

# Her Majesty's Inspectorate of Constabulary



## Baseline Assessment

## Suffolk Constabulary

October 2006



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## Introduction to Baseline Assessment

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

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

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

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

### Priority Frameworks

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

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

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- leadership and direction.

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

### **Force Amalgamations**

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

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

### **The Grading Process**

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

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### **Service delivery grade**

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

#### *Excellent*

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

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

#### *Good*

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

#### *Fair*

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

#### *Poor*

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

### **Direction of Travel Grade**

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

#### *Improved*

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

#### *Stable*

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This denotes no significant change in performance.

#### *Declined*

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

#### **Good Practice**

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

#### **Future HMIC Inspection Activity**

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

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

| <b>Baseline Assessment 2006 Frameworks</b>   |  |   |   |
|--|--|---|---|
| <b>1 Citizen Focus (PPAF Domain A)</b>   |  |   |   |
| <b>1A Fairness and Equality in Service Delivery</b> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> <li>• Hate-crime reduction and investigation</li> </ul>                                | <b>1B Neighbourhood Policing and Problem Solving</b> <ul style="list-style-type: none"> <li>• Effective mechanisms for obtaining community views</li> <li>• Responding to local priorities</li> <li>• Effective interventions and problem solving with partners and communities</li> <li>• Operational activity to reassure communities</li> <li>• Use of media to market success</li> <li>• Uniformed patrol and visibility</li> <li>• Extended police family</li> <li>• Performance in reducing fear of crime</li> </ul> | <b>1C Customer Service and Accessibility</b> <ul style="list-style-type: none"> <li>• Quality of service to victims and witnesses</li> <li>• Customer care</li> <li>• Responding to customer needs</li> <li>• Accessibility of policing services</li> </ul> | <b>1D Professional Standards</b> <ul style="list-style-type: none"> <li>• Investigation of public complaints</li> <li>• Improving professional standards</li> <li>• Combating corruption and promoting ethical behaviour</li> <li>• Reducing complaints and learning lessons</li> </ul> |
| <b>2 Reducing Crime (PPAF Domain 1)</b>  |  |   |   |
| <b>2A Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Levels of crime compared with peers</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul> |  |   |   |

| <b>3 Investigating Crime (PPAF Domain 2)</b>   |  |  |
|--|--|--|
| <p><b>3A Managing Critical Incidents and Major Crime</b></p> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul> | <p><b>3B Tackling Serious and Organised Criminality</b></p> <ul style="list-style-type: none"> <li>• Crime that crosses basic command unit (BCU) and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act – POCA)</li> <li>• Effective targeted operations</li> <li>• Quality packages with the Serious Organised Crime Agency (SOCA)</li> </ul> | <p><b>3C Volume Crime Investigation</b></p> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul> |
| <p><b>3D Improving Forensic Performance</b></p> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>   | <p><b>3E Criminal Justice Processes</b></p> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handing</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>  |  |
| <b>4 Promoting Safety (PPAF Domain 3)</b>  |  |  |
| <p><b>4A Reducing Anti-Social Behaviour (ASB)</b></p> <ul style="list-style-type: none"> <li>• Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships</li> <li>• Use of ASB legislation, tools, etc</li> </ul>   | <p><b>4B Protecting Vulnerable People</b></p> <ul style="list-style-type: none"> <li>• Child abuse</li> <li>• Domestic violence</li> <li>• Multi-agency police protection arrangements (MAPPAs)/sex offender management</li> <li>• Missing persons</li> </ul>  |  |
| <b>5 Providing Assistance (PPAF Domain 4)</b>  |  |  |
| <p><b>5A Contact Management</b></p> <ul style="list-style-type: none"> <li>• All aspects of call handling and call management</li> <li>• Initial incident response</li> <li>• Early identification of critical incidents</li> <li>• Performance in answering and responding to public calls</li> </ul>   | <p><b>5B Providing Specialist Operational Support</b></p> <ul style="list-style-type: none"> <li>• Management of central operational support</li> <li>• Police use of firearms</li> <li>• Capability for policing major events/incidents</li> </ul>  | <p><b>5C Strategic Roads Policing</b></p> <ul style="list-style-type: none"> <li>• Effectiveness of arrangements for roads policing</li> <li>• Integration/support for other operational activity</li> <li>• Road safety partnerships</li> </ul>                                 |

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| <b>6 Resource Use (PPAF Domain B)</b>   |  |  |
|---|--|--|
| <b>6A Human Resource (HR) Management</b> <ul style="list-style-type: none"> <li>HR strategy and costed plan</li> <li>Key HR issues not covered in 6B or 6C</li> <li>Health and safety</li> <li>Performance in key HR indicators</li> </ul>  | <b>6B Training, Development and Organisational Learning</b> <ul style="list-style-type: none"> <li>Costed training strategy and delivery plan</li> <li>Key training and development issues</li> </ul>  | <b>6C Race and Diversity</b> <ul style="list-style-type: none"> <li>Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>Performance in meeting key targets</li> </ul>   |
| <b>6D Managing Financial and Physical Resources</b> <ul style="list-style-type: none"> <li>Resource availability</li> <li>Effective use of resources to support front-line activity</li> <li>Devolved budgets</li> <li>Finance, estates, procurement and fleet management functions</li> <li>Demand management</li> </ul>                 | <b>6E Information Management</b> <ul style="list-style-type: none"> <li>Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>Programme and project management</li> <li>Customer service</li> <li>Adequacy of key systems</li> <li>Business continuity/disaster recovery</li> </ul>   | <b>6F National Intelligence Model (NIM)</b> <ul style="list-style-type: none"> <li>Extent to which structures, processes and products meet NIM standards</li> <li>Integration of NIM with force planning and performance management</li> <li>Use of community intelligence</li> <li>Application of NIM to non-crime areas</li> </ul> |
| <b>7 Leadership and Direction</b>   |  |  |
| <b>7A Leadership</b> <ul style="list-style-type: none"> <li>Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>Effectiveness of succession planning</li> <li>Promotion of corporacy</li> </ul> | <b>7B Performance Management and Continuous Improvement</b> <ul style="list-style-type: none"> <li>Effective performance management structures and processes at all levels</li> <li>Quality and timeliness of performance/management information</li> <li>Internal inspection/audit/quality assurance (QA) systems</li> <li>Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul> |  |

## Force Overview and Context

### Geographical Description of Force Area

Suffolk Constabulary is responsible for policing an area of 939,510 acres, with a population of 683,700 (2004), which has grown by 13,800 (2%) since 2001. Suffolk is a rural county and has large expanses of low-density population areas, principally in Mid-Suffolk. There is a long coastline stretching from Felixstowe in the South to Lowestoft in the north and the county is renowned for its rural businesses, such as farming, light industry, brewing and tourism. The county has some notable landmarks, such as the headquarters of British horseracing at Newmarket and the largest container port in Europe at Felixstowe. The county has a number of military bases, two of which, Lakenheath and Mildenhall, are home to the US Air Force and approximately 20,000 dependants. The county town of Ipswich provides the force with its greatest demands, many of which relate to the night-time economy. There are many other night-clubs in smaller towns across the county.

The force is divided geographically into three basic command units (BCUs), Eastern, Southern and Western, all of which have their challenges. Until very recently, each BCU was divided into policing sectors. However, these have been replaced by a district-based structure, totally coterminous with district council boundaries and each commanded by a chief inspector. The change in structure was partly to improve supervision to front-line policing by freeing the time of patrol inspectors, but mostly connected with the force's ambitious plans to move towards an entirely new policing culture, based around safer neighbourhood teams (SNTs).

At force headquarters there are seven departments. Five of these are functional support departments (knowledge architecture, human resources, finance and resources, corporate development and criminal justice services). The remaining two are operational departments, namely crime management and operations. These departments provide BCUs with specialised support such as major crime investigation, roads policing, air operations and firearms.

### Demographic Description of Force Area

As Suffolk is a predominantly rural county, it is perhaps not surprising that its economic growth is lower than the national and regional averages. Suffolk also has a relatively low level of working-age population (60%), and this is closely related to the fact that some parts of the county are seen as entirely suitable locations for retirement.

The national index of multiple deprivation (2004) showed that Ipswich and Lowestoft were the most deprived areas in the county. The number of young people in Suffolk (aged 15-19 years) is second lowest in the region generally, providing more substance to the thought that young people are inclined to move away from the area on reaching working age.

There are, however, some significant developments that will impact on the county in the foreseeable future. The A14 corridor between Cambridge and Ipswich has been identified as a key area for development in terms of investment in science, technology and small businesses. Equally, the structural changes to the University of East Anglia will bring substantial increases in student populations, particularly at Ipswich and Bury St Edmunds. The Snoasis development at Great Blakenham will have a substantial impact on the

infrastructure of the county in terms of service and transport requirements. All of these developments will bring significant challenges for the force.

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

The chief officer team comprises the Chief Constable, the deputy chief constable (DCC), the assistant chief constable (ACC) and the assistant chief officer (ACO). The Chief Constable has been in post for over three years and the DCC was promoted from ACC in 2005. The ACC is a temporary posting for the former head of crime management and he will retire in July 2006, when the new appointee takes up her post. The ACO was appointed in 2005 and has taken responsibility not only for the financial management and planning of the force, but also for leading a new finance and resources department.

The most significant structural change on BCUs is the move towards neighbourhood policing (NHP), which has already brought with it the creation of safer neighbourhood teams (SNTs) at Kessingland and Kesgrave and in Ipswich. This has signalled a move away from the sector-based policing model in favour of district commands led by chief inspectors.

The Police Authority (PA) has moved from the Suffolk County Council office in Ipswich to the force headquarters site at Martlesham Heath. This has enabled even closer working relationships and has reduced bureaucracy.

### **Strategic Priorities**

Following extensive consultation, in 2001/02 the PA adopted a three-year programme to increase spending on policing in the county – primarily through the recruitment of additional front-line police officers and the development of scientific support services. The Suffolk First initiative was designed to make people ‘feel safe’ as well as making sure they ‘are safe’ in terms of the actual risk of crime.

This additional investment has now been completed, along with a range of other initiatives designed to meet the Suffolk First aim of becoming the safest county in the country. The Suffolk First programme was updated in 2005 to Suffolk First For You (SF4U), the aim of which is “to provide Suffolk people with the safest local communities and highest quality services compared with similar areas in the country”. The style of policing is also summed up within the SF4U slogan of ‘Taking pride in keeping Suffolk safe’.

An SF4U policing model has been developed that reflects the original Suffolk First twin aims linked by the National Intelligence Model (NIM) and also now makes a citizen-focused approach integral to the way policing is managed and delivered. The model reflects that this is not a bolt-on to existing ways of doing business, but something that requires cultural and operational change, at all levels of the force.

The model has five parts:

- **First for Citizens** – providing improved customer care and quality of service, and improving public access and the service provided to victims and witnesses;
- **First for Local Services** – increasing NHP, devolving management to BCUs, and improving partnership working and community engagement;
- **First for Safety** – increasing sanction detections, tackling violent and alcohol-related crime, developing the NIM and targeting level 2 criminality;

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- **First for Staff** – reducing bureaucracy, making better use of IT and modernising the workforce; and
- **First for Value** – underpinning everything, the need to make the best use of resources, by restructuring HQ, improving performance management, better inspections and more collaboration.

### **Impact of Workforce Modernisation and Strategic Force Development**

The impact of workforce modernisation has been substantial for the force. Developments include the recruiting of more police community support officers (PCSOs) within all three BCUs, developing the role of civilian investigators as part of prisoner processing units (PPUs), enhancing the force's infrastructure through the recruiting of key post-holders in areas such as compliance and intelligence analytical work and dealing with new powers for civilian custody assistants. In addition to this the force has reviewed its key policies relating to a range of issues connected to flexible working and work-life balance. These include part-time working, working from home, compliance with the Disability Discrimination Act and managing the requirements of the European Working Time Directive.

The most significant challenge comes as part of the move towards NHP and the creation of SNTs. This has involved PCSOs, Special Constabulary officers and working alongside key partners.

### **Major Achievements**

The force considers it has made a number of major achievements this year, including;

- the introduction of purpose-built victim care centres (VCCs);
- the opening of the new contact centre;
- launching its NHP project with a remit to reshape the essence of community policing in the county;
- opening new police stations at Kesgrave and Kessingland and in Ipswich to provide the public with new access opportunities and an improved quality of service.

### **Major Challenges for the Future**

In the year ahead major challenges will be tackled through the SF4U agenda and will include:

- working towards the introduction of the NHP programme;
- working in partnership with neighbouring forces and building on the work of the Three Counties Collaboration Project;
- recruiting more PCSOs to carry out high visibility foot patrols in town centres, to help tackle anti-social behaviour (ASB) and crime and disorder while freeing up regular officers for other duties;

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- introducing the Initial Police Learning and Development Programme (IPLDP), which will see all Suffolk's new constables trained in the county – and taken out of the classroom to learn their new job;
- tackling the requirements of the quality of service commitment (QoSC) and introducing a set of service standards to cover key areas such as supporting victims of crime and keeping people informed;
- continuing to work in collaboration with other forces in the region to ensure a consistent approach to tackling cross-border crime and dealing with other identified threats;
- seeking new approaches to consulting with the public, such as the internet and the development of the Police Direct system, and carrying out random checks with people who have contacted the police to gauge levels of satisfaction and receive feedback on quality of service;
- investing in information systems and technology to support both front-line and back office staff.

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

## 1 Citizen Focus (Domain A)

### 1A Fairness and Equality in Service Delivery

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Improved</b>            |

#### National Grade Distribution

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 15   | 28   | 0         |

#### Contextual Factors

Suffolk has developed its structure and strategies better to embed the imperatives of equality and fairness in the organisation. While the force has always prided itself on the quality of service provided by staff to the community, there has now been a sea change in the approach to understanding diverse communities and tailoring the quality of service to meet the needs of each. At the forefront of this development is the introduction of the diversity strategy and the race equality scheme, coupled with improved partnership working and better information and training for staff.

#### Strengths

- The level of racially or religiously aggravated offences per 1,000 population has reduced by 3%, from 0.36 in 2004/05 to 0.35 in 2005/06. Suffolk has good performance across the statutory performance indicators for this framework.
- The publication of the race equality scheme in May 2005, albeit a statutory responsibility, is a positive step in demonstrating the force's commitment to providing a fair, visible and responsive service to all members of the community. The scheme is published on the intranet and internet.
- Accessibility for reporting hate crime has improved through the introduction of reporting centres and third-party reporting, coupled with an improved quality of specialised service provided by the new Victim Care Centres (VCCs).
- Diversity issues are being embedded into the organisation by various means, including training, improved inspection, a revised performance development review (PDR) system, mandatory questions at interviews, and the inclusion of questions in the staff survey.
- Monitoring of performance in respect of hate crime has improved with oversight by the ACC, specialist intervention by the crime reduction unit and VCC managers, and more locally through a mandate on sector commanders and detective inspectors.

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- The force has improved its ability to complete diversity impact assessments by training a key manager.

### **Work in Progress**

- The force has improved its response to fairness and equality by introducing a diversity programme board with accompanying diversity strategy and action plan, and is creating a diversity unit for the management of policy, guidance and best practice. These are in the early stages of development and will need to become embedded and be monitored to ensure that they are effective.

### **Areas for Improvement**

- The percentage of racially or religiously aggravated offences detected has fallen by 7.9 percentage points, from 51.23% in 2004/05 to 43.33%. This is below the most similar force (MSF) average of 45.64%.
- Suffolk is one of very few forces without an independent advisory group (IAG) structure to inform policies and decisions from a minority community perspective. The PA has initiated work on the introduction of IAGs and the recruitment process was under way at the time of inspection. This may then allow for the development of BCU IAGs.
- While the force has taken steps to embed diversity within the culture of the organisation, this has not sufficiently flourished in the area of community intelligence, and the tasking of diversity issues requires improvement. The NHP project is examining community intelligence and how this can incorporate diversity issues and actions developed to address them.
- VCCs have been a success but it is recognised that staffing levels may not cope with demand and this could increase risk for the organisation in such a vital area of work. A review of resource requirements at regular intervals is necessary to ensure that demand is being met.
- Suffolk introduced a new crime strategy in April 2006 and the hate crime procedures are being amended to sit within this. This work should be completed and results monitored to demonstrate performance improvement.
- The force has commenced work on the identification of its diverse communities but it remains relatively limited at this stage and needs to be embedded as part of the intelligence requirement, to ensure that intelligence can be used in the tasking and co-ordination process. Neighbourhood profiles are being developed for all SNTs and this will go a long way towards helping to identify the intelligence requirement.

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**1B Neighbourhood Policing and Problem Solving**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Improved</b>            |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 4    | 18   | 20   | 1         |

**National Position**

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

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

**Contextual Factors**

Suffolk is committed to NHP and this is evident in a substantial shift in the structure and resource base: some 500 constables and 70 sergeants will be redeployed into SNTs across the force's three BCUs.

The force created a project initiation document, an action plan and work packages under the direction of a project board (chaired by the ACC), which is supported by a project team (led by a superintendent). In addition, a multi-agency steering group consisting of key partners supports the work of the NHP project board. The strategic approach is designed to ensure that issues are properly managed and comply with National Centre for Policing Excellence (NCPE) guidance. NHP will be fully implemented six months ahead of the national target date.

**Strengths**

- The force is performing well in relation to its MSF group for British Crime Survey (BCS) fear of crime in all categories except levels of worry about violent crime.
- At the end of the year under review, there were five NHP pilot sites fully implemented in the force area, two of them on Eastern area (the pathfinder BCU) and three on Southern area. The force, in consultation with the PA and strategic partners, has decided to adopt

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a three-phase approach to implementation. The first two pilot sites were implemented on the pathfinder BCU during the early summer of 2005 and have been subject to evaluation, feeding lessons learned into the project team and developing a flexible model for the force, and catering for the needs of each neighbourhood. The five neighbourhoods within Ipswich Borough Council were implemented sequentially between autumn 2005 and summer 2006, and three of these were in place at the time of inspection. The remainder of the force will go live together during the winter of 2006/07.

- The implementation of NHP is being led by the ACC. The ACC is the executive for the NHP project board, which has authorised the project plan and will ensure implementation within the agreed timelines. The project is working to a clear project management structure to deliver the agreed objectives.
- The NHP project board comprises the three BCU commanders, a PA member, the ACO, a senior personnel officer, the head of operations, a superintendent from the policing improvement unit (quality assurance) and the Suffolk County Council director for social inclusion. The project board has agreed the project plan and reviews it against the critical path and milestones. A multi-agency steering group has also been created to work alongside the project board to address partnership issues. A force project team was created in November 2005 and is well resourced. Each BCU has also created an implementation team to introduce SNTs at a local level.
- The partner steering group that sits alongside the NHP project board includes representatives from each of the district councils, the county council, parish councils and voluntary organisations, and demonstrates their involvement in shaping the delivery of Safer Neighbourhood Teams (SNTs).
- The force has an ASB policy and procedure document that sets out the corporate approach to this issue. This is supported by a network of county council ASB officers who are attached to each BCU. These integrated structures have developed an effective partnership approach.
- Feedback from front-line officers (response and investigation) indicated that they were aware of the role of SNTs and understood the principles of NHP. This did not extend to a practical awareness of the priorities being tackled by their local SNTs.
- A range of marketing materials has been produced that are personalised to individual officers and SNTs. This includes a newsletter that will be delivered to every household in the county. Recognition of local officers has been a priority and community police officers' photographs and contact details appear on the force website and in a variety of public places, such as libraries and council offices. This legacy from the previous sector policing model makes it easy to translate the principles of accessibility across to NHP and plans are being implemented to achieve this.
- Suffolk produced a very clear process for identifying its neighbourhoods. This entailed analysing demographic information and demand data, and producing initial proposals that were then subject to extensive consultation with partners and the community (including 'hard-to-hear' groups). This involved placing displays of the proposed boundaries in public buildings, promotion through the press and direct engagement with 800 key stakeholders across the county. It is evident that this process is subject to update and review.
- There are strong partner relations across Suffolk. Processes are being developed with

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all district councils to engage local police officers in area forums. On the Ipswich BCU the force and the borough council hold joint forums. There are early signs of co-location opportunities being progressed.

- Evidence of a positive joint tasking meeting was seen in Ipswich, with community issues being addressed, police and partner resources committed, and evaluation taking place. This group delivers joint actions to address problems/priorities raised by the local community. Systems are in place to feed the intelligence, prevention and enforcement activity from this meeting into the other neighbourhood and BCU tasking arrangements.
- The force has effective systems in place to utilise community impact assessments as part of managing the response to community tensions and critical incidents.
- The SF4U initiative, which embraces the broader citizen focus agenda, does receive prominence in the human resource (HR) strategy, the personnel section plan and the training section plan. A separate costed plan has been produced in respect of the recruitment and training of PCSOs.
- Suffolk has embraced the concept of SNTs and is planning a complete change to the fabric of the service, rather than simply altering its current community policing style. The sector policing model has been withdrawn in favour of a district model with new district commanders (chief inspectors), providing a strong platform for performance management and freeing up the time of inspectors to monitor front-line service delivery. Templates have been established for the introduction of NHP within each district.
- Suffolk Constabulary and Suffolk Police Authority have produced a community engagement and consultation strategy for the period 2006–09. This is a police-led document, although it has been approved through the governance structure, which includes partner agencies. The document sets three specific aims for engagement and includes an action plan for delivery, as well as a practitioner's toolkit.
- It is intended that key individual networks information will be contained within the newly developed neighbourhood profiles. At the pilot sites this information is already being gathered and is contained in officers' beat files, and includes hard-to-hear and other minority groups.

### **Work in Progress**

- An audit of partner resources is currently being undertaken and is expected to be complete by August 2006, to identify potential resources available to SNTs.
- NIM systems and processes are currently the subject of reviews to ensure that NHP methodology is NIM-compliant. In order for this to be effective, the director of intelligence should be brought into the NHP project structure in a more meaningful way.
- Performance measures in relation to regular officers, PCSOs and special constables working as part of SNTs are currently being developed. These need to be in place to monitor and record performance improvement.

## Areas for Improvement

- The development of community intelligence and problem solving is a key area; the force needs to improve information-sharing with partners and gather quality intelligence from staff working in communities. Enhancing capacity to deal with increased volumes of intelligence is another area requiring attention.
- The force acknowledges that it still has progress to make in order to ensure that representatives with an appropriate level of seniority attend the partnership steering group. The force has made efforts to achieve this at the community safety officers forums and the Suffolk chief executive group, and work is continuing in this area.
- There is a need to develop the communication strategy further into a joint approach with partners. Greater clarity is also needed in terms of how this fits with the new community engagement strategy. The strategy does make specific reference to engaging with hard-to-hear and other minority groups, but does not propose a regular neighbourhood scanning exercise to identify the demographic make-up of each area in order to target engagement activity.
- The current communications strategy is a police document that has been agreed through the NHP governance structure that includes key partners. The challenge for the force now is to engage with partners and to expand this to become a joint strategy. This strategy makes links with SF4U.
- Feedback from SNT officers indicates that they are not routinely requesting problem profiles to be produced, but do receive daily tasks, usually linked to core crime issues or persistent offenders. The onus for establishing problem-solving initiatives in relation to community-led priorities appears to rest with SNT officers using the force's well established Pathway system. The Pathway system has been reviewed with partners and upgraded to Pathway Plus. The County Council's web-based IT system will now be used to complement the Pathway process to ensure that good practice is shared with other agencies.
- The force is currently considering the option to deploy 50% of BCU resources to NHP. It does not appear that the significance of this in terms of demand for training has been recognised by the HR department, or that sufficient capacity is in place to deliver this. A training needs analysis has been completed for PCSOs and police constables; the SNT sergeant assessment is currently in draft and that for inspectors has not yet been produced.
- Training for SNT officers is not yet in place; it is being developed and is due to be delivered prior to the start of the roll-out in January 2007. The force is also assessing the suitability of the Core Leadership Development Programme (CLDP) to provide modules that meet the needs of SNT officers. A training needs analysis has been completed and trainers are being recruited to assist in the training of additional PCSOs.
- A draft abstraction policy has been produced but does not currently have abstraction targets for managers, while retention and tenure issues in relation to SNTs have not yet been considered. The force considers that the SNT constable role will be a core role and the programme board will consider whether a minimum tenure period is required.

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- The force is working hard to improve links with partner agencies to develop SNTs for Suffolk. There has, however, been mixed support from councils and agencies and more work needs to be done to commit partners, build protocols and share information.
- Suffolk has recognised the need to ensure that NHP is embedded within its structure and strategies. Work is required to ensure that careful links are being made through the SF4U programme with other key areas of business, such as the QoSC, the Victims' Code and the development of the new PDR process. The programme requires the development of a comprehensive HR strategy to consider all aspects of redeployment, training, shift changes and welfare issues.

**1C Customer Service and Accessibility**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Stable</b>              |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 19   | 22   | 2         |

**Contextual Factors**

The force bases its development in the area of customer service on the SF4U Programme. Suffolk First originally set clear definable standards for performance in key crime and related areas, but now includes the development of work surrounding quality of service provided to victims, witnesses and the community in general. The objectives contained within SF4U are woven into the fabric of the force and are easily understood by staff, partners and the community. SF4U is now seen as the main platform through which the force can build its work in respect of important areas such as NHP, achieving the requirements of the QoSC, complying with the Victims' Code and improving technology to support front-line services.

**Strengths**

- Suffolk is above the MSF average in all but one of the satisfaction indicators for this framework. Specifically, the force is above average on the satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions. Satisfaction with action taken by the police is 74.5%, compared with the MSF average of 76%.
- Suffolk is using its SF4U strategy as a primary vehicle for community consultation and engagement. It builds on the good work of Suffolk First and incorporates citizen focus and customer care. There is substantial evidence of collaboration with the PA, partners and stakeholders in the development and funding of the plan, which exceeds the minimum requirements of the national QoSC.
- SF4U is being used to incorporate the QoSC, and progress against the timed implementation plan indicates that the force is on target for full compliance by November 2006. Work on the QoSC is being delivered through the user satisfaction champions meeting, which links with the SF4U programme board. An action plan is being pursued to ensure compliance and this includes enhanced training, changes to computer software and improved service at the point of contact.
- Suffolk has, as part of the SF4U programme, conducted a series of workshops focusing on quality of service. Each has been led by a chief officer and every member of staff has attended. There was evidence from front-line staff of positive learning results from the workshops. The next phase of development is training for all first line supervisors, which will include minimum standards of supervision and the roll-out of the active intrusive management (AIM) guide, successfully piloted on the Western BCU.
- The witness and victims' sub-group of the Suffolk Criminal Justice Board has overseen progress on implementation of the Victims' Code across all relevant agencies. A two-

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hour training block has been incorporated in the SF4U workshops, and corporate screen servers, articles in internal publications and a poster campaign have heightened awareness.

- The force is improving its access arrangements in a number of ways. These include the police direct portal system, improving the website to ensure accessibility to information regarding local staff, Disability Discrimination Act compliance in police station entrances and facilities, and improving links into the 'One Suffolk' portal. The traffic updates section of the 'One Suffolk' portal is proving a particular success.
- The force employs a range of mechanisms to use feedback on customer service to improve performance. Internal and external user satisfaction surveys are used, together with internally gathered data from the professional standards department and performance analysts. There is evidence of sophisticated engagement with partners and the wider community, particularly in relation to the development of NHP. Innovation is encouraged, a good example being the process whereby performance analysts work alongside victims of crime throughout the investigation of their case in order to get informative feedback. The processes that have been established will provide a strong platform for future service improvement.

### **Work in Progress**

- Suffolk has been impeded in its ability to hold staff to account for their individual customer service performance because of the problems encountered with the PDR software, resulting in significant gaps. This is now being addressed and the new system is in place, but there is a need to focus efforts quickly towards the creation of appropriate customer service action plans for staff across the force.

### **Areas for Improvement**

- A key area for improvement is the ability to provide appropriate feedback to victims, witnesses and users of the service generally. The force is working on initiatives such as supervisor call-backs, but performance is relatively weak and this area of work will require a major drive from senior and middle managers to make feedback a core element of performance.
- The public access strategy was written in 2003 and while some progress has been made, a number of areas remain outstanding. The strategy is now being reviewed and updated and this will need impetus to deliver the required results over the coming year.

## GOOD PRACTICE

### **TITLE: Suffolk First for You (SF4U)**

#### **PROBLEM:**

The Suffolk First For You programme is embedded within the culture of the organisation, being derived from Suffolk First. The Constabulary realised, that having completed the Suffolk First For You workshops, the opportunity existed to develop the programme further through the Quality of Service Commitment.

#### **SOLUTION:**

The Constabulary set the challenge of making Suffolk the 'safest county in England and Wales by April 2006'. This led to the Suffolk First initiative which was designed to make people 'feel safe' as well as making sure they 'are safe' in terms of the actual risk of crime. This additional investment has now been completed and the Suffolk First programme was updated in 2005 to Suffolk First For You, the aim of which is 'to provide Suffolk people with the safest local communities and highest quality services compared with similar areas in the country'. The style of policing is also summed up within the *Suffolk First For You* slogan of 'Taking pride in keeping Suffolk safe'.

The model has five parts:

- **First for Citizens** – providing improved customer care and quality of service, as well as improving public access and the service provided to victims and witnesses;
- **First for Local Services** – increasing neighbourhood policing, devolving management to BCUs, as well as improving partnership working and community engagement;
- **First for Safety** – increasing sanction detections, tackling violent and alcohol-related crime as well as developing the NIM and targeting level 2 criminality;
- **First for Staff** – reducing bureaucracy, better use of IT and modernising the workforce; and
- **First for Value** – underpinning everything is the need to make the best use of resources, by restructuring HQ, improving performance management, better inspections and more collaboration.

#### **OUTCOME(S):**

A programme board has been operating over the last 12 months under the direction of the Deputy Chief Constable and this has already resulted in the completion of a number of projects designed to further improve the quality of policing service provided to local people. These include:

- The opening of three new victim care centres at Bury, Lowestoft and Ipswich to provide specialist support to vulnerable crime victims and witnesses, including children and those who suffer domestic violence.
- Opening a new contact centre, employing more staff to help answer telephone calls even more efficiently.
- Creating multi-agency witness care units to ensure that witnesses receive all the support they need to help them give evidence at court.

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- As part of the Safer Neighbourhood initiative, new police offices have opened at Kessingland and Martlesham, enabling officers to spend more time assisting people locally rather than having to keep returning to main police stations.
- Investing in new technology to keep the county safe, including a fleet of highly visible CCTV cars, which are used to record evidence of criminal activity and anti-social behaviour and act as a deterrent.
- Launching the first text, e-mail and voice messaging service to keep people informed about local policing issues. Subscribers to the Police Direct scheme receive targeted information from the police straight to their computer, home telephone or mobile phone. Police Direct is currently operating in west Suffolk but is due to be introduced across the rest of the county before becoming available nationwide.

**FORCE CONTACT:** Mick Greene Force Improvement Manager

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**1D Professional Standards**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Not Graded</b>          |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 2    | 16   | 25   | 0         |

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

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

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

[http://inspectors.homeoffice.gov.uk/hmic/inspect\\_reports1/baseline-assessments.html](http://inspectors.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html)

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Stable</b>              |

#### National Grade Distribution

|             |             |             |                  |
|-------------|-------------|-------------|------------------|
| <b>Poor</b> | <b>Fair</b> | <b>Good</b> | <b>Excellent</b> |
| <b>1</b>    | <b>18</b>   | <b>20</b>   | <b>4</b>         |

#### Contextual Factors

The force has been determined to inform its crime reduction agenda with intelligence captured for the strategic assessment. A good example is the strong emphasis placed upon violent crime, particularly public place violence. NIM principles are now embedded, with strategic and tactical tasking occurring at every level, including dynamic tasking within daily briefings.

Partnership work continues to grow, with strong relationships being established with partners through crime and disorder reduction partnerships (CDRPs) and local strategic partnerships. In particular, local initiatives, underpinned by BCU and partnership funding, have been successfully developed through the BCU partnership managers and link officer groups.

#### Strengths

- Levels of crime are below the MSF group average in all volume crime categories.
- In the 2006 audit of compliance with the National Crime Recording Standard (NCRS), the force was graded Excellent for data quality and Good for management arrangements.
- The Nightsafe initiative has received national recognition and has contributed to the reduction in violent crime in public places. Targeted patrols and effective management of intelligence has reassured the public and reversed a difficult trend. The BCU commander on the Southern area received an award for the media and marketing strategy on alcohol misuse enforcement.
- Suffolk's monitoring of performance has improved considerably. The force management board continues to receive performance reports, which are discussed among all key managers and the staff associations. The new operational delivery group, chaired by the ACC, probes crime reduction performance and receives comprehensive analysis. The new inspection system highlights key areas for improvement and these are followed up during chief officer performance visits to BCU commanders. Inspections of districts will be introduced this year.

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- CDRP partners are involved in the strategic assessment process and this is reflected in the breadth of issues now included in the document, such as ASB. This helps to prioritise activity while taking into account community partners' requirements.

### **Areas for Improvement**

- Performance in reducing domestic burglary is deteriorating against that of peers, although incidence of this crime is still significantly below the MSF average. The force removed domestic burglary from its control strategy during the first part of the reporting year but reinstated it in November 2005, after analysing results.
- While the structure of the NIM process is now well established, there remain two areas of concern that require further work. The first of these relates to the use of analysts, particularly for BCU strategic and tactical tasking. Analysts, while involved in the process, are not fully engaged within their specialist role and this could lead to decisions being made on less than satisfactory analysis. The second relates to bureaucracy and the need to ensure that systems and processes are smart and efficient, and that staff see the value of their role in the process. These improvements will lead to strategic and tactical planning being informed by analysed data derived from intelligence with an associated improvement in tasking outcomes.
- Three crime types have shown consecutive annual increase for a number of years, these being criminal damage, theft and theft of cycles. Any crime reduction target becomes increasingly difficult to achieve while this trend continues. These areas need to be tackled and resources balanced between control strategy crime and other volume crime in order to meet overall crime reduction targets.
- BCU commanders sit as part of the responsible authorities groups of each of the CDRPs. The CDRP British Crime Survey comparator crime targets are currently not being met, one factor being the identified increase in some areas of crime. Again, this is an issue of resource allocation to meet overall crime reduction targets.

### 3 Investigating Crime (Domain 2)

#### 3A Managing Critical Incidents and Major Crime

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Poor</b>  | <b>Stable</b>              |

#### National Grade Distribution

|             |             |             |                  |
|-------------|-------------|-------------|------------------|
| <b>Poor</b> | <b>Fair</b> | <b>Good</b> | <b>Excellent</b> |
| 5           | 17          | 17          | 4                |

#### Contextual Factors

During 2005/06 Suffolk Constabulary have improved services for vulnerable victims by employing appropriate risk management systems. These systems provide effective assessment of incidents which have an increased potential to become critical. The Constabulary has also recognised the requirement to introduce an independent advisory group for use to prevent and provide guidance during these critical incidents in addition to informing policy development.

As result of inspection activity the Constabulary is revisiting the introduction of a major investigation team to reduce abstraction of officers from BCUs. It will also consider how this delivers an effective and efficient use of resources that are trained to provide specialist support to major crime enquiries.

#### Strengths

- Life-threatening crime and gun crime per 1,000 population has increased from 0.237 in 2004/05 to 0.273 in 2005/06, although the level of such crime is below the MSF group average. There were no recorded offences of abduction in either 2004/05 or 2005/06.
- Identifiable risks from critical incidents and major crime are included within the strategic intelligence requirement through the adoption of the national intelligence requirement, for which Suffolk is a pilot force. More detailed local requirements focus upon drugs, firearms and organised immigration crime. Threats from these elements are included within the force strategic assessment.
- Suffolk has introduced important new systems and policies designed to provide effective risk assessment and management of potentially critical incidents. Examples include a risk assessment process for domestic violence and hate crime, and introduction of the Violent and Sex Offenders Register (ViSOR) system and the new Community Policing and Case Tracking System (COMPACT) for missing persons. In addition to this, work is progressing in respect of the Bichard recommendations and the IMPACT (a managing and sharing information programme) and Management of Police Information (MoPI) projects.

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- There is evidence from focus groups of knowledge of the concept of a critical incident and some understanding of the requirements of initial response. Critical incidents are tagged by the force control room and are addressed through Level 1 and 2 daily tasking.
- Effective on-call arrangements are provided by six trained senior investigating officers (SIOs) and a cadre of deputy SIOs complemented by specialist advisers. Professional development is maintained through briefing days with guest speakers and the force crime conference. There is evidence to indicate that first attendance at scenes by the on-call SIO and crime scene investigators (CSIs) is timely.
- Community impact assessments are completed as part of the organisation's response to major and serious crime or any other significant event. These assessments are completed and retained on BCU by local commanders.
- A three counties protocol with Norfolk and Cambridgeshire provides mutual aid in the event of Category A murder enquiries.

### **Work in Progress**

- Suffolk does not yet have, but plans to introduce, an organisational risk register that incorporates already identified issues such as succession planning at inspector and chief inspector ranks and prevention of critical incidents and major crime. There was significant evidence to suggest that this critical register was seen primarily as an HR forecasting tool rather than an operational necessity. Work is at an advanced stage; the force risk management strategy has now been published and is available on the intranet. The PA and force have established a risk management group and the Chief Constable and treasurer have signed the Statement of Internal Control.

### **Areas for Improvement**

- The number of crimes per 10,000 population in the following categories have all increased and are above the MSF average: attempted murder, blackmail and rape.
- The force is examining whether a dedicated review team is required in the major investigations unit. Evidence suggests that this would enhance quality assurance and would also help with issues such as reviewing the investigation of unexplained deaths.
- There is a need to develop protocols with military establishments for the investigation of unexplained deaths. The force has protocols with health partners but there is a gap in respect of the several military bases in the county.
- Some areas of training associated with major crime investigation require attention. These include the training of call-centre staff for casualty and MIRWEB (a system to allow staff to provide a call-taking and data-entry facility) and for using child rescue alert. Also, intelligence developers require training as telecom liaison officers. The force intends to examine these training gaps during the next 12 months.
- Suffolk does not have a dedicated major investigation team (MIT) with cold case review capacity; as a consequence, a number of staff are abstracted for significant periods from BCUs to tackle major crime and cold case reviews. The number seconded to major enquiries at the time of inspection equates approximately to the number of detectives

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permanently employed in the MIT of a neighbouring force. The constabulary has investigated the possibility of using agency staff to assist with major crime investigations and reviews but currently resources them with BCU staff. This issue is due to be revisited by chief officers, especially in light of the requirements of NHP.

- The PA is currently considering a force-level IAG for use in critical incidents and policy development. Currently, external advice is obtained in a less structured way through a list of community contacts.
- There is evidence that NIM processes are not being used effectively in major and serious crime. The process for identifying cold case reviews lacks clarity and is dominated by the decision making of one individual; there is limited consideration of the wider impact of secondment of investigators from BCUs to review teams.

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**3B Tackling Serious and Organised Criminality**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Poor</b>  | <b>Improved</b>            |

**National Grade Distribution**

| <b>Poor</b> | <b>Fair</b> | <b>Good</b> | <b>Excellent</b> |
|-------------|-------------|-------------|------------------|
| <b>7</b>    | <b>21</b>   | <b>13</b>   | <b>2</b>         |

**Contextual Factors**

The constabulary has conducted a detailed analysis of level 2 incursions into the county as part of its response to the HMIC report 'Closing the Gap'. This showed that level 2 activity originated predominantly from London and impacted mostly on the Ipswich area. Significant work has been conducted both regionally and locally to target these offenders. The force strategic assessment highlights level 2 activities in respect of a wide range of crimes (eg organised illegal immigration, child abuse, drugs and violent crime). All level 2 activities are managed through the NIM process and Suffolk is engaged at regional level through the regional intelligence unit and regional intelligence group.

**Strengths**

- In some areas of level 2 criminality the force delivers good results, notably in respect of cheque and credit card fraud, on-line investigation, hi-tech crime and financial investigation. The financial investigation unit was the best performing unit in the country (pro rata) last year and Operation Galahad was a joint drugs operation with Norfolk Constabulary and HM Revenue and Customs.
- Suffolk is keen to develop its response at level 2 and now has several test purchase operators in the force, as well as a witness protection unit; the force also has undercover deployment capacity.
- Despite limited resources at level 2, there have been some notable successes in dealing with level 2 offending, particularly in Ipswich, Newmarket and Haverhill. Detailed surveillance and disruption techniques have not only resulted in the arrest of significant level 2 offenders, but have also reassured the community and removed key supply routes for drug dealers.
- In order to assess the current impact of organised immigration crime within the county, a problem profile has been created within the force tactical tasking and co-ordination group with an intelligence requirement on BCUs to assess the impact of this form of criminality. This is further complemented by the force response to Operation Pentameter (on people trafficking and sex crime).

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### **Work in Progress**

- Currently, strategic assessments do not incorporate any organisational risk management process. This is being developed by the force to form part of organisational decision making led by the operational delivery group.
- The force has technical support capability for covert operations but these resources are not included in the tasking and co-ordination process. Once a profile is commissioned by the level 2 tasking and co-ordination group (TCG), an assessment is made by the senior investigating officer and a direct approach is made to the technical support unit. This indicates that resources are not being deployed in accordance with NIM principles.

### **Areas for Improvement**

- The force lacks a performance management framework for level 2 and organised crime. While there is an evaluation system within the NIM process, a more systematic approach is required.
- The force has worked hard to achieve training and skills for specialist operatives, but as serious and organised crime becomes more widespread, the resource base for these functions may be insufficient. This is illustrated by increases in major incidents such as homicide, which rose from five in 2004/05 to eleven in 2005/06. The issue should now feature in workforce planning as and when the force is able to conduct such exercises.
- Suffolk has two officers assigned to the UK Immigration Service. At present there are no performance targets set for these officers and closer working relationships are required. This initiative has been in place since 2004 and it would be useful to evaluate the effectiveness of this investment, including identification of the expected results of maximising information exchange and joint response to issues.
- In recognition of its limited level 2 resource, the force is currently reviewing its technical support facilities (in the main to support BCUs). The surveillance capability is also limited, constraining the resources the force can commit to level 2 work. There is evidence to indicate that resource implications of decisions are not fully understood or addressed in the level 2 TCG process as there is a subsequent bidding procedure for specialist resources.
- The monthly regional intelligence group meetings are progressing but there is a lack of regional resource to deal with issues, so forces currently divide up the actions rather than developing a co-ordinated multi-force response. The group is now looking at identifying key issues for which the regional tasking team will commit resources.

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**3C Volume Crime Investigation**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Stable</b>              |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 3    | 20   | 16   | 4         |

**Contextual Factors**

The sanction detection rate is predominantly managed through a sanction detection action plan, with training to all front-line staff in respect of the NCRS, achieving sanction detections and improving performance. The introduction of a force crime strategy will pull together some core elements of crime detection, such as the screening policy, allocation and investigation and minimum service standards. A new central crime desk will not only provide a better service to victims but will standardise crime recording procedures and ensure accuracy of reporting and response.

**Strengths**

- Sanction detection rates for 2005/06 show Suffolk marginally above its peers and improving for 'all crime' and violent crime categories. It is marginally below its peers but improving for vehicle crime.
- In the 2006 Audit Commission report on audits of crime recording, the force was graded Excellent for data quality and Good for management arrangements.
- The structured action plan and training for sanction detections has emphasised the standards required of all staff. The action plan, managed by crime managers, has provided a good platform for development, enabling sector commanders and detective inspectors to be held to account for performance.
- The introduction of prisoner processing units (PPUs) at Ipswich and Bury St Edmunds has raised standards of interviewing and developed expertise in prisoner management. Lowestoft has recently opened its PPU.
- The South East Ipswich multi-agency tasking system (as part of the SNT) is highly effective and results in some rapid responses to local crime problems by all agencies. This approach will be rolled out across the force as the NHP project develops.
- The force has developed its automatic number plate recognition (ANPR) capability with intelligence-led changes in times of usage and deployment. This has led to a significant increase in the numbers of seizures that relate to force objectives. The initiative was separately funded and continued funding is subject to discussion at the operational delivery group.

### Areas for Improvement

- The sanction detection rate for domestic burglary has shown a significant decrease: the force is bottom of its MSF group and deteriorating in this category.
- The sanction detection rate for robbery is marginally below that of its peers and deteriorating.
- Despite achieving its overall sanction detection rate target, the force is aware that performance is slipping (particularly in respect of house burglary) and also that there are disparities in performance between the BCUs. Work is needed to assess the cause of these changes and formulate plans for improvement. The decision to remove domestic burglary from the control strategy in May 2005 was reversed later in the year in an effort to improve performance.
- Minimum standards for investigation are required to improve detection performance. Performance variations between sectors and teams need to be addressed, with supervisors held to account for team performance. It will be important to link the benefits of the new PDR system, the training planned for first line supervisors and the minimum standards of investigation, which will be contained in the AIM document.
- Suffolk was graded Fair in the Home Office audit of detections for the reporting year 2005/06. The audit assesses compliance with the counting rules for disposals and Suffolk's results were problematic in the areas of formal warning for cannabis possession and cautions, reprimands and final warnings (where the grade was Poor).
- The new force crime strategy is an attempt to draw together crucial elements of crime management and performance. This document seeks to clarify the links between strategies and policies and provide a template for comprehensive crime investigation, so that actions taken can lead to an improvement in performance. The links and subsequent actions have yet to be developed.

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**3D Improving Forensic Performance**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Stable</b>              |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 3    | 16   | 21   | 3         |

**Contextual Factors**

Forensic performance is managed by the head of crime management, who takes a proactive lead and chairs the scientific work improvement model (SWIM) meetings and is overseeing the introduction of the Lanner report recommendations. The force has made considerable investment in the forensic budget this year.

**Strengths**

- Results are mixed, with attendance by CSIs at burglary dwellings 3% below the MSF average, but 6% above the MSF average for attendance at thefts from motor vehicles.
- The scientific services strategy forms part of the new force crime strategy, and guidance to officers is available on the intranet. Service level agreements are in place with BCUs. Service delivery is driven by the department's SF4U targets and the crime management department plans.
- Scientific services have been wholly operated by police staff for several years; a career development process is in place to professionally develop the workforce.
- Suffolk is contributing to the National Automated Fingerprint Identification System (NAFIS) and identifications have increased from 19% to 50% of all fingerprint identifications. Through the SWIM process this is expected to improve further. The force is introducing a new scientific support unit casework management system called SOCRATES, which will improve the management of forensic performance.
- A proactive approach has been taken to the capture of footwear impressions and this is being rolled out with SICAR 6 (a system for management of shoe print and vehicle tyre mark evidence), the linked software to improve the effectiveness of this technique.
- Good arrangements exist between the scientific services unit and BCUs. Service level agreements are in place and performance packs are regularly provided to BCU commanders. Senior CSIs attend all tactical tasking and co-ordination group meetings.
- Training in forensic awareness has been conducted with front-line staff at rostered training days and a forensic input was arranged for the SIO conference in April 2006. In addition, all probationers receive a forensics input and current information is circulated through the briefing system STABS (Suffolk tasking and briefing system).

### **Areas for Improvement**

- Some aspects of forensic performance could be improved; DNA hits are declining and analysis is required to understand and remedy the reason for the decline.
- The force has technical support capability for covert operations but these resources are not included in the tasking and co-ordination process. Once a profile is commissioned by the level 2 TCG, an assessment is made by the SIO and a direct approach is made to the technical support unit. This indicates that resources are not being deployed in accordance with NIM principles.

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**3E Criminal Justice Processes**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Improved</b>            |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 15   | 27   | 1         |

**Contextual Factors**

The force has a well structured criminal justice services department, which operates through a system of user groups and management meetings, together with external partners, to deliver targets and objectives. The Chief Constable plays a prominent role on the Suffolk Criminal Justice Board and is also affiliated to the victim and witness sub-group. This work is underpinned through other meetings such as the magistrates' courts user group, the prosecution management team, the youth court user group and the crown court user group.

A number of initiatives have been implemented this year, including the piloting of the National Strategy for Police Information Systems (NSPIS) case preparation system, statutory charging and comprehensive arrangements to implement requirements of the Victims' Code.

The force has made progress with national compliance for the Police National Computer (PNC) and its policy is to require a full PNC entry with each arrest or summons, obviating the need for updates following the creation of a skeleton record. The director of criminal justice services now chairs the PNC steering group, which meets regularly to consider all aspects of PNC in an effort to deliver improved efficiency and effectiveness.

**Strengths**

- The percentage of notifiable and recorded offences resulting in a charge, summons, caution or 'taking into consideration' at court has increased by 0.9%, from 28.9% in 2004/05 to 29.8% in 2005/06, above the MSF average of 26.9%.
- The percentage of disposals entered on the PNC within ten days has hit the target for 2005/06 and arrest/summons inputting is constant at about 85% within 24 hours.
- There are comprehensive performance management arrangements, not only at partnership level through the Suffolk Criminal Justice Board, but also at BCU level, where targets are fully understood and managed through BCU plans by performance evaluators. The BCU inter-agency meetings between the Crown Prosecution Service, the criminal justice units (CJUs) and the BCU operations manager underpin this work. The Chief Constable's membership of the Suffolk Criminal Justice Board has assisted the force in identifying significant difficulties with the statutory charging process and taking proactive steps to resolve them.

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- The director of criminal justice services holds staff focus groups at the three CJUs and the trials unit three times a year. This ensures that staff understand the department's focus and performance measures, as well as dealing with local issues.
- CJUs are supporting the introduction of PPU's by providing experienced enquiry officers to the teams and supporting the professionalism of the units, notably through good working relationships with custody suites and the BCU. PPU's are now in place at Ipswich and Bury St Edmunds.
- Joint Crown Prosecution Service and witness care units were established in three CJUs and the trials unit in 2005, with comprehensive training introduced for staff. The CJU structures were reviewed and realigned in 2005 to meet the demands of statutory charging and witness care units. The Suffolk witness care website, linked to the 'One Suffolk' portal, was the first to be introduced in the country. The Victims' Code was implemented in early 2006, with a training package delivered to all staff.
- The premium service protocol to deal with prolific and priority offenders (PPOs) includes actions for the probation service, youth offending service and prison service to reduce reoffending (eg, warrant enforcement, breach proceedings and rehabilitation programmes). An updated PPO protocol is being implemented in April 2006. Area intelligence units deal with PPOs and the J-track system records details of local offenders. In Suffolk, all PPOs and prolific young offenders are subject to statutory charging whether or not the offence is admitted. PPOs are subjected to fast-track investigation through PPU's and the criminal justice policy and systems complement this requirement.
- A range of preventative orders are employed, including Anti-Social Behaviour Orders (ASBOs) and Crime-Related Anti-Social Behaviour Orders (CRASBOs). A dispersal order has had some success in South East Ipswich after community consultation in one of the NHP pilot areas. Western Area is developing an enhanced final warning scheme.

### **Work in Progress**

- It is recognised that custody facilities are inadequate, particularly in Bury St Edmunds. Interim solutions are being developed to support the structure until the custody collaboration project comes to fruition. The new custody computer system will be piloted in Lowestoft, subject to project considerations.
- The Three Counties joint private finance initiative for the provision of custody suites is progressing according to the project plan but facilities will not be available until 2008/09.
- The HMIC inspection of PNC processes, conducted in June 2005, gave the force a Fair grading and made 12 recommendations. There is evidence of progress against these at both strategic and tactical level, but not all have been completed.

### **Area for Improvement**

- Support to youth offending teams is an area that requires some review. Present partnership arrangements for managing final warnings are adequate but could be more effective, while the findings of a pilot study in Mid-Suffolk may help to identify the areas for development. The constabulary is in the process of establishing a young persons group to prevent and reduce offending and improve partnership working.

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## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Stable</b>              |

#### National Grade Distribution

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 8    | 35   | 0         |

#### Contextual Factors

Suffolk is updating its problem-solving model and developing an ASB strategy. The focus on NHP has resulted in work packages being developed to enhance performance through better community intelligence, tasking and problem solving. Improvements in victim and witness care should flow from the programme of training, through the SF4U workshops and supervisor training as well as the action plan for the QoSC.

#### Strengths

- Violence in a public place is a priority in the force's control strategy and this is closely linked with local initiatives connected with ASB. ASB is monitored by the ACC through the operational delivery group and monthly performance visits to BCUs. This lead is replicated in all three BCUs, with Western area having an ASB unit; this has led to an increase in ASBOs, dispersal orders and Acceptable Behaviour Contracts (ABCs).
- There is evidence of partnership and effective consultation at local, CDRP and county level. A full range of tactical options to tackle ASB is in place throughout the force. ASBOs, CRASBOs, dispersal orders, ABCs, closure orders and alcohol designation areas have all been employed across the county.
- The SNTs, which are operating in Ipswich and the Eastern area, have developed good inter-agency arrangements for rapid tasking and ownership of ASB problems. PCSOs have contributed to this work, and their local focus is well received within communities.
- The focus on ASB through CDRPs has been effective, particularly at link officer/partnership manager level. This has resulted in good partnership work around closures, dispersals and ASBOs. Other positive initiatives have been developed using BCU and CDRP funding, with commendable results. A good example is the funding of mobile CCTV cameras and laptops on the Western BCU.
- The force performs favourably against its MSF group in terms of perception of worry about ASB, and is top of its MSF group, although it is not yet meeting the extremely challenging target set by the PA.

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- The force is performing favourably in its MSF group in relation to BCS fear of crime categories for worry about vehicle crime and burglary.

#### **Areas for Improvement**

- Partnership guidance documents are used on BCUs but the current strategy for tackling ASB is not fit for purpose. This is now a priority for the force, particularly with regard to the NHP project requirements. The crime reduction unit is developing a strategy and this will be in place by the summer of 2006.
- There has been some effective local training for ASB but this need to be consolidated across the force, to ensure there is a clear understanding of ASB, problem solving and the required support to victims.
- ASB investigation is essentially underpinned by good community intelligence. Suffolk is developing its structure for, and understanding of, community intelligence, but this requires further work, particularly in respect of tasking. The NHP project will help with this developmental work.
- The force compares poorly with its MSF group in the BCS fear of crime category for percentage level of worry about violent crime.

**4B Protecting Vulnerable People**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Poor</b>  | <b>Improved</b>            |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 8    | 32   | 3    | 0         |

**National Position**

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

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe. This does not mean that other areas arouse similar concern; in the case of Suffolk HMIC commends the improvement in service for victims with the introduction of the victim care centres. However public protection case workloads and issues relating to staff training and linking processes to the national intelligence model are weak and for these reasons, an overall grade of Poor is considered appropriate.

**Strengths**

- The ACC, formerly the head of crime management, was instrumental in commencing the VCC project and at the time of inspection was the chief officer lead for vulnerable people. The current head of crime management is the force’s representative on the safeguarding children board (SCB), takes part in the SCB review panel and will be involved in the new serious case review panel from April. Responsibility for victim care and public protection lies with BCU commanders, who welcome the devolved responsibility and are striving to put in place systems to ensure the protection of vulnerable people.

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### **Child Protection**

- The VCCs have substantially enhanced the quality of vulnerable victim care and helped to improve partnership working. They facilitate close working between child protection (CP) and domestic violence (DV) staff. Links across DV and CP specialisms has improved with the creation of the VCC, especially in the cross-flow of intelligence.
- The force uses a number of performance indicators for CP matters, and these are reviewed on a quarterly basis. In addition, investigations are randomly identified and reviewed by DIs and the quality assurance group to gauge the quality of investigations, identify good practice and address training issues.
- All CP investigative staff in the VCCs have undergone detective training, and have received or are undergoing specialist training.
- The Suffolk SCB policies and procedures ensure that joint working within Suffolk is effective and in accord with the *Working Together* report. All referrals across the county are managed by the child abuse investigation units (CAIUs), with effective decision making promoted by dedicated CAIU detective sergeants and the appropriate social care service managers. All referrals are recorded on the child abuse tracking system. All inter-agency work with health, social care and education (children and young people's services) is in accord with county SCB procedures. CAIU staff attend all initial CP case conferences. All referrals are recorded as crimes.

### **Domestic Violence**

- Links between DV and CP specialisms has improved with the adoption of the VCCs, especially in the cross-flow of intelligence.
- Suffolk has a detailed DV policy and procedure that was reviewed and revised in September 2005 and is referenced in the crime strategy. The policy is available on the intranet and was being race equality scheme (RES)-assessed at the time of inspection.
- The force has introduced new systems for monitoring DV offences, with risk assessment an integral part of the process. Comprehensive work is undertaken for repeat victims.
- The force is engaged in training for non-specialist staff, has completed front-line officer training, and continues to train call-handling staff, in addition to fulfilling its training requirements for the specialist staff within the VCCs.

### **Public Protection**

- The force has an establishment of six public protection officers, two in each of the three BCUs, working closely with VCC staff. Management is devolved to BCU commanders and the officers are supervised by the detective sergeant and inspector in the area intelligence unit. Force policy and procedure is owned by the crime management department detective chief inspector (operations) at HQ. Public protection officers deal with all registered sex offenders and potentially dangerous offenders. This is managed in conjunction with the area intelligence unit and through the area tasking structure and the multi-agency public protection arrangements. The ACC takes the chief officer lead for public protection matters and has taken an active role in developing the management of staff and records.
- Public protection officers attend a nationally accredited training course to equip them for their role.

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- Various arrangements are in place to ensure the prompt and accurate identification of relevant offenders under multi-agency police protection arrangements. These include the Thornton RM2000 risk assessment, home visits, NIM daily tasking, partnership with prisons and probation, and interrogation of intelligence systems.

### **Missing Persons**

- The introduction of the COMPACT system for the management of missing person cases has professionalised the approach, introducing systematic checks and balances to the process and setting minimum standards for supervision. This provides for an auditable response to missing person investigations.
- With the introduction of COMPACT the force has taken the opportunity to train all front-line officers, supervisors, commanders, operations managers and detective inspectors in the new procedures for investigating missing persons.

### **Areas for Improvement**

- The force structure and policies for protecting vulnerable people are becoming embedded, although an area for review is the level of resources dedicated to the function. It is obvious that such cases can take time to risk assess, investigate and prosecute and it will be necessary to review the level of resources as the work in this area becomes even more high profile. A review is being undertaken in spring 2006 and this is likely to lead to an action plan for 2006/07.

### **Child Protection**

- Child abuse procedures are currently being rewritten in line with NCPE guidance. Follow-up training for front-line staff is planned for 2006/07, to take account of the changes.

### **Domestic Violence**

- The force aims to develop the VCCs, concentrating on construction of a performance framework, the opening times of the centre and associated availability of staff, and staff development.

### **Public Protection**

- The establishment of two public protection officers in each BCU does not reflect the variable workload. The number of registered sex offenders in one BCU (in which a bail hostel is situated, heightening the risk) far outweighs that in the other two, and there is an approximate workload ratio of 3:2:1 across the three BCUs. At the time of inspection, some rebalancing of staffing was being considered, but separately in each BCU rather than centrally. Such review must be seen as a priority for the force, alongside succession planning to deal with the expected growth of work in this area.
- Public protection overlaps with the work of the VCCs but reports under a different structure and is not co-located. It is recommended that the force reviews the current reporting and administrative structure.

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- In relation to the investigation of public protection cases, officers do not currently receive a formal debrief from trained staff to ensure that welfare or other support needs are addressed. Consistency is required in this area and in respect of the monitoring of the work of public protection officers generally - eg, monitoring ViSOR inputs and managing visits to offenders where backlogs have built up. (A model for this work is currently being considered.)
- The force has identified a number of areas for improvement in staff training, linking working practices to NIM processes and developing appropriate performance indicators. This work is not yet the subject of a formal action plan.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Stable</b>              |

#### National Grade Distribution

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 1    | 18   | 20   | 4         |

#### Contextual Factors

Proposals for a new approach to contact management came to fruition when the new centre opened in March 2006. This enables the separation of the call-management function from the despatch function, which will remain within the current force operations room. Key processes are now under review in terms of accessibility and quality of service. The force operations room chief inspector is a member of the user satisfaction champions meeting, which has drawn up an action plan to implement the QoS. This includes issues relating to diverse communities, such as developing the minicom and texting services for the deaf, and work with the national interpreters association.

The force has performed well in respect of emergency call handling but now needs to introduce initiatives to improve non-emergency response. This will become more important with the advent of new government targets and the single non-emergency number.

#### Strengths

- The ACC is chair of the Call First project board and also leads on contact management through the operational delivery group, which tackles the operational performance of the force operations room. He has recently made a successful bid to the PA for five additional posts to meet the non-emergency calls target.
- Performance in respect of emergency call answering has exceeded target within the last 12 months and this represents a significant improvement on previous years.
- The force undertakes public surveys for 'first contact' satisfaction for both emergency and non-emergency calls. This data is supplied to the head of operations and chief inspector (force operations room) on a quarterly basis. The data is provided to supervisors, who use it to improve performance in specific areas, such as clarity of communication.
- The opening of the new contact centre has not only provided excellent facilities for staff, relieving pressure on the existing force operations room, but also given substantial business continuity fall-back facilities, as the new contact centre can be quickly

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converted into a full force operations room facility. Work to identify appropriate staffing levels, to match demand and resources, has been allocated accordingly.

- The force continues to work closely with Suffolk County Council and other bodies on access points and joint working from the same buildings. This work is being taken forward through the NHP project, and examples such as the joint police station/social care office at Eye are relevant. The force also remains committed to the 'One Suffolk' portal, which allows linked access into the Suffolk website and joined-up services.
- Police Direct is a text, email and voice messaging alert system that is being developed in conjunction with the Police Information Technology Organisation. The system has the capability to send thousands of messages in quick time to people who have registered their mobile telephone number or email address. A pilot was conducted on the Western BCU during 2005, following which it was agreed that Police Direct should be rolled out across the county. Since the pilot was introduced, more than 5,000 people have registered for the scheme.
- Workshops for operations room staff are geared to improving service delivery and providing feedback to victims and witnesses, and should help to achieve the QoSC in 2006.

#### **Areas for Improvement**

- The management of non-emergency calls is a problem, illustrated by relatively poor performance. Suffolk has committed additional resources to the problem and looked at new ways of deploying staff at times of peak demand; however, further work in this area is required.
- It will be a substantial challenge to embed some of the key components arising from the SF4U workshops and the QoSC in the force operations room. The challenge comes not only from the need to conduct training and improve the response given to callers, but also because of the changing policing style towards NHP and working in conjunction with SNTs. The introduction of the central crime desk has improved the force's ability to respond in this key area. 'Softer skills' training to enhance efficiency and customer satisfaction has been recognised as a requirement, and a syllabus has been designed by KPMG. A bid has been made to the PA to fund this piece of work but has yet to be actioned. The force has recently agreed a collaborative approach to the development of call handling with Norfolk and Cambridgeshire, including moves towards the standardisation of training for operations communications staff, with associated efficiencies.
- Suffolk is working to produce a call-handling strategy and recognises that, with the substantial changes necessary to working practices and training, it would be prudent for the force operations room to have its own HR strategy.

**5B Providing Specialist Operational Support**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Declined</b>            |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 23   | 19   | 1         |

**Contextual Factors**

The management of firearms operations complies with the requirements of the Home Office Code of Practice on the Police Use of Firearms and the NCPE action plan. The strategic risk and threat assessment is in the process of being updated and the process will ensure that the assessment becomes a living document, fit for purpose and aligned to the force strategic assessment.

The force has also taken steps to underpin its operational resilience for providing specialist operational support with additional training in specialisms such as Management Of Disaster And Civil Emergency (MODACE), senior investigating officer development, post-incident management and other roles.

Suffolk meets its public support unit requirements for mutual aid and participates in cross-border and regional exercises. Civil contingency co-operation with other agencies is good and the ACC is the representative on the local resilience forum.

**Strengths**

**Firearms and General Arrangements**

- The structure of the firearms response is adequate, with good representation of accredited gold, silver and bronze commanders and resilience in the range of skills among practitioners in the operational support groups and authorised firearms officers. This is supplemented by good inter-force working relationships that facilitate combined working and training.
- Firearms exercises are held annually in conjunction with the military bases in the county, in addition to standard exercises. There are protocols in place to deploy firearms officers alongside military deployments and the Ministry of Defence police.
- Suffolk has a syndicated response to air operations in partnership with Cambridgeshire and Essex. Other examples of partnership work with other forces include the deployment of specialist resources, such as dogs, firearms and forensic support. A good example is Operation Arctic, the response to armed post office robberies developed between Cambridgeshire, Norfolk and Suffolk.

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### **Public Order**

- Public order is captured in the force control strategy as 'Violence in a public place: focusing on alcohol-related crime and disorder', and reflected as such in the NIM process. Other relevant activities detailed in the force strategic assessment include football violence, hunting and raves. Force and area tactical tasking and co-ordination groups monitor known key dates of events, and consider and pre-plan for any potential critical incidents. Resourcing for these events falls outside the NIM process.
- The force links closely with regional partners to enhance its public order provision through the Association of Chief Police Officers (ACPO) Eastern region public order group. The force takes part in regional public order exercises, which test the region's capability to respond to major disorder.
- The strategic assessment and NIM tactical assessment, which includes a diary of anticipated events that may impact on Suffolk, provide a basis for predicting demand.
- The NIM is used to collate, consider and prioritise possible or emerging threats. Issues are reported to, and actions allocated at, the daily level 2 management meeting. One example of positive results from this process is the cancellation of a music event predicted to pose a significant disorder threat.

### **Contingency Planning**

- Suffolk has established working relationships with relevant partners, alongside effective plans for the management of potential disorder incidents. Key contingency plans are in place for installations such as Sizewell power station (now linked with locally based energy authority policing), US Air Force military bases and the docks. Planning arrangements are managed through the local resilience forum and the related support group, which plans for regularly held training and exercises.
- During 2005, the force revised its major incident media plan in liaison with Suffolk County Council's press office to bring it up to date. This has now been circulated and agreed by other partners, including district and borough councils, which sit on the Suffolk communications network feeding into the county resilience forum.
- Suffolk is represented on county resilience forum groups, where there is an agreed framework governing the sharing of information. A schedule of training and exercising is in place for incident and site-specific plans.

### **Work in Progress**

- The force is reviewing the involvement of the operations department in the tactical tasking and co-ordinating process. While there is regular representation at tasking meetings, concern exists over the separate tasking for specialist operations issues, which may not be conducive to the main tasking arrangements, particularly in respect of the use of resources to target problem profiles. The process should be NIM-compliant to allocate resources to predicted Level 2 demand.
- As part of the NHP programme, the force is progressing the risk assessment and profiling of particular communities. This is an area where improvement is required, bearing in mind the rapidly changing shape of diverse communities in the county. The work will link with the strategic intelligence requirement and gathering of community intelligence in respect of monitoring tension indicators.

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- A business continuity manager has been appointed and took up post in June 2006.

### **Areas for Improvement**

- Work is under way to update the strategic risk and threat assessment to ensure that it is more closely aligned with the strategic assessment, and that risk mitigation activity is monitored and reflected in planning requirements. The force requires a mechanism to establish threats and associated risk, and demonstrate that these have been evaluated and are being managed in an appropriate way. These should then be part of a scheduled programme of review with arrangements for partner organisations to share information.
- The force is updating those policies which relate to integrating the firearms and public order functions, and this will be complete by November 2005.
- Suffolk does not yet have access to bordering forces' intelligence systems, but an interim solution is being progressed through a computerised link to the regional intelligence group.
- Analytical support is limited in the operational support department; only one analyst is employed and much of the capacity is taken up by the demands of roads policing and ANPR.
- Debriefing takes place at the conclusion of firearms incidents. The tactical debriefing of the detail of the firearms activity is comprehensive but there is limited attention paid to related strategic issues such as intelligence requirements, prevention of future incidents and wider organisational learning.
- The force has yet to complete contingency plans with some key partners at significant sites.
- Immediate call-out arrangements for the rapid development of trained officers and commanders to a spontaneous incident of growing disorder have been in place for some years and have satisfied local requirements to date. These arrangements, currently made through the force control room, are limited, and consideration is being given to enhancing these procedures.
- There is limited resilience at any level, and there are some areas where the force is not fully resilient without mutual aid. This arises from the size and rural nature of the force, and is overcome by mutual aid arrangements that are well practised and have proved sufficient to meet predictable demands.
- Business continuity is recognised as an area for improvement by the force. Preparatory work, including approval of funding for a business continuity manager who takes up post in June 2006, has taken place over the past year and will be developed during 2006/07.

**5C Strategic Roads Policing**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Stable</b>              |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 7    | 33   | 3         |

**Contextual Factors**

Despite recommendations within the strategic review of 2004, Suffolk decided not to devolve roads policing units (RPUs) to BCUs, favouring centralised control with close local links to mainstream policing. Work is being considered, however, in respect of a centralised collision investigation unit. The *Road Death Investigation Manual* has been implemented but the force is influencing the national review currently being conducted. Good relationships exist between the force and partner agencies, with representation at appropriate levels; examples include the Highways Agency, Suffolk County Council and the Safety Camera Partnership.

**Strengths**

- Suffolk has adopted the ACPO roads policing strategy and supplemented this with a business plan produced in partnership with Suffolk County Council and the Highways Agency. The business plan is subject to periodic review and is currently being adapted to include both local and strategic partnership activities. Examples of the former include sector speed enforcement, while the latter includes strategic links with the County Council's developing local transport plan.
- The force delivers an effective service in investigating serious collisions. Officers are well trained, and the complement includes two family liaison co-ordinators, ten senior investigating officers and nine roads policing family liaison officers, all appointed and trained since the advent of the *Road Death Investigation Manual*.
- A dedicated ANPR intercept team of one sergeant and six police constables has been operating since June 2005 and has made 151 arrests and processed 1,724 traffic-related offences between its inception and the end of February 2006. In January and February 2006 the team carried out 66 vehicle seizures. The team focuses on high volume traffic routes and informs BCUs of the proposed rota and intended location, which is driven by the tasking process. Newly acquired mobile ANPR assets will give the force the ability to conduct micro-ANPR operations at sector level. Successful experiments have been conducted at Haverhill and Ipswich.
- Roads policing officers are engaged in multi-agency work relating to major incidents on the trunk road network. This includes the chief inspector appearing before Suffolk County Council Scrutiny Committee and participating in multi-agency workshops. RPU inspectors are involved in speed awareness courses and in driver improvement, VOSA, joint intelligence, Highways Agency and local traffic management schemes. RPU staff

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assist in training fire and rescue staff and participate in their road safety initiatives. The superintendent (operations) sits on the Safety Camera Partnership board and the chief inspector sits on the operational group.

- There is mixed performance against the annual statutory performance indicators for this area. The force is marginally above the MSF average in respect of road traffic collisions resulting in death or serious injury. The percentage of victims of road traffic collisions satisfied with action taken by the police has declined in comparison with the previous year and is significantly below the MSF average. Satisfaction rates for collision investigation are also below the MSF average.

#### **Areas for Improvement**

- A weakness exists within the intelligence monitoring and tasking processes associated with roads policing. Aspects of roads policing are considered within the force strategic assessment but there is limited discussion in tactical assessments or in the tasking and co-ordination process. This is currently under review by the crime management and operations departments, which are examining the effectiveness of the intelligence that informs tasking and whether combined tasking would be more beneficial.

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## 6 Resource Use (Domain B)

### 6A Human Resource Management

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Stable</b>              |

#### National Grade Distribution

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 2    | 18   | 23   | 0         |

#### National Position

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

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

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

#### Contextual Factors

The human resources department operates to an annual costed plan and a departmental plan, which are reviewed regularly by both the PA and constabulary. Compliance with these plans is also monitored through the Suffolk integrated inspection model, with the last inspection being completed in December 2005. The management of resources is dealt with by the resource allocation group, which meets monthly. The group considers the skill levels, resource disposition, promotions and postings and tries to achieve consistency, while meeting individual BCU and departmental requirements. Suffolk has introduced the NSPIS HR system, which is crucial for effective HR management and will provide data to the National Management Information System in due course. There are considerable developments in the HR field at present, involving projects and initiatives such as the

IPLDP, recruiting from minority backgrounds and introducing work-life balance opportunities.

### **Strengths**

- The HR strategy and areas for priority are defined in the departmental plan. Local focus and implementation is monitored through the section plans, which cover the full spectrum of the HR function. The force produces an annual HR costed plan, which communicates objectives and targets for the coming year, as well as a range of statistical data.
- The corporate HR teams work with BCUs and departments and have regular links with their dedicated HR representatives through a number of meetings and ongoing HR activities.
- The force has updated all HR policies and procedures and these are now readily available on the intranet site. The procedures include those outlining flexible working and work-life balance, and there has been positive feedback from staff about the clarity and helpfulness of this initiative. As a result, there has been increased take-up of flexible working arrangements such as part-time working, flexible hours and homeworking.
- A comprehensive system of rewards and awards includes the recording of all letters of appreciation, devolvement of bonus payments to BCU commanders and departmental heads, local and force-wide merit awards and biannual awards ceremonies for the presentation of certificates of commendation and congratulation. The new reward scheme associated with good ideas is promoted as 'Bright Spark'.
- Suffolk has an effective occupational health unit, which is appreciated across the force. Coupled with good systems for managing absence, the unit has contributed significantly to the excellent attendance rate in recent years. The average number of working hours lost due to sickness for police officers and police staff has increased slightly in the year under review, but Suffolk remains second best nationally for police staff and in the top quartile for police officers.

### **Areas for Improvement**

- A workforce planning strategy is lacking but is being developed.
- The PDR system failed due to the bureaucratic nature of the processes involved. As a result, many PDRs have not been fully completed in the last two years. With the development of the SF4U programme and the requirements of the QoSC it is imperative that individual objectives are set and effectively managed. Decisions were made by chief officers in late 2005 to abandon the existing PDR system and introduce a new one from April 2006.
- Now that the force has obtained the NSPIS HR system, opportunities exist to conduct profiling work on skills analysis and need. This work will assist the move towards NHP and it is important that the intended work in this area is completed over the next 12 months.
- Areas for improvement have been acknowledged in some HR processes, including updating the recruitment and selection policy and encompassing health and safety

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issues in job profiles. All role profiles have been reviewed and now specify 'comply with health and safety legislation'. In addition, the role profile of every first-line manager (eg sergeant/police staff supervisor) requires them to supervise health and safety, and every second-line manager must monitor compliance with health and safety policy.

- Following an inspection by the Health and Safety Executive in November 2005, two improvement notices were issued. The first related to the lack of procedures for the communication of health and safety messages, or ensuring that officers and staff receive basic health and safety training. The second stated that the force had not conducted a suitable health and safety analysis of computer workstations.

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**6B Training, Development and Organisational Learning**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Declined</b>            |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 3    | 11   | 27   | 2         |

**National Position**

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

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

**Contextual Factors**

This section summarises the results of improvement activities that have been undertaken since the last inspection. It facilitates an understanding of the context within which such activities have taken place together with an understanding of the outcomes. The force was graded Good during the 2005 Baseline process with a number of recommendations made for improvement. Key messages from that report include:

The training priorities group membership is currently under review, led by the deputy chief constable and the chief superintendent head of human resources to ensure appropriate strategic lead is given by ACPO and superintendent's across the force.

A review of the strategic nature of the force training manager role has been undertaken and the role of learning and development manager has been created, replacing the force training manager role. This brings together the training section and development section under one strategic senior management role to facilitate closer integration of their work and alignment with force management and command structures.

The HR department has appointed a full time member of staff to focus on budget management and financial management information. This will ensure that the training section comes into line with new force-wide budgeting and cost control processes. This has established the need for more rigorous training business cases more accurate budget forecasting and more up-to-date financial information on current spend.

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The learning and development manager and the training manager agree an annual evaluation work plan (using the national evaluation prioritisation model) with the force training evaluator and the resulting work plan is reviewed quarterly.

The implementation of an upgraded IT network across the constabulary has allowed the introduction of e-Learning to most locations. Programmes such as the Initial Police Learning and Development Programme (IPLDP), Core Leadership Development Programme (CLDP) and some bespoke e-Learning (such as CETIS, which is the data protection / freedom of information / disclosure learning package all staff have to undertake) are now supported via e-Learning.

The training section business plan, which captures improvements to the training section, along with the training section plan, has been incorporated into the annual costed training plan and this over-arching document contains all improvement actions.

## Strengths

- The force has a strong, embedded leadership structure for the learning and development function, with clear responsibility for training. The DCC and PA have significant engagement with the training function which continues to work effectively within the constabulary. The PA are actively involved in strategic training decisions and are well informed on training issues and progress.
- The training section has retained CENTREX quality assurance for the entire training function and this continues to provide the function with strong processes, procedures and rigor around the planning, delivery and maintenance of internal training courses. The training function trains to national manuals of guidance and uses pre-developed solutions by CENTREX or other approved suppliers, ensuring locally designed solutions are kept to a minimum.
- The force is actively engaged in collaborative training arrangements within the eastern region, actively engaging in the regional firearms co-ordinating group, eastern region crime training partnership and a number of training programmes with Norfolk Constabulary (particularly the core leadership development programme and the MSc management qualification delivered by DeMontfort University). This continues to produce significant cost savings and economies of scale for specialist training events.
- The training section structure incorporates the majority of training personnel and resources used for training (including area training officers, firearms, driving and public order training) and actively supports and is involved in the few specialist training teams (dogs section and air operations) that sit outside the function. This ensures that the majority of training can be recorded and managed effectively to comply with training policies and minimum standards.
- The strategic prioritisation of training is undertaken effectively using a well established training prioritisation model for both internally and externally delivered training, and is aligned to the force's strategic objectives. Priorities are reviewed formally every six months but can also be adjusted urgently at the monthly training priorities group.

## Work in Progress

- The revised PDR process has now been fully introduced. Work is underway to strengthen the links with the learning and development function by ensuring all staff have a relevant and up-to-date development plan and that these are monitored through the PDR process.

## Areas for improvement

- The current review of the training priorities group should be completed and recommendations implemented to strengthen the current client-contractor arrangements that are currently in place, taking into account HMIC recommendations for more ACPO involvement in this process.
- A systematic process for surveying learning and development staff regarding the training function operations should be developed and implemented. This should be incorporated into CENTREX quality approval processes, and results and suggested improvements resulting from this activity should form a standing agenda item for the quarterly supervisor meetings.
- A system for actively sharing noteworthy training practices, new ideas, benchmarking training activities, and updating training colleagues (both locally and regionally) should be developed and implemented into the learning and development function.
- The National Costed Training Model (NCTM) activity is under resourced and not used to its full potential. The full use of the NCTM for the planning of training and collection of actual cost training data should be made a priority.
- Greater use of NCALT, e-learning and other technology based training methods should be made to embed blended learning approaches into the way training is delivered within the force, in line with national recommendations on the use of e-learning.
- Once the force has formally set up an Independent Advisory Group (IAG), a training IAG sub group should be formally constituted and used to actively consult communities on training design, delivery and evaluation of the training in terms of impact on communities.
- The learning and development function should review its policies and practices around environmental issues, such as recycling arrangements, reduction of waste, procurement of materials and training suppliers, and other areas of work that impact on the environment.
- The learning and development function should formalise a more rigorous process of setting targets for key performance areas, particularly around staff satisfaction levels, learner satisfaction levels, and BCU/departmental service satisfaction levels, and measure performance against these targets on a regular basis. This should include a greater emphasis on management information and reporting progress against the costed training plan on a more regular basis.
- The learning and development function should develop a formal approach to surveying key customer groups, with particular emphasis on BCU/departments to

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establish service levels with client groups and collect feedback on performance and changes to priorities on a regular basis.

- The learning and development function should increase the number of Level 3 and Level 4 evaluations each year to demonstrate more comprehensively and objectively the transfer of learning into the workplace and the benefit / value of training to the organisation.
- The learning and development function should develop a communication and marketing plan that communicates progress against targets, satisfaction levels and achievements within the organisation and promote the value and benefits of police training to the community.

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**6C Race and Diversity**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Improved</b>            |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 14   | 27   | 2         |

**Contextual Factors**

The constabulary has introduced a diversity programme board, chaired by the DCC, to develop actions contained within the diversity strategy. The board has overarching responsibility for all diversity-related initiatives. The constabulary's race equality scheme has also been published. Diversity requirements are now included in job description/person specifications for every role and questions are mandatory at selection interview. Diversity specialists within the personnel section are responsible for implementing the personnel diversity strategy.

**Strengths**

- The development of a diversity unit under the direction of a diversity programme board to deliver the diversity strategy is a positive step, and gives the force a sound platform on which to develop initiatives.
- During 2005 a number of key initiatives were progressed in respect of the Gender Agenda. Examples include the Springboard course for women (three courses have been held since 2004), the Spring Forward course for middle managers, the establishment of the Suffolk Association for Women in Policing, and career opportunity events aimed at female officers and staff.
- Suffolk has also taken a positive lead in other HR-related diversity initiatives, such as the disability forum, a one-day course for career development for black and minority ethnic (BME) staff, and a continuation of the Bangladeshi training courses at the Bangladeshi support centre.
- The proportion of police recruits from BME backgrounds was 3.45% in 2005/06, compared with the MSF average of 1.97%.
- The force has a number of mechanisms in place to monitor its statutory duties under the Race Relations Amendment Act, such as the monitoring of applicants for posts, the encouragement of BME staff to apply for specialist roles, and the promotion and monitoring of PDR completions.
- BCUs now include fairness and diversity issues within action plans and performance is monitored through the integrated inspection model. Chief officers also hold BCU commanders to account for progress in this area on their performance visits.

### **Areas for Improvement**

- Suffolk has conducted analytical work on selection processes, including gender and ethnicity. When examining work undertaken in respect of relevant groups, a perception of poor promotion prospects was evident in the BME group. The force needs to address this issue over the coming year. An action plan has been created.
- Although there are ad hoc arrangements to assist BME officers and staff in their career development, there is no formalised process. Given the low numbers of BME employees within Suffolk, consideration should be given to the introduction of a structured coaching or mentoring programme.
- Diversity issues are included in the PDR system but it has not been possible to assess performance against this objective due to the breakdown of the electronic PDR system. It will be important to ensure that first line supervisors actively take steps to measure and monitor individual performance in this area under the new PDR system, and this must feature in the proposed training days for supervisors.

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**6D Managing Financial and Physical Resources**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Stable</b>              |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 1    | 11   | 24   | 7         |

**Contextual Factors**

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

Work on preparing for the proposed amalgamation of forces in East Anglia had a significant impact on the finance and resources department and other support services during the second half of the financial year.

**Strengths**

- Suffolk Constabulary is committed to integrating financial planning with operational delivery, to improve management information and decision making. In preparation for setting the 2006/07 budget, budget-holders were asked to assess all existing costs and new bids against prioritised operational functions. This process was supported by a 'Star Chamber' approach to challenge individual budgets; adopting a zero-based budgeting approach for 2007/08 will develop this further.
- With the exception of police pay, the force has devolved its budget to a significant degree.
- Efficiency planning is well integrated into the budget-setting process – Suffolk has consistently achieved its annual efficiency plan target.
- The PA has been able to provide funds for 22 additional police officers in the 2006/07 budget, and further increase front line policing presence by the deployment of 179 PCSOs (part year).
- As the budget report to the PA notes, Suffolk is one of only seven PAs in England and Wales that have no borrowing.
- Medium-term financial planning processes are mature and well linked with operational planning through the panel and committee structure.

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- The force participates in national benchmarking for finance, procurement, estate management and transport. An annual report on procurement has now been presented to the PA.
- Substantial capital investment by the PA over the last two years has included a fleet replacement programme; the vehicle fleet is now more fit for purpose.
- The approach to strategic estate management has been enhanced by the work of the strategic issues property board, which has enabled substantial development in areas such as custody provision and police station renovation or replacement, together with new facilities for scientific services and the establishment of three VCCs.
- The Three Counties collaboration project has been innovative in many respects, including the use of benchmarking; the procurement working group has included benchmarking as one means of identifying areas for improvement.
- Good progress has been secured on developing better transport management information. (Staff change temporarily halted management information flows but these have now been restored.)
- The force is moving towards a more strategic approach to income generation and is following good practice in the use of Section 106 planning agreements (to design out crime and emphasise the role of other agencies in reducing crime).
- Suffolk is leading for the Eastern region on e-tendering.
- The ratio of police officers to police support staff matches the MSF average, but the force has a lower level of policing per head of population than the MSF average. Expenditure on policing per 1,000 population, and service costs per police officer, are both below the MSF average.
- Suffolk has close to average expenditure on supplies and services, and below average costs compared to its MSF group (per employee) on transport revenue costs and premises.

### **Areas for Improvement**

- The 2004 finance and resources baseline assessment noted that “the force recognises that there are key decisions to be made about its core financial systems, and is considering therefore how the accounting and financial information service needs to be provided in future.” Compared with other forces, the present system does not demonstrate the functional features that enhance productivity, such as e-enabled procurement and flexible report writing. While Suffolk recognises the importance of integrated business systems to generate management information, improve control and secure efficiencies, there has been limited progress to develop this technology in recent years. The force is about to acquire access to a financial report writer and is considering options such as moving to a separate shared service Oracle site.
- The absence of integrated business systems is a particular problem in procurement.
- The professional standards department needs to participate in the annual assurance to the Chief Constable that operational controls are working effectively prior to the signing of the Internal Control Statement.

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- The Audit Commission has assessed the data quality of Suffolk’s activity-based costing as Good, but management arrangements are graded Fair.
- Activity-based costing will form part of the policing performance assessment framework (PPAF) and will be used to make links with performance and the use of resources; it is also a vital source of management information. Suffolk now needs to consider how activity analysis data can be collected on a more efficient and consistent basis, for example by:
  - spreading the existing two-week sampling period across the year – by using smaller samples (eg individual BCUs) activity analysis can be provided more quickly, improving its value as a management tool and boosting credibility;
  - using desk-top activity recording processes for office or project-based policing activities; and
  - reviewing the use of command and control and Airwave to capture activity data.
- Risk management is not yet fully embedded into business processes. Progress has been made by both the force and PA but is less well developed than elsewhere – for example, a corporate risk register is not complete and the force does not have a full set of business continuity plans.
- There remain medium to long-term accommodation issues that need to be addressed, including the use of leased property.
- Transport performance indicators need to be further developed.
- The force recognises the importance of finance and resources support to BCU commanders and heads of department. The skills and competencies of locally based finance staff need to be reviewed to meet current needs; the ACO (finance and resources) should be involved in their appointments and the PDR process.

| <b>Audit Commission: Police Use of Resources Evaluation</b>  |                   |
|--|-------------------|
| Force and Authority: Suffolk   |                   |
| <b>Element</b>   | <b>Assessment</b> |
| Financial Management   | 2                 |
| Financial Standing   | 3                 |
| Internal Control   | 2                 |
| Value For Money  | 3                 |
| Key to grades  |                   |
| <ol style="list-style-type: none"> <li>1. Below minimum requirements – inadequate performance</li> <li>2. Only a minimum requirement – adequate performance</li> <li>3. Constantly above minimum requirements – performing well</li> <li>4. Well above minimum requirements – performing strongly</li> </ol> |                   |
| The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.   |                   |

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**6E Information Management**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Stable</b>              |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 1    | 9    | 31   | 2         |

**National Position**

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

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

**Contextual Factors**

The Constabulary has developed a knowledge architecture strategy that takes account of national strategies and links into the requirements of SF4U. The knowledge management programme board oversees the strategy, which focuses on the need to deliver information at the point of service delivery.

During 2005/06 Suffolk introduced its new network, which has substantially enhanced accessibility – particularly to smaller stations – and has improved performance across the county.

**Strengths**

- The director of knowledge architecture, who reports to the DCC, is a well qualified and experienced member of the police information community. The information security

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officer currently reports to the director of corporate development, who then reports to the DCC. Data protection, freedom of information and information compliance are under the aegis of the director of criminal justice services, who reports to the ACC. This structure is under review to ensure that all aspects of information management are linked.

- A knowledge architecture strategy has been approved by the PA, taking account of national strategies and the local strategy SF4U. It identifies a programme of work to deliver against key elements.
- The knowledge architecture strategy contains a development plan and road map with target delivery dates for each project. A four-year capital programme outlines the acquisition programme until 2009, focused on front-line service delivery and thus including key developmental areas such as Computerised Information System (CIS) development, call management and Airwave. An internet protocol/virtual private network uses internet protocol telephony across many of the smaller sites. This has substantially improved the access for staff and the speed of operation in more remote areas. This links effectively with the SF4U targets relating to visibility, as officers can spend more time on patrol.
- Trials are under way in the use of Blackberries, part of a wider programme to promote remote access, home and flexible working. Trials using remote working to the criminal justice extranet (CJX) are under way to provide secure access to all force systems across the national CJX link from broadband and general packet radio service (GPRS) links. This links to the force's objectives on flexible working and improved efficiency.
- Suffolk is working with the Police Information Technology Organisation in developing the national portal for local policing, known locally as Police Direct.
- Knowledge architecture staff are currently being trained in IT infrastructure library (ITIL). Five managers have already obtained the ITIL foundation certificate and the service delivery manager is currently being trained to practitioner level. Service level agreements have recently been published. SLA targets were revised in February 2006 in order to increase customer satisfaction and show continuous improvement. ITIL procedures will continue to be rolled out across the knowledge architecture department, in accordance with the ITIL implementation plan.
- The force is providing all data for the IMPACT nominal index (INI) from the systems requested and at the required frequency, currently monthly. The disclosure unit has access to all systems that feed INI and has access to Signpost, which can be used to search records on systems feeding INI systems.
- An appointed information security officer has responsibility for implementing the security policies and procedures. The information compliance and security management committee, chaired by the ACC, supports the force's information security policy, which is a sub-set of the ACPO community security policy. Suffolk Constabulary aims to be compliant with the community security policy and BS 7799/ISO 17799 by the end of 2006, and currently achieves 80% compliance. More than 30 awareness sessions have been presented to police staff and senior officers by the information security officer. The annual penetration and health check for 2006 has been implemented by an approved contractor.

### **Work in Progress**

- The force is working towards a disaster recovery improvement plan, which will need to be completed over the next 12 months. Actions are in place to progress this work.

### **Area for Improvement**

- Work on the possible amalgamation of forces may have posed questions about the future of the knowledge architecture strategy. This work should be developed so that the force does not suffer from 'planning blight' with its current programme. Future funding is also an issue and the force needs to pursue a balanced and methodical approach to progress this work in the context of enhanced collaboration.

**6F National Intelligence Model**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Fair</b>  | <b>Improved</b>            |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 19   | 22   | 2         |

**Contextual Factors**

The Suffolk NIM structure is based predominantly around the BCU intelligence units. A Level 2 force intelligence bureau structure, with similar analytical and field profiles, complements this structure. Furthermore, Suffolk benefits from a dedicated source-handling unit that feeds into this process. All the relevant roles required under initial NIM implementation have been introduced and are working effectively.

**Strengths**

- The force complies with the requirements of the NIM, led by the Chief Constable at the strategic tasking level, down to daily tasking of local officers and staff. Tasking is dynamic and flexible and resources are deployed in line with developing intelligence.
- At the regional level, a tactical tasking and co-ordinating process is supported by a regional intelligence cell, comprising staff seconded from forces in the region and the Serious Organised Crime Agency (SOCA). Strategic and tactical tasking and co-ordination meetings are in place, together with a regional control strategy and intelligence requirement. Joint working between forces has taken place, an example being Operation Arctic to tackle a series of post office robberies.
- Monthly regional intelligence group meetings are chaired by Norfolk’s director of intelligence and performance indicators have been introduced covering the submission of intelligence to the cell by individual member forces, so that target and problem profile production for cross-border crime is enhanced.
- Each BCU holds a daily fast-time tasking meeting to focus the attention of staff on current volume crime and intelligence issues. This is chaired by a member of the BCU senior management team, to reflect the importance attached to it; this meeting is also a reference point for critical incidents that may have occurred in the previous 24 hours. A technological link between all three BCUs and HQ ensures that themes are captured across BCU boundaries, allowing changes to deployments of available HQ resources.
- The force has daily management meetings at both Level 1 and Level 2, with involvement from BCUs, Special Branch and specialist crime units.

### **Areas for Improvement**

- The force needs to improve its capacity for analysing results and reviewing operations, to identify areas of weakness and best practice from tactical operations.
- Tasking processes, particularly on BCUs, should be reviewed to ensure that the structures are not over-bureaucratic, and that analysts are appropriately engaged in the process.
- The intelligence section of the crime management department has identified issues for improvement, such as the expansion of the issues included in the assessment beyond its current crime focus. This process would be assisted by a more formalised audit and review to inform development of the NIM. A full review of NIM processes is under way.

## 7 Leadership and Direction

### 7A Leadership

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Not Graded</b>          |

#### National Grade Distribution

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 4    | 35   | 4         |

#### Contextual Factors

The Chief Constable is keen to operate a leadership style that is open, inclusive and focused on the strategic priorities of the force. This has been clearly demonstrated by his commitment to including all senior managers and staff representatives in the decision-making processes of the organisation, namely the force management board and the newly created strategic development and operational delivery groups. A good example of this was the inclusion of all force management board members in an exercise to set the budget priorities for the forthcoming financial year.

#### Strengths

- The Chief Constable's approach to leadership is open, inclusive and focused on the strategic priorities of the force. This has been clearly demonstrated by his commitment to including all senior managers and staff representatives in the decision-making processes of the organisation, namely the force management board and the newly created strategic development and operational delivery groups.
- The Chief Constable has been in post since February 2003. The role of DCC became vacant in 2005 and was filled by the former ACC, who became substantive DCC in November 2005. A senior chief superintendent was appointed as temporary ACC; a substantive ACC was appointed in June 2006. The ACO has been in post since May 2005; as an accountant he brings financial discipline and a more business-focused outlook to the chief officer team.
- The commitment of chief officers to the SF4U programme has ensured that staff, and elements of the community, are in no doubt as to the priorities of the force. This commitment is underpinned by positive actions such as the SF4U workshops.
- The relationship between the chief officers and the PA is challenging but healthy; the PA chair meets with the Chief Constable regularly and this has led to significant progress over the last 12 months.
- Chief officers encourage the active involvement of members of the PA in numerous aspects of organisational activity, including a 'buddy' system whereby departments/areas are paired with a PA member who attends management team

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meetings, with the aim of majoring in a particular area. All new PA members are invited to an induction day, hosted by the Chief Constable, to introduce them to staff and give them a broad understanding of how the organisation works.

- The force has considered issues of succession planning in key posts and has put in place mechanisms to ensure a degree of continuity, with changes planned in advance.
- In the last 12 months chief officers have undergone a process of team profiling and evaluation, including 360-degree feedback, personal profiling and one-to-one personal development interviews. The process culminated in team development sessions led by an external facilitator.
- Chief officers undertake six-monthly team away days at external venues, as well as biannual force management board away days where the organisational objectives are revisited and realigned with the vision/mission outlined in the SF4U strategic programme. Chief officers regularly attend relevant seminars and courses, both locally and nationally.
- Suffolk Constabulary has a strong record in respect of disciplinary responses to inappropriate behaviour, and this has included disciplinary hearings as well as positive responses at BCU level. During 2006 the force will be conducting quality assurance testing, which will provide an opportunity to test the response to quality of service and diversity issues.
- Staff have the opportunity to contribute good ideas through the recently introduced force suggestion scheme, Bright Sparks. Contributors get an initial cash award if their idea is accepted, and the opportunity to receive considerable financial benefits if significant savings are made as a result. The initial response has been positive, with some excellent ideas being generated.
- Chief officers gauge and influence morale by a programme of biennial staff surveys that assess various aspects of opinion, including levels of morale. Following analysis of the survey results, the force management board considers the findings and monitors the associated action plan. This information is further reported to the PA through the human resources and staff liaison committee, and the PA is encouraged to participate in the monitoring of the action plan.
- The force actively supports an MSc Management programme: six officers and staff attend the current programme, and six places will be funded on the second programme. It also supports CLDP and Senior Leadership Development Programme (SLDP) for appropriate ranks and roles.

#### **Areas for Improvement**

- The chief officer team underwent significant change during 2005/06 with the departure of the DCC to take up a Chief Constable's post elsewhere. For much of the period being assessed, the Chief Constable was in a situation where the vacancy created by the appointment of the ACC to DCC was filled on a temporary basis. This tested the team's resilience when the work associated with the restructuring debate placed heavy demands on chief officers. The ACC post was filled substantively in summer 2006.
- The force has found it difficult to maintain performance across the board as it grapples with the challenge of stretching its resources across NHP, volume crime

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and level 2 demands. Overall, the baseline assessment shows slippage in delivery grades, with fewer Good grades than last year and three Poor grades, in protective services. In particular, the force has not kept pace with the burgeoning challenges and demands of major and cross-border crime, or the need to address vulnerabilities in public protection; these raise serious concerns that the force and Authority must tackle.

- Suffolk has made significant strides in the introduction of the diversity strategy and the diversity programme board, chaired by the DCC. Chief officers recognise, however, the need to ensure that the culture of the organisation embraces diversity through its policies and procedures, and through the practical application of a policing style that meets the needs of a rapidly changing, diverse community. Effective leadership is essential for this. The force has set up a process for the IAG but is still to recruit members for it.
- Chief officers' portfolios appear to have an imbalance of workload, with the operations portfolio being particularly heavy and containing developing areas of work in protective services and NHP, as well as maintaining volume crime and other operational performance.
- It has been identified that sergeants require support to understand the specific supervision and leadership elements of their role and develop a proactive approach to supervision.

## GOOD PRACTICE

**TITLE:** Three Counties Collaboration

**PROBLEM:** 'Three Counties Collaboration' began in 2003 following a report by Sir Dan Crompton, which was commissioned by Cambridgeshire and Norfolk Police Authorities. This report identified areas in which Constabularies could collaborate in order to reduce costs and improve performance. His report highlighted a number of areas, mostly in the support functions, which were considered suitable for further scoping. Both Police Authorities agreed to develop this work and invited Suffolk to participate. Suffolk has since taken a leading role.

**SOLUTION:**

The philosophy was to see if collaboration in certain areas could deliver the same services as now but more economically or bring about improvements in service that could not be achieved by forces working alone.

This resulted in the formation of the Three Counties Collaboration Project – a timely move given the subsequent publication of the Home Office document 'Building Safer Communities Together' and the Cabinet Office Efficiency Review, 'Releasing Resources to the Frontline' These of course have now been overtaken by 'Closing the Gap' and the decision to form Strategic Forces.

Effective programme and project management is a difficult and

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complicated business when undertaken within a single organisation. An effective and clear system of governance is essential, supported by a simple and unambiguous procedural framework. It was clear therefore that Police Authorities had a pivotal role to play in any collaboration arrangements.

Three levels of management responsibility for the TCCP were identified and a management structure devised to ensure decisions are made in a timely manner at an appropriate level:

- Strategic policy setting and decision-making in relation to the programme of collaborative work – Joint Governance Board. However, Police Authorities are ultimately responsible for final decisions on collaboration.
- Managing the strategic delivery of the agreed programme of collaborative projects – the Programme Board.
- Management of individual projects – Project Boards.

Since its inception a total of nine projects have been pursued and the following is a summary of four:

- Police Investigation Centres – a project to equip the 3 counties with 9 custody/investigation centres, which has received Treasury approval with £87.2m credits
- Delivering Justice – linked to the Police Investigation Centres, the aim is to modernise the Criminal Justice Services so that ownership of custody functions will pass from BCUs to a new Criminal Justice Services Department, including alignment of working practices and IT.
- Fleet management – covering economies of scale through standardised fleet specifications, repair and maintenance, vehicle recovery, use of vehicles, pool vehicles and standardised service level agreements.

IT/IS – Identifying the benefits and costs in the three Counties of all using the same software for the various operational and support functions.

**OUTCOME(S):** The Three Counties Collaboration project has been “ahead of its time” in the sense that Suffolk, along with its neighbours has identified the opportunities and economies in working together

**FORCE CONTACT:**



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**7B Performance Management and Continuous Improvement**

|              |                            |
|--------------|----------------------------|
| <b>Grade</b> | <b>Direction of Travel</b> |
| <b>Good</b>  | <b>Stable</b>              |

**National Grade Distribution**

| Poor | Fair | Good | Excellent |
|------|------|------|-----------|
| 0    | 12   | 26   | 5         |

**Contextual Factors**

The performance of the force over the last 12 months has remained relatively strong in volume crime, although some performance is under pressure, notably the sanction detection rate, DNA hits and the reduction of burglary offences. It is therefore recognised that a comprehensive package of measures is necessary to ensure that performance is monitored and appropriate action taken. The force is emphasising this through a commitment to enhance frontline supervision, coupled with good inspection and performance review processes. The introduction of a district-based policing model will allow more frequent inspection, and initiatives such as AIM, which sets minimum standards of service, will assist in achieving this objective.

**Strengths**

- SF4U has been a key driver during the year under review. A culture of learning and development was guided during the SF4U workshops, attended by every member of staff.
- In 2005, the force introduced the Suffolk integrated inspection model. The model aligns inspection of all BCUs, departments and districts with PPAF structures and the SF4U programme. All departmental and BCU inspections are carried out by chief officers, supported by the policing improvement unit. District inspections are carried out by BCU commanders, again supported by the policing improvement unit. The inspections are based upon a system of self-assessment, allowing comparison and checks across MSF families, baseline assessment, Going Local (the HMIC BCU inspection programme) and force strategies and plans. Strengths and areas for improvement identified during the course of inspections are subject to action plans, followed up by chief officers during planned supervisory performance visits.
- A comprehensive monthly performance pack is analysed at both force management board and operational delivery group, supplemented by local performance monitoring by BCU evaluators.
- The PA exercises performance monitoring through its monitoring and audit committee, which meets quarterly. Information is provided to this committee by the force, as the PA has no independent analytical capacity. PA members play an active role in monitoring performance through their contribution to steering groups and project boards.

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- A regular programme of staff surveys is conducted, with results fed back through the management structure; changes are monitored through chief officer visits.
- The Bright Sparks suggestion scheme was introduced in 2005, encouraging every member of staff to make suggestions to improve efficiency and recording suggestions online. The force efficiency group considers suggestions and contributors can receive a £50 cash prize. The four best suggestions each year receive an additional prize, awarded at the chief officers' briefing meetings. The top prize is up to £3,000, with three prizes of up to £1,000. The author of every suggestion receives a letter from the Chief Constable.
- The Western area BCU inspection in November 2005 confirmed that the management team has regular and meaningful contact with all staff on the BCU. The command team outlined the standards expected of first-line and second-line managers through its AIM document, circulated to all supervisors. The document aims to improve service delivery and overall performance of the BCU, and there was good knowledge and understanding of it. In addition, staff demonstrated sound understanding of the SF4U plans, BCU strategies and action plans.
- The planning cycle is agreed in the autumn with the PA and provides the strategic framework for the development of the annual policing plan, incorporating the annual report, human resources costed plan and force efficiency plan. The DCC has overall responsibility for the business planning process. An integral element within the 2006/07 local policing plan (LPP) that governs performance and service delivery is the SF4U model. The model, underpinned by the PPAF, has been specifically designed to enable the NIM to influence performance results through quarterly updates to the control strategy. All BCU commanders and directors contribute to the compilation of relevant sections within the LPP. This ensures that local performance and achievements, which rely on local consultation and partnership working initiatives, are given the opportunity to feed into the strategic LPP document.

### **Work in Progress**

- The decision to change the PDR structure and system had a detrimental impact on performance across the organisation, as PDR is a key element of the structure. The roll-out of the new system from April 2006 is essential, and the impact has been recognised by the chief officer team.

### **Areas for Improvement**

- Delivery of key objectives relating to the SF4U programme will always be an area for improvement. While Suffolk remains one of the safest counties in England, continuous improvement is a necessity, particularly in areas relating to the quality of service being delivered and level 2 work.
- The good practice established for volume crime is not reflected in policing activity at level 2. This is most evident in the areas of major crime and protecting vulnerable people.

## GOOD PRACTICE

### **TITLE: Three Counties Collaboration**

#### **PROBLEM**

The 'Three Counties Collaboration' began in 2003 following a report by Sir Dan Crompton which was commissioned by Cambridgeshire and Norfolk Police Authorities. This report identified areas in which forces could collaborate in order to reduce costs and improve performance. His report highlighted a number of areas, mostly in the support functions, which were considered suitable for further scoping.

#### **SOLUTION**

The question was whether collaboration could deliver services more economically or bring about improvements in service that could not be achieved by forces working alone. This resulted in the Three Counties Collaboration Project (TCCP) – a timely move given the subsequent publication of the Home Office document 'Building Safer Communities Together' and the Cabinet Office Efficiency Review, 'Releasing Resources to the Frontline'.

Effective programme and project management is a difficult and complicated business when undertaken within a single organisation. An effective and clear system of governance is essential, supported by a simple and unambiguous procedural framework. It was clear therefore that Police Authorities had a pivotal role to play in any collaboration arrangements. Three levels of management responsibility for the TCCP were identified and a management structure to promote timely decisions:

- policy setting and decision-making in relation to collaborative work – the Joint Governance Board – although Police Authorities are ultimately responsible for final decisions on collaboration;
- Managing the strategic delivery of the agreed programme of collaborative projects – the Programme Board;
- Management of individual projects – Project Boards.

#### **OUTCOME(S)**

A total of nine projects have been pursued, and the following is a summary of four:

- Police investigation centres – a project to equip the three counties with 9 custody/investigation centres, which has received Treasury approval with £87.2m investment.
- Delivering Justice – linked to the police investigation centres, the aim is to modernise CJ services so that ownership of custody functions will pass from BCUs to a new CJ Services Department, including alignment of working practices and IT.
- Fleet management – covering economies of scale through standardised fleet specifications, repair and maintenance, vehicle recovery, use of vehicles, pool vehicles and standardised service level agreements.
- IT/IS – identifying the benefits and costs in the three Counties of all using the same software for the various operational and support.

The Three Counties Collaboration project is leading the way in the sense that Suffolk and its two neighbours have identified the opportunities and economies in working together.

**FORCE CONTACT:** Mick Greene Force Improvement Manager

## Appendix 1: Glossary of Terms and Abbreviations

### A

|      |                                      |
|------|--------------------------------------|
| ABC  | Acceptable Behaviour Contract        |
| ACC  | assistant chief constable            |
| ACO  | assistant chief officer              |
| ACPO | Association of Chief Police Officers |
| AIM  | active intrusive management          |
| ANPR | automatic number plate recognition   |
| ASB  | anti-social behaviour                |
| ASBO | Anti-Social Behaviour Order          |

### B

|     |                           |
|-----|---------------------------|
| BCS | British Crime Survey      |
| BCU | basic command unit        |
| BME | black and minority ethnic |
| BVR | best value review         |

### C

|         |   |
|---------|---|
| CAIU    | child abuse investigation unit              |
| CDRP    | crime and disorder reduction partnership    |
| Centrex | the national police training organisation   |
| CIS     | computerised information system             |
| CJU     | criminal justice unit                       |
| CJX     | criminal justice extranet                   |
| CLDP    | Core Leadership Development Programme       |
| COMPACT | Community Policing and Case Tracking System |
| CP      | child protection                            |
| CRASBO  | Crime-Related Anti-Social Behaviour Order   |
| CSI     | crime scene investigator                    |

### D

|     |                        |
|-----|------------------------|
| DCC | deputy chief constable |
| DI  | detective inspector    |
| DV  | domestic violence      |

**G**

GPRS            general packet radio service

**H**

HR              human resource(s)

**I**

IAG             independent advisory group

IMPACT        a managing and sharing information programme

INI              IMPACT nominal index

IPLDP         Initial Police Learning and Development Programme

ITIL            information technology infrastructure library

**L**

LPP             local policing plan

**M**

MAPPA         multi-agency public protection arrangements

MIRWEB        a system to allow staff to provide a call-taking and data-entry facility

MIT             major investigation team

MODACE        Management Of Disaster And Civil Emergency

MoPI            Management of Police Information

MSF            most similar force(s)

**N**

NAFIS          National Automated Fingerprint Identification System

NCPE          National Centre for Policing Excellence

NCRS          National Crime Recording Standard

NIM            National Intelligence Model

NHP            neighbourhood policing

NSPIS         National Strategy for Police Information Systems

**P**

PA              Police Authority

PCSO          police community support officer

|          |  |
|----------|--|
| PDR      | performance development review                                       |
| PNC      | Police National Computer   |
| PPAF     | policing performance assessment framework                            |
| PPO      | prolific and priority offender                                       |
| PPU      | prisoner processing unit   |
| PURE     | police use of resources evaluation                                   |
| <br>     |  |
| <b>Q</b> |  |
| QoSC     | quality of service commitment  |
| <br>     |  |
| <b>R</b> |  |
| RES      | race equality scheme   |
| RPU      | roads policing unit  |
| <br>     |  |
| <b>S</b> |  |
| SCB      | safeguarding children board  |
| SF4U     | Suffolk First For You  |
| SICAR 6  | a system for management of shoe print and vehicle tyre mark evidence |
| SIO      | senior investigating officer   |
| SLDP     | senior leadership development programme                              |
| SNT      | safer neighbourhood team   |
| STABS    | Suffolk tasking and briefing system                                  |
| SWIM     | scientific work improvement model                                    |
| <br>     |  |
| <b>T</b> |  |
| TCG      | tasking and co-ordination group                                      |
| <br>     |  |
| <b>V</b> |  |
| VCC      | victim care centre   |
| ViSOR    | Violent and Sex Offenders' Register                                  |