooms is providing enhanced results with a more customer-based approach to responding to callers' needs. Segmentation of calls into fast and slow time responses at force control room (FCR) level is assisting deployment and responses from SNUs. SNUs are involved in daily sampling of victims, complainants and telephone callers to measure satisfaction.
- The force has analysed its response to the Offering Assistance strand of the NQoS and determined a range of indicators which have been introduced and are regularly measured.
- It has introduced the five levels of service approach between FCR and operational officers. This underpins a move from FCR operators asking people to attend incidents, to tasking them with the backing and agreement of ACUs. Resolution of

any problems is tackled on a one-to-one basis at PC, sergeant, inspector, NIM attendance and superintendent levels.

- Further improvements are being made by the co-ordination of key workstreams to increase availability and contact with the force. These are:
 - reduction of abstractions;
 - community engagement strategy;
 - True Vision;
 - dedicated Disability Discrimination Act (DDA) surveyor;
 - type talk and language line;
 - police station opening hours;
 - call handling.
- The force is continuously looking to develop opportunities with partners, exploring opportunities with the voluntary sector and enhancing victim/witness support for children. The softer processes which impact on communities and the concerns of victims and the public in general are the main areas of focus.
- The police authority is actively involved in force processes but also engages in its own sampling and through local authority and other agency links. Recent work on aligning methods with the police authority has resulted in a single implementation board for both NHP and CF.
- Police authority members attend ACU level meetings as link members, but also public meetings in their own right, ranging from area committees to chairing local KINs. This provides a number of opportunities to reality test confidence and satisfaction levels.
- “Mind the Gap” is addressed by the confidence and quality board attended by the police authority and deals mainly with resident minority communities, the diversity action plan, IAGs and a hate crime follow-up policy.
- The ACC (crime) is the ACPO lead on IAGs and is using the position to develop, both locally and nationally, a common set of guiding principles in the use of IAGs.

Work in progress

- The force is introducing a tracking system that follows each call through to resolution to ensure service standards are met by each person involved in the processing of the call. This information will be used to inform and guide supervisors through the monthly PDR system.
- The CJUs are now moving the emphasis to pre-charge to measure satisfaction. This will provide a more comprehensive and timely measure of performance which will not be affected by the decisions made by other partners engaged in the criminal justice system.
- The 'ease of contact' workstream has a number of ongoing projects: for example, use of mailboxes, use of team mobile numbers, a dedicated DDA surveyor, call-handling systems and police station opening hours.

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- The transition from the Indepol incident logging system to Niche has left some gaps in processes around call finalisation, and these are being addressed. Once complete, Niche will provide overall, definitive call management and finalisation data.
- User satisfaction surveys, development of a volunteer scheme, quality of service training, a welcome website, development of the NIM process to deliver local priorities, and exploration of IT services are all aimed at improving the customer experience. Furthermore, this is complemented by university research to identify IT access and build upon it. This will provide analysis of the most appropriate approach to engagement with the different communities within the force area.
- Follow-up to victims and witnesses is an area identified for further development, with the establishment of a dedicated unit. There is a pilot site in York and Selby that may eventually link into Opus and the crime desk.
- The NYP website is being further enhanced to provide more information and ease of access. There may be an opportunity to allow victims access to progress reports through a web link or email.

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

Strengths

- The force SSD completes scheduled surveys for the force area. Central and Eastern Divisions have carried out street surveys using handheld PDAs to inform local priorities, as well as to gauge feedback. There is a structured approach to the monitoring of complaints and letters of appreciation, in particular the identification of common areas of complaint or concern through 'direction and control' issues. SNUs complete dip sampling of at least 20% of recorded reports of crimes and telephone callers' feedback sessions. SNUs also monitor victim updating and dip sample incidents across a range of activities. The force can now analyse individual performance and this will be included in the new monthly PDR system.
- CF is measured externally for FCR by the SSD, which carries out surveys on its behalf. This provides a more independent approach to the analysis of data. Internally, supervisors assess three calls per call-taker per month against the national call handling standards, requiring a 75% pass; failures result in a programme of remedial training for each operator.
- The force is using local innovation to enhance the range of opportunities to capture the feedback from communities and to recognise their local policing priorities. These include one stop shops, mobile libraries and mobile police offices. Volunteers are being used to extend the opening hours of the enquiry desk at Thirsk police station.
- The force corporate bulletin promulgates positive news and is taken to community meetings and distributed. The bulletin is also available through the existing force website, along with details and times of forthcoming meetings. The force recognises the need to provide the information in as many formats as possible, as access to IT usage in rural areas falls significantly below urban levels because of limited broadband connectivity.

- There are integrated systems to test and monitor satisfaction and confidence and an accountability structure to ensure that everyone in the organisation is aware of their responsibilities.
 - The DCC is portfolio lead.
 - Area commanders – local lead.
 - SSD analyses user satisfaction information.
 - Communications ensures there are quality controls within FCR.
 - CF is an overarching theme within the PDR process and applies to all staff.
 - Community consultation ensures the service is delivered according to need and addresses the communities' priorities.
 - All staff have a responsibility to ensure that witnesses and victims are supported and this is tested through the witness and victim experience survey.
- Internally the force conducts staff opinion surveys and each ACU must address the results as part of an action plan.
- The IAG focus is now spreading engagement to young persons. This will ensure that the force captures opinions of young people within the county, identifying their priorities through engagement at all levels. This will also feed back into the training and development of all staff.
- Selby district engages with the community through Selby Together, which is a multi-agency approach to achieving emerging community integration. The police have targeted key employers with Polish community groups and offered assistance to people settling in the area, and they are developing and distributing a crime and disorder package for Polish workers. This will include access to assistance from all agencies, together with access to interpreters.
- NQoS standards have been published and are monitored, together with the Victims' Code through the CF programme board chaired by the DCC. Monitoring takes place through environmental and visual audits of police office buildings and front counters, a series of telephone surveys with members of the public and the inclusion of questions in surveys to identify whether the messages are being appropriately delivered. The CF message is included in key statements on force publications and website supplements.
- The North Yorkshire victim and witness information partnership continues to exceed the minimum standards requirements under No Witness No Justice from point of charge. NYP, in collaboration with Public Access, are currently building on these principles and working on improving services to victims and witnesses, from the point of the crime report, to provide seamless information and support services.
- A thematic group has been formed through the local criminal justice board (LCJB) to bring together criminal justice agencies and partners in North Yorkshire to drive forward joined-up improvements in services to victims and witnesses, monitor victim care compliance and undertake workstreams on behalf of the LCJB, such as implementation of the witness charter.
- The force has undertaken significant work in relation to the publication, implementation and delivery of improved standards of victim and witness care, and it was a winner of the Justice Award in November 2005 for 'outstanding achievement in caring for victims and witnesses'. The victim and witness information partnership,

established under the remit of the No Witness No Justice programme, gained national recognition.

- The 'setting the standard' element of the CF programme board has defined a number of workstreams to promote confidence and satisfaction through:
 - witness care officers;
 - PCSOs in Central BCU;
 - volunteers' co-ordinator;
 - corporate bulletin;
 - marketing and communication;
 - compliance with Victims' Code;
 - systems to improve levels of satisfaction;
 - SNUs;
 - community protection units;
 - monitoring of complaints;
 - staff opinion survey;
 - evolution of IAGs.

Work in progress

- The witness and victim experience survey is focusing on issues to inform and deliver positive messages. The force recognises that perceptions can be moved by a difference of approach, and individuals who are identified as having a negative impact will benefit from development opportunities. The force undertakes quality checks to ensure that Victim Personal Statements have been offered.
- The development of a revised media and marketing unit will add considerably to the force's capability in media and environmental scanning, as well as providing a focus for targeted activities around communities and vulnerable groups.
- Internally, standards are being further developed through involvement and consultation with:
 - resident minority communities;
 - incoming communities;
 - confidence and equality board;
 - diversity action plan;
 - ACPO leads – strands of diversity;
 - IAGs;
 - Hate crime follow-up.
- The force website contains corporate data packages for officers to brief local meetings. The corporate bulletin promulgates good news and is also distributed at community meetings.

Quality of service complaints are dealt with effectively

Strengths

- The professional standards department uses complaints as a learning opportunity for the organisation. Any identified trends are processed throughout the organisation

through training and development days and NHP seminars. A close focus is maintained on outcomes, and activity is monitored for improvements. Analysis identifies particular trends in localities or areas and these can be questioned at the DCC review meetings. Complaints data is now focused on emerging trends, for example flippant comments or throw-away remarks by officers.

- Results of monitoring quality of service complaints also go to IAGs to allow them to comment. In addition, IAGs also receive results of completed court cases involving vulnerable victims.
- Information on grievances is now being fed out to ACUs to allow them to take remedial action. HR officers on the ACU can now view individual performances holistically and refer any underlying issues for resolution to the SNT inspectors through the PDR process.
- Divisional training managers are linked to the PDRs, allowing them an input into course delivery and the identification of failings on a team or individual basis. Individual PDRs can also be used to reintegrate those returning to work after lengthy absences with a bespoke package, including CF issues. Training in minimum standards against the NQoS Commitment features regularly in the ACU training days.
- The force is driving the message through supervisors of the necessity to keep people informed of the progress of complaints or priorities identified in neighbourhoods. The witness care unit provides a 12 hour service to national standards. The unit has been recognised nationally for its professionalism in the care for witnesses and provides No Witness No Justice support. The unit closely monitors victim impact statements, which feature in the DCC performance process.
- The force has recently undertaken a review of the processes that support the investigation of offences and has identified over 90% compliance with the Victims' Code.

Work in progress

- The force is currently focusing on follow-ups and keeping people informed. The witness care unit covers 12 hours a day to national standards and provides that necessary support to both victims and witnesses. In this duty, there is an emphasis on their role as supporting officers in this duty and not taking their place, but on playing a supporting role.

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

Strengths

- All of the workstreams that are identified in the NHP gold group link in with the CF approach and the delivery of police services to the required standard. This includes each of the workstreams from the NQoS implementation board, which has now been integrated into one strategic delivery board.

- Issues from CF feature in the risk management processes. Each department/ACU publishes a service delivery plan within which there is a mention/detail of responses to NQoS. Any risks which may impact on CF are assessed and provided with an appropriate management of risk strategy. This also provides a basis for monitoring by the DCC in his monthly reviews.
- The force monitors progress towards the NQoS Commitment standards through a programme board which has now become embedded within the CF programme board. NQoS, led by a chief superintendent project manager, has been subject to a detailed action plan which includes actions, persons responsible and a traffic light coded assessment of progress or appropriateness for purpose. The plan is reviewed quarterly and those identified for actions are required to provide an update prior to each meeting. For priority items, the DCC uses the project plan as a means of testing out compliance and progress in departmental as well as divisional reviews.
- The current state of progress is that the force met its targets for 2007/08 with the exception of use of text for contact with SNTs and the turnaround time of ten days for external mail.

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 planned to implement 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 has published the NQoS standards and monitors them. In addition there are minimum standards for the investigation of crimes and these are monitored through the SNU's. In Eastern ACU, for example, victims of domestic burglary are provided with burglary packs, and a checklist left for the person to understand what happens next. In FCR, call handling and customer service standards are robustly monitored.
- The force is delivering the CF approach through a programme board with identified workstreams with action owners. The area around 'ease of contact' has a number of workstreams in development, for example mailboxes, SNT mobile numbers, use of a dedicated DDA surveyor, call handling and police station opening hours.
- The force has reviewed its current training provision and has launched a revised module as part of the Certificate in Neighbourhood Management Training, already received by inspectors, to enable them to actively monitor progress. Other training provision is being reviewed, with appropriate links to service provision included.

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- Regular updates are provided to staff at regular training days, and the NHP seminars being delivered ensure that the message around CF is a constant theme. There is an engagement within the organisation around how teams can have an impact on performance, in particular around the training delivered to communications staff in supporting callers to resolve their problems. If officers are not on duty, call handlers will offer to send an officer an email to ensure the caller is provided with a positive response as soon as possible. These emails are monitored by officers' supervisors.
- As part of the roll-out through the CF board, areas and departments have been included within the training for the Certificate in Neighbourhood Policing. The parallel development of force management training modules for supervisors and senior officers includes elements of satisfaction and confidence/quality of service training. Performance is now included as part of the PDR.
- The force policy is clear, and available over the intranet. Out of office (an e-mail facility) is used and monitored. The email policy is clear and unambiguous. The website is being renewed and will enable better public access and understanding of contacts. Voicemail is regularly monitored to ensure messages are current. The force Phonebook is regularly reviewed and updated to ensure contact details/postholders are current.
- Each ACU is required to undertake a 'gap analysis' around contacts as part of the DCC's performance review and the Chief Constable's corporate health check. The development of the website will provide an enhanced service to the public; however, the force recognises that this is only one method of communication and it is actively pursuing opportunities for engagement with the public through partners and other agencies.
- The Chief Constable and DCC are clearly leading the CF agenda in NYP. These are linked to the Chief Constable's Route Map for 2012; included in this is the leadership and development programme for managers, which incorporates much of the CF agenda.
- Service to the public via the safer neighbourhood workstreams has progressed significantly over the last 12 months and good examples are call-handling performance, which remains high, and the CJU witness care processes, together with the safer neighbourhood awareness campaign and local policing summaries.
- The overall standards provided by the force are subject to individual quality controls and bespoke inspection activity which is compliance focused. The DCC is the portfolio lead and plays an active role in driving up standards and performance.
- The Chief Constable's philosophy of 'modern policing delivered in a traditional way' is part of the NYP Route Map. Clearly branding is an issue which is being currently addressed through the development and delivery of a vision and communication strategy, underpinned by a leadership and development programme. The overall branding falls within the 'Safer Neighbourhoods Together' approach adopted by the force and partners, with links to the website, publications, letterheads and press releases. Understanding is developing internally and this is now being promoted externally. This complements the safer neighbourhoods banner, which has been adopted by partners, and there are complementary publications, literature and features on the website that bring NHP and CF together.

- Standards are monitored through a combination of direct contact with members of the public, surveys which take place locally (as in the use of PDAs by Eastern Division), reality checking through the NHP project team, reality checking by the SSD at headquarters, environmental and visual audits of police stations, a process of rigorous quality checking of call-handling staff and the development of internal quality standards between departments to assist in front-line delivery.
- Supervisors are also now monitoring information on their officers and members of staff provided by the centre and putting in place remedial programmes. Reality checking with callers on incidents and crimes is now taking place through the SNU systems.
- Commendations have been issued for quality of service, together with entries in PDRs. HR holds regular presentations on quality of service issues, formally recognising individuals and new processes which improve performance to victims and callers.
- The force is looking to develop ownership of problems, with fewer handovers, and to provide the complainant or member of the public with an identified officer who will maintain contact and increase satisfaction levels. The focus is on reduced handover and on handover quality in order to improve outcomes.
- Feedback from communities is monitored and confidence and satisfaction levels captured through survey data collection. This, coupled with the information packs now being provided by the SSD, provides a more complete picture of activity at SNT level. The use of PDAs for local surveys and telephone surveys with partners is seen to work well.
- The performance workstream now focuses on standards as well as issues such as detections. The new monthly PDR will provide a better overview of standards and areas for improvement down to an individual level.
- The ACU and SNT performance reviews are developing to include CF issues. Data is now available corporately and beginning to be used down to individual level. The structured quality assurance processes at ACU level complement this data. Links to monthly individual PDRs, the revised corporate performance processes, the introduction of more data through the MI Gateway project and improved training will ensure that there is a comprehensive focus rather than being a periphery to sanction detections as in the past.
- ACUs also link in with local authority and criminal justice partners, including questions in each other's surveys to determine whether or not satisfaction and confidence are improving. There are the usual surveys which take place on a scheduled basis, as well as individual surveys for initiatives such as the Selby night marshals, the domestic violence initiatives in Eastern, and the victim and witness surveys. These have, on occasion, used independent providers, such as York University. The Selby night marshals for example, showed an increase in public confidence identified through surveys and the increase in trade, spread of age groups and reductions in complaints.

Area(s) for improvement

- The inspection team was informed that the direct access to NHP officers appears to be increasing community dissatisfaction regarding accessibility of service through the 0845 number. It is perceived to take considerably longer, to result in an initial contact who appears unaware of local issues, and it does not always result in a response that the caller deems effective. This was further examined with groups and it appears that the increasing recognition of NHP officers within communities leads perversely to a perceived downgrading of service if a response officer responds, albeit quickly, who appears unaware of ongoing local issues. This may be an issue of trust and confidence which can be resolved by better internal and external communication.
- The 0845 number remains an issue for the force as the published means of direct contact with SNTs. While FCR can deliver an email message into the SNT mailbox, most callers are unhappy at having to wait for contact. Consequently there is evidence of officers' mobile phone numbers being increasingly available and, in some cases, officers and PCSOs providing their own contracts for mobile phones. For SNT staff there is always a tension between the desire to provide a high level of service to their communities and the realisation that, as the availability of their numbers becomes increasingly widespread, their capacity to respond effectively becomes diminished. The force needs to consider if this is appropriate and risk assess the benefits/disadvantages of this increased usage.
- While issues around standards were embedded and understood, there remained some frustration among personnel as to how they should deliver the strategic vision of the force. The 'modern policing in a traditional way' message is not fully understood and many officers who were particularly young in service had difficulty understanding it.
- Managing public contacts requires some improvement around the completeness of information being delivered. Examples were given by residents of response officers attending calls and being unaware of previous circumstances; of callers left unable to identify what would happen next; and often a lack of update/feedback. Respondents were keen to point out that this did not apply to 'their' SNT officers. These are common issues and some forces have produced a simple aide-memoire card to define minimum standards and help response officers in managing public expectations.

Performance processes include local satisfaction measures, and locally established priorities

Strengths

- The force is looking to develop ownership of problems with less handovers and providing the complainant or member of the public with an identified officer who will maintain contact and increase satisfaction levels. The focus is upon reduced handover and handover quality in order to improve outcomes.
- Local problem solving takes place with communities who are consulted on local priorities. There was an explicit ownership of problems by the police and partners and an understanding from communities that issues would be resolved. The issues around the night time economy in Selby is an excellent example where local people

have influenced both police and partnership action which has reduced significantly instances of crime and ASB. Feedback from communities is monitored and confidence and satisfaction levels captured through survey data collection.

- Performance workstream now focuses upon standards as well as issues such as detections. Data is now available and beginning to be used down to individual level. Links to monthly individual PDR, the revised corporate performance processes, the introduction of more data through the MI Gateway project, and improved training will ensure that there is a comprehensive focus rather than as a periphery to sanction detections as in the past.
- Good service performance data now broken down to sector and individual base to positively inform satisfaction and not improvement areas alone.

Area(s) for improvement

- Quality of service monitored through CF focus workstream monthly. CF does not yet feature in force processes.

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
North Yorkshire]	+1.3	+0.6pp	+12.1 pp	+3.2 pp

Summary statement

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

The SPI data also shows that force performance is unchanged 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 3.2 percentage points more satisfied. However this data must be taken into context with the low numbers from minority communities resident within the county.

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 North Yorkshire 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.

83.4% 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 was **unchanged** in the year ending March 2008; **83.4%** of people surveyed were satisfied with the overall service, compared with **82.8%** in the year ending March 2006.

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

Force performance was **unchanged** in the year ending March 2008; **89.9%** of users from minority ethnic groups were satisfied with the overall service provided, compared with **77.8%** 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 **3.2** percentage points more satisfied.

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

TITLE: Safer Neighbourhood Policing Core Leadership Development Programme accreditation programme

In line with both North Yorkshire Police Policing Thrust and the Road Map Towards 2012, NYP is committed to achieving a number of key objectives:

- increasing customer satisfaction with our services;
- reducing crime and ASB;
- bringing offenders to justice;
- reducing the fear of crime and ASB;
- reducing serious and fatal road traffic collisions.

"In everything we do we will put the customer first. We will be a service that responds to local needs and aspirations for the quality of life that everyone within our county deserves.

"By enhancing neighbourhood policing we will be improving community accessibility, contact and confidence. This will lead to intelligence-led problem solving and greater co-operation with our partner agencies.

"We are aiming to involve our communities in setting local priorities. This can only be achieved through greater emphasis on public engagement. We need to have regular 'face to face' meetings which in time will become our normal way of doing business.

"Policing services need to be delivered in ways that match community, victim, and customer needs and expectations and by recognising that what happens locally has regional, national and global consequences.

"In order for this to happen we need to promote organisational and cultural changes throughout the force. In short we need to deliver modern policing in a traditional way."

The following areas will be explored using a blended learning approach with the emphasis very much on practical involvement of both officers and staff:

- overview of safer neighbourhoods;
- signal crimes;
- community engagement;
- neighbourhood meetings;
- collaborative problem solving;
- ASB/housing law;
- partnership working.

These areas will be explored using a blended learning approach with the emphasis very much on practical involvement of both officers and staff.

The programme is divided into seven interactive workbooks which are then grouped into three distinct phases:

September 2008

- Phase 1: Overview, Signal Crimes, Community Engagement;
- Phase 2: Neighbourhood Meetings, Collaborative Problem Solving;
- Phase 3: ASB/Housing Law, Partnership Working.

Each workbook, with the exception of the Overview, will have an associated action plan for officers and staff to complete. This is to ensure that learning outcomes can be carried forward into the workplace. The proposal is that this process be incorporated into our existing PDR procedure.

At the end of each phase, staff will be invited to attend an interactive workshop/tutorial to share ideas and be given the materials for the next phase. There is also an opportunity to form action learning sets and give additional support to those who require it, prior to further study.

The final tutorial will be concerned with looking at the six assignment questions that must be completed in order to achieve final accreditation.

The entire programme is expected to take between six and eight months for individuals to complete. All NYP staff involved have been identified and have subsequently been divided into three cohorts.

Duration

The launch of the programme will commence with cohort 1 for chief inspectors, inspectors and sergeants in February 2008. Cohorts 2 and 3 are a mixture of dedicated NPT officers, hybrid-response/NPT and PCSOs who will begin in April/May 2008 and August 2008 respectively.

The entire programme is scheduled to run until February 2009, by which time over 400 officers and staff will have received training. Newly appointed recruits will begin the course as part of their initial training through the Initial Police Learning and Development Programme strategy, and PCSOs will begin at their time of induction and subsequent training on joining NYP.

The force has mapped the flow of information that is required from, and gathered through, community engagement, with the purpose of embedding community information within the decision-making process from strategic to neighbourhood levels.

The terminology used is that of the NIM currently used within policing but this information flow should, now and increasingly, be used to inform joint strategic intelligence assessments (JSIAs) and partnership working.

Information gathered through the tiered approach to structured community engagement may take one of three forms:

1. Criminal intelligence – this will continue to be captured on Niche Records Management System.
2. Community tensions and vulnerabilities – this will be captured on Niche RMS.
3. Neighbourhood concerns and priorities – these will be recorded on the neighbourhood

profiles and a searchable force-wide database.

Information captured on Niche RMS will be assessed by intelligence units as at present. Information on community concerns and selected priorities will be assessed by the intelligence units at a strategic level to identify commonalities.

Community concerns and priorities may be incorporated into the NIM process in one of the following ways.

1. Daily on the intelligence summary, where reported issues matching community concerns are identified by the intelligence unit cross-checking occurrences with the searchable database of priorities. Safer neighbourhood inspectors may bring an issue to the daily management meeting (DMM) for immediate attention.
2. Fortnightly, when the neighbourhood prioritisation group, consisting of the safer neighbourhoods chief inspector and inspectors, will meet towards the end of the week preceding the tactical tasking and co-ordination meeting to identify any key issues that need raising for inclusion within the tactical assessment.
3. Strategically, when the same concerns are raised in a number of areas.

Examples

Speeding is raised as a community concern within 68% of wards through tier 1 engagement. This information picked up from the neighbourhood priorities database by strategic analysis is used to inform priority selection for a city/county/district-wide response. Activity is monitored through the NIM process.

Neighbourhood A has adopted ASB as a local priority to be dealt with by the SNT. Information from the community indicates that this has escalated into a threat of large-scale disorder due to a neighbour dispute. Either picked up through the daily intelligence summary for raising at the DMM if recorded on Niche, or raised by the SNT Inspector at DMM if recorded elsewhere.

Local problem solving of a criminal damage problem requiring no extra resourcing will remain within the domain of the SNT.

Tier 1 - Neighbourhood level (eg NHW, KINs, parish councils).

Tier 2 - Area level (eg district councils, third sector).

Tier 3 - Strategic level (eg city/council strategic partnerships, chief executives).

TITLE: Joint engagement strategy between North Yorkshire Police and North Yorkshire Police Authority.

PROBLEM:

There was a need for both the police service and the police authority to review and develop their engagement processes with the communities living within North Yorkshire to ensure that the engagement activity could be captured and utilised in an effective way. There was also a need to consider how this would be managed as the neighbourhood management model is increasingly developed with our partners.

SOLUTION:

The force and police authority have jointly developed a community engagement strategy that builds on existing structures both within our own engagement structures and linking with partners. The strategy involves local authority leadership to capture local engagement activity into multi-agency structures across the force area.

EVALUATION:

Selby District Council has already adopted the model and is taking the lead in developing the local engagement processes, incorporating contributions from all partner agencies and the community. Scarborough council is developing a neighbourhood-based pilot based on the strategy and all other councils are now expressing interest in engaging with the process.

EXTERNAL VALIDATION:

The strategy has generated considerable interest with partners, NPIA and Her Majesty's Inspectorate of Constabulary (HMIC) representatives. The NPIA is currently considering the strategy in relation to the development of best practice nationally.

OUTCOME(S):

Practices are beginning to change across the force area in conjunction with our partners and the community through consultation in relation to the strategy.

TITLE: Delivering an operationally focused, cost-efficient, flexible estate for North Yorkshire Police.

PROBLEM:

Corporate estate is a supporting function of operational policing. It should be agile enough to react to the changing demands of the service in a cost-efficient manner. However, when operational policing strategy is being set, it is frequently constrained by existing estate. Policing needs evolve continually, but they are often served by an estate designed to meet the operational needs of 20 years ago. How can the estate be better configured to ensure “the right people in the right places at the right times, doing the right things, in partnership, for the public” (*Review of Policing*, Sir Ronnie Flanagan, 2008)?

NYP had a traditional approach to its estate and estate management. The portfolio consisted of a mixture of building quality, age, condition and style. The emerging needs of the service in terms of location for response, intelligence and new initiatives such as safer neighbourhood policing could not be met effectively by the existing portfolio.

SOLUTION:

The property and facilities transformation programme was launched in June 2006.

The programme was implemented using a proven external estates methodology, tailored to the specific demands of NYP:

Initiate the programme: who are the key stakeholders?

Define the operational policing requirement: what are the key operational strategies, and how do these translate into specific policing needs?

Analyse the current estate: current estate condition and fitness for purpose. How well is the current estate being utilised? Use Geographic Information Systems mapping to overlay existing estate against population, crime and incident data.

Measure capability of estate: analysis of suitability of existing estate to deliver policing requirements. Engage with partner organisations to explore opportunities for collaborative working to support Delivering in Partnership.

Populate estate programme toolsets: bespoke estates strategy toolsets enable programme planning, financial cash-flow analysis and risk management to be integrated within a single portfolio planning environment.

Generate the unconstrained estates model: the 'do everything option' where the estates transformation in support of policing needs is unconstrained by financial or risk considerations.

Prioritised estates options: develop sub-options by defining the relative priorities of each of the elements of the unconstrained model.

Define the estates strategy: Identify the most efficient programme, including costs, benefits and risk analysis. Use 'what if' scenario planning to determine the optimum operational impact for the investment.

Define new policies and processes: deploy new space standards to maximise the availability and utilisation of the estate.

Plan the implementation: design risks out of the programme before implementation begins. Launch workstreams with stakeholders.

Corporate estate management maturity analysis: identify skills required to support strategy, and current skills gaps.

EVALUATION:

NYP, in conjunction with its partners, has developed a plan for a flexible estate that will support the most efficient roll-out of operational strategies.

Key lessons learned through the programme:

- Ensure that strategy helps to deliver operational needs, and does not constrain them.
- Collaborative partners are key to delivery of a successful strategy – these should be engaged early.
- Work within the context of safer neighbourhoods to ensure that the public are engaged, and their needs are met through the estates strategy.

EXTERNAL VALIDATION:

Merseyside Police have visited, and will be incorporating key features of this approach within their work.

NPIA has indicated that it wishes to use this strategy, and the underpinning methodology, as best practice.

The strategy has been signed up to by key local and central government partners, including the county council, district councils, schools, the MoD, the fire service and the Department for Work and Pensions.

The strategy has been embraced by private sector organisations wishing to be involved in enabling safer neighbourhood policing, e.g. Asda.

OUTCOME(S):

Key features the strategy will deliver:

- NHP has created a **‘tier 1’ estate**. This results in **increased visibility and accessibility**, and provides the opportunity to access multiple services for the citizen.
- A **collaborative NHP** approach with other local and central government departments, allowing rapid redeployment as local priorities or populations change.

- A set of **programme methodologies and tools** that allow instant ‘what if’ scenario planning as policing requirements change.
- **Future proofing** design to allow all or part of buildings to be released as future requirements change.
- **Increased utilisation** of the estate – using space more effectively.
- An appropriate **mix between ownership and lease** for the current market environment.
- Business units are not constrained by the existing portfolio, but instead define a requirement that the estate fulfils.

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.