

# **Her Majesty's Inspectorate of Constabulary**



## **Baseline Assessment West Mercia Constabulary**

**October 2005**

*West Mercia Constabulary - Baseline Assessment*  
*October 2005*

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## Introduction to Baseline Assessment

This report is the outcome of HMIC's assessment of West Mercia Constabulary's performance during 2004/05, measuring, where appropriate, the force's progress since the initial baseline assessment published in June 2004, and, where such comparison has not been feasible, gauging performance against agreed standards and known good practice.

Baseline assessment has been developed by HMIC to reflect a dynamic performance environment in which the Police Reform Act and the Policing Performance Assessment Framework (PPAF) have had a significant impact. Baseline assessment makes considerable use of self-assessment and grading criteria to produce one of four delivery grades – *Excellent, Good, Fair* or *Poor* – across a broad range of policing activities. In many cases, a 'direction of travel' grade – *Improved, Stable* or *Deteriorated* – is also noted. Baseline assessment is a diagnostic assessment that generates a tailored programme of inspection activity for each force – ie, future inspection activity will be intelligence-led and will reflect the overall performance of the force.

A number of changes were made to the evidence-gathering frameworks for 2004/05, but the core of the assessment is intact. The changes have:

- absorbed some less substantive issues such as prisoner handling into more comprehensive frameworks;
- enhanced coverage of citizen focus/neighbourhood policing issues; and
- differentiated internal diversity issues such as recruitment from outward-facing service quality and fairness policies.

In 2003/04 we used generic criteria to underpin the various grades, but, with the help of Association of Chief Police Officer (ACPO) business area leads and expert practitioners, specific grading criteria were developed to ensure a more reliable and robust approach to grading this year. Last year's gradings sought to reflect and give credit for improvement – and the converse for declining trends – whereas in 2004/05 the delivery grade is essentially a comparison with peers and performance over time is denoted by the direction of travel grade. Where the framework has changed significantly from last year, as is the case with the two diversity frameworks, it is inappropriate to denote the direction of travel. These frameworks will have a direction of travel assessment in future years. Professional Standards is the subject of a full inspection in all 43 forces in autumn 2005 and therefore has not been graded in this report.

Forces and authorities will be aware of work led by HM Inspector Denis O'Connor, in response to a commission from the Home Secretary to advise him on structural issues, which reviewed forces' capability to deliver 'protective services'. These reviews overlapped with baseline assessments in several areas, notably Tackling Level 2 Criminality and Major Crime Investigation, and HMI determined that the baseline grade should reflect the full body of evidence available. In other areas, such as implementation of the National Intelligence Model (NIM), HMIC is working closely with colleagues in the National Centre for Policing Excellence to arrive at consistent assessments of performance.

The delivery grades for each activity are derived from a combination of objective, quantitative evidence and qualitative assessments that seek to contextualise performance. Judgements are based on available evidence of performance in the year

2004/05, but unfortunately, in a small number of areas, end-of-year data was not available at the point (mid-September) when gradings had to be finalised. The main activities affected are Criminal Justice (absence of COMPASS data on file quality, etc) and Fairness and Equality, where information on stop and search activity is not available. In these cases, the most up-to-date information available is used.

The baseline assessment reports for each force will be publicly available on HMIC's website but, for the first time, the summary results (ie, the delivery gradings and direction of travel gradings) will be combined with forces' results against statutory performance indicators (SPIs) to produce a combined assessment. This combined assessment shows performance for each baseline framework and SPI, then combines the results to produce a headline grading for each of the seven domains in the PPAF. So, for example, performance for the Reducing Crime domain might be expressed as *Good* and *Improved*.

The Local Policing domain is intended to show the impact of deploying police resources to meet local (either force or basic command unit (BCU)-level) priorities. HMIC will assess whether these priorities have been derived appropriately and will gauge success in meeting the relevant objectives. Until the Association of Police Authorities has issued guidance to ensure consistent and robust methods of setting local priorities, an interim approach has been agreed. The tripartite PPAF Steering Group has therefore agreed that, for this year and for 2005/06, the Local Policing domain will consist of HMIC's Neighbourhood Policing framework and SPI 1c – the British Crime Survey-based measure of confidence in the force concerned.

The police service is committed to continuous improvement in the quality of services it delivers to local communities. HMIC shares this commitment and sees its activities as a catalyst for improvement. The response of individual forces to last year's assessment has been highly commendable, and tangible improvement is evident in areas such as call handling and volume crime reduction. But because the comparison in performance terms is with the force's peers (using the most similar force (MSF) groupings), it is possible to improve over time and yet still receive a *Fair* or even *Poor* grade. This is notable in the grades for volume crime reduction and reflects the fact that expectations on forces are high, and that the performance of similar forces is the benchmark. Increasingly, the service is setting itself – or is being set by Ministers – demanding targets for the quality of services it provides; wherever such standards and targets have been set, HMIC will inspect against them.

#### *The Future Development and Application of Baseline Assessment*

As the name implies, this assessment represents a baseline against which the force's future performance will be gauged. Using NIM-type risk assessment, HMIC will use the results set out in this report to shape the extent and nature of inspection activity in the coming year. A number of forces will benefit from 'inspection breaks', with only a light-touch validation of their self-assessment in 2006 and an HMI-led assessment of leadership and corporate governance.

While seeking to minimise changes to the structure and content of the baseline frameworks, we will take expert advice on how to tighten them and make them absolutely 'fit for purpose'. Incorporating some of the 'protective services' issues is an important development. An ACPO lead has been identified for each framework area and will have a key role in agreeing the content and specific grading criteria (SGC), and will subsequently be involved in moderating the gradings in summer 2006. The revised frameworks and SGC will be issued together by December 2005.

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*Conclusion*

This assessment is the result of on-site work conducted by HMIC staff officers, on behalf of HM Inspector Jane Stitchbury, CBE, QPM, BA, MA, in spring 2005. It takes account of a wide range of documentary evidence, structured interviews at headquarters and in BCUs, and the results of consultation with many of the force's partner agencies and other stakeholders. Performance data has been examined to identify recent trends and to make comparisons with other forces using financial year performance data.

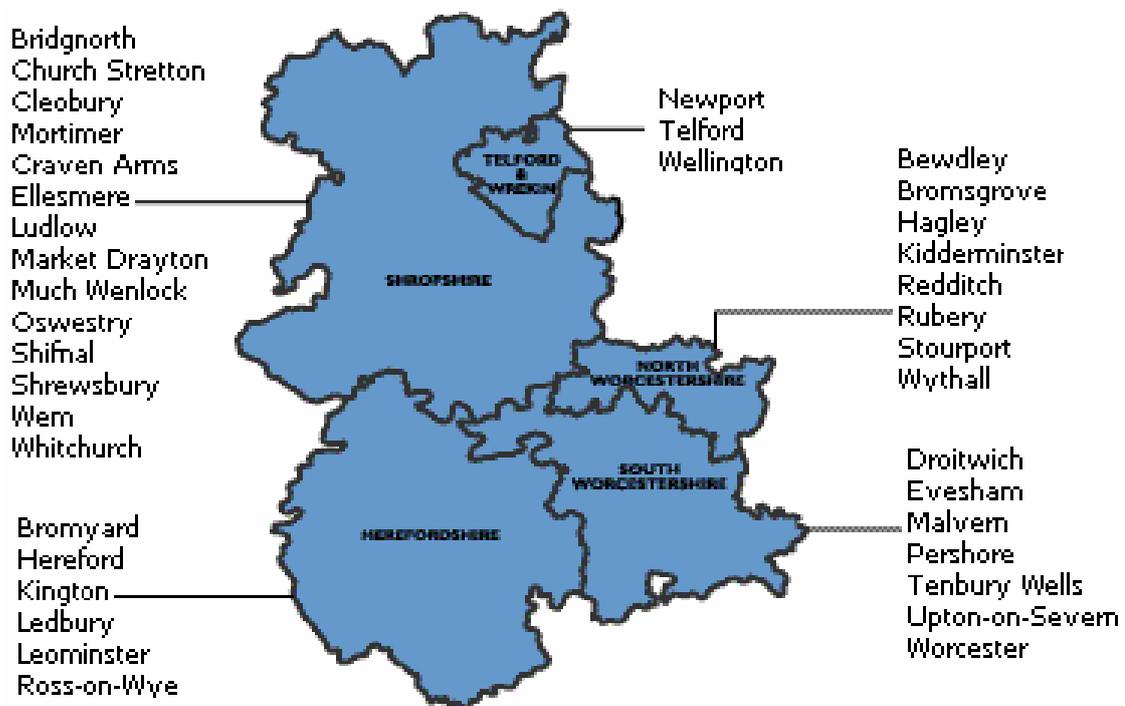
The following forces have been identified as being most similar to West Mercia in terms of demography, policing environment and other socio-economic factors: Cambridgeshire, Cheshire, Lincolnshire, Norfolk, Suffolk, Warwickshire and Wiltshire. When making comparisons in this report, the average performance of this group, known as the most similar force (MSF) group, will be used.

HM Inspector wishes to thank the members of the force and police authority for their assistance in supplying information, conducting self-assessment and setting aside time to speak to HMIC staff. The assessment would not have been possible without their assistance and contribution.

## Force Overview and Context

West Mercia Constabulary is responsible for policing the counties of Shropshire and Worcestershire, and the unitary authorities of Herefordshire and Telford and Wrekin. It serves a resident population of about 1.16 million, 2.3% of whom are of minority ethnic origin. This equates to 483 residents to every officer. The constabulary covers 2,868 square miles and is the fourth largest police area in England and Wales. There are five territorial policing divisions, which are coterminous with the thirteen partnership areas.

The five divisions and their respective policing challenges are diverse, both demographically and geographically. They include the densely populated urban conurbation on the edge of Birmingham, together with city areas such as Worcester, and sparsely populated rural areas in the remainder of the force area. Local policing services are delivered by 31 sectors, each headed by an inspector. The constabulary's net revenue budget for 2004/05 was £172.8 million. Police officer strength in March 2005 was 2,422 police officers, 1,657 police staff, 300 special constables and 83 community support officers.



The command team comprises the Chief Constable, who joined the constabulary in August 2003, a deputy chief constable, two assistant chief constables responsible for territorial operations and specialist operations and a police staff director holding the portfolio of administration and finance. There is also a director of organisation and strategy whose role includes managing the 4000+ programme. In this programme the Chief Constable has set out his vision for the constabulary over the next three years and has given a clear indication of his values. These are set out in the Chief Constable's four key principles: performance focus, integrity, embracing diversity and quality people. This vision reflects and encompasses the 4000+ police officers, police staff and volunteers working for the constabulary, to build on the good work already undertaken and to deliver continuous improvements where appropriate.

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The constabulary operates in a highly devolved regime that permits the implementation of local policing solutions for local policing problems. The tensions between central and basic command unit (BCU) management are effectively managed through a range of strategic and performance meetings. These checks and balances help to ensure the empowerment of BCUs but also maintain a corporate approach where appropriate. Under the leadership of an effective and highly visible command team and with the introduction of a highly effective performance regime, considerable results have been achieved in the year under review both in terms of improved detections and significant reductions in key crime areas.

These improvements in performance are reflected in a number of improved grades throughout this report. The emphasis on improvement is evident in the manner in which previous areas of concern have been addressed, with proactivity and enthusiasm. A notable example being the effort attached to retaining full Investors in People accreditation, an event which has been celebrated across the constabulary and which has had some useful by-products, such as much improved performance development review (PDR) completion rates and buy-in from staff. Success has also been reflected in the Charter Mark award for West Mercia. This award reflects the positive emphasis on quality of service to the public.

Against the backdrop of potential governmental capping, efforts have been made to secure value for money in a range of capital projects that will assist the constabulary well into the future; these projects include acquisition of the lease of land. This site will accommodate a range of specialist and centralised policing functions. Investment has also been made in the provision of much-needed custody facilities at various locations in the force area. Now that the recruiting situation has stabilised in relation to police officers, efforts are being directed at the recruitment of Special Constabulary volunteers. Excellent examples of their utilisation were apparent during the baseline process, as well as good use of central government funds to develop a more strategic approach to their recruitment, training, management and operational deployment.

Success has been achieved in relation to a number of high-profile major inquiries, including some notable historic cases. Against this demanding background, staff have been stretched and plans are now being advanced towards consideration of a permanent major investigation team which, if approved, will mitigate against abstractions from BCUs and afford greater levels of expertise and continuity at the centre.

Continuing improvements have been recorded in areas such as diversity where, with the assistance of independent advisory groups (IAGs) reflecting various minority groups across the three counties, policies have been challenged and diversity training further enhanced. Increasing levels of support are also evident in relation to internal ethnic and other minority groups. Following the implementation of Independent Police Complaints Commission, recorded complaints have risen. However, it is pleasing to note the high levels of local resolution, and the professional standards department (PSD) has demonstrated greater efficiency and improved timelines in dealing with complaints.

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<b>Baseline Assessment 2005 Frameworks</b>			
<b>1 Citizen Focus (PPAF domain A)</b>			
<b>1A Fairness and Equality</b> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> </ul>	<b>1B Neighbourhood Policing and Community Engagement</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>• Community involvement with police</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 Reducing Hate Crime and Crimes against Vulnerable Victims</b> <ul style="list-style-type: none"> <li>• Partnerships on child protection, reducing race crime, domestic violence (DV) and homophobic crime</li> <li>• Performance in reducing these crimes</li> <li>• Multi-agency police protection arrangements (MAPPAs) and sex offenders</li> </ul>	<b>2B Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul>	<b>2C Working with Partners to Reduce Crime</b> <ul style="list-style-type: none"> <li>• Basic command unit (BCU) support for crime and disorder reduction partnerships (CDRPs)</li> <li>• Drugs prevention/harm reduction</li> <li>• CDRP crime reduction performance</li> </ul>	
<b>3 Investigating Crime (PPAF domain 2)</b>			
<b>3A Investigating Major and Serious Crime</b> <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>	<b>3B Tackling Level 2 Criminality</b> <ul style="list-style-type: none"> <li>• Crime that crosses 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 to National Criminal Intelligence Service (NCIS)</li> </ul>	<b>3C Investigating Hate Crime and Crime against Vulnerable Victims</b> <ul style="list-style-type: none"> <li>• Investigation/detection of child abuse, race crime, DV and homophobic crime</li> <li>• Integration with overall crime strategy</li> <li>• Joint training (eg with social workers) and investigation</li> </ul>	
<b>3D Volume Crime Investigation</b> <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>	<b>3E Forensic Management</b> <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>	<b>3F Criminal Justice Processes</b> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/prisoner handling</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	

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<b>4 Promoting Safety (PPAF domain 3)</b>		
<b>4A Reassurance</b> <ul style="list-style-type: none"> <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>4B Reducing Anti-Social Behaviour (ASB) and Promoting Public Safety</b> <ul style="list-style-type: none"> <li>Non-crime activities of CDRPs and other partnerships</li> <li>Use of ASB legislation, tools, etc</li> <li>Road safety partnerships</li> <li>Emergency planning</li> </ul>	
<b>5 Providing Assistance (PPAF domain 4)</b>		
<b>5A Call Management</b> <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>	<b>5B Providing Specialist Operational Support</b> <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>	<b>5C Roads Policing</b> <ul style="list-style-type: none"> <li>Effectiveness of arrangements for roads policing</li> <li>Integration/support for other operational activity</li> </ul>
<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 and Development</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 Resource Management</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> </ul>	<b>6E Science and Technology 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 Strategic Management</b> <ul style="list-style-type: none"> <li>Integrated strategic planning framework</li> <li>External communication/ consultation</li> <li>Relationship with local police authority (PA)</li> <li>Police reform implementation</li> <li>Internal communication/ consultation</li> <li>Programme and project management</li> <li>Management of reputation/public expectations</li> </ul>	<b>7C 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>

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Summary of Judgements	Grade	Direction of Travel
<b>1 Citizen Focus</b>		
1A Fairness and Equality	<b>Good</b>	
1B Neighbourhood Policing and Community Engagement	<b>Good</b>	<b>Improved</b>
1C Customer Service and Accessibility	<b>Good</b>	<b>Improved</b>
1D Professional Standards		
<b>2 Reducing Crime</b>		
2A Reducing Hate Crime and Crimes against Vulnerable Victims	<b>Good</b>	<b>Improved</b>
2B Volume Crime Reduction	<b>Fair</b>	<b>Stable</b>
2C Working with Partners to Reduce Crime	<b>Good</b>	<b>Stable</b>
<b>3 Investigating Crime</b>		
3A Investigating Major and Serious Crime	<b>Good</b>	
3B Tackling Level 2 Criminality	<b>Good</b>	
3C Investigating Hate Crime and Crimes against Vulnerable Victims	<b>Fair</b>	<b>Improved</b>
3D Volume Crime Investigation	<b>Excellent</b>	<b>Improved</b>
3E Forensic Management	<b>Good</b>	<b>Improved</b>
3F Criminal Justice Processes	<b>Fair</b>	<b>Improved</b>
<b>4 Promoting Safety</b>		
4A Reassurance	<b>Fair</b>	<b>Stable</b>
4B Reducing Anti-Social Behaviour and Promoting Public Safety	<b>Good</b>	<b>Stable</b>
<b>5 Providing Assistance</b>		
5A Call Management	<b>Good</b>	<b>Stable</b>
5B Providing Specialist Operational Support	<b>Good</b>	<b>Stable</b>
5C Roads Policing	<b>Good</b>	<b>Stable</b>
<b>6 Resource Use</b>		
6A Human Resource Management	<b>Good</b>	<b>Improved</b>
6B Training and Development	<b>Good</b>	<b>Improving</b>
6C Race and Diversity	<b>Good</b>	
6D Resource Management	<b>Good</b>	<b>Stable</b>
6E Science and Technology Management	<b>Good</b>	<b>Stable</b>
6F National Intelligence Model	<b>Good</b>	<b>Improved</b>
<b>7 Leadership and Direction</b>		
7A Leadership	<b>Excellent</b>	
7B Strategic Management	<b>Good</b>	<b>Stable</b>
7C Performance Management and Continuous Improvement	<b>Excellent</b>	<b>Stable</b>

## 1 Citizen Focus (Domain A)

West Mercia has recently retained Charter Mark status, an award that relates to quality of customer service; this fact reinforces the message that while performance is being improved continuously across the constabulary the focus on quality is being maintained. The leadership given by the assistant chief constable (ACC) specialist operations (SO) and the Chief Constable, together with the force strategic aim to embrace diversity, has maintained the momentum in valuing and reaching out to minority communities. The three IAGs continue to flourish and are now being used in relation to training for officers as well as critically evaluating policy. The Thinking Differently campaign has complemented this. The constabulary is well placed to deliver the government neighbourhood policing agenda and there are clear and ongoing signs of commitment to community engagement at various levels, with innovative use of community support officers and community accreditation schemes.

### 1A Fairness and Equality

Good
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#### Strengths

- The Chief Constable has developed four key principles for delivery of policing in West Mercia within the constabulary three-year strategy. One of these is embracing diversity and all staff have a PDR priority relating to the Race Equality Scheme (RES) or diversity strategy.
- There is now clear championship of diversity by the ACC SO although the Chief Constable maintains active leadership of the diversity agenda through a number of strategic measures. The other members of the force command team (FCT) further support this. Examples include the deputy chief constable (DCC) who leads on human resources (HR) performance and the ACC territorial operations (TO) who has attended the local Pride events over the last three years, displaying overt commitment to drive this area of the agenda.
- All BCUs and departments now have their own diversity plan which stems from the Constabulary Diversity Plan. There is evidence of 'operationalising' and mainstreaming diversity into their daily business through innovative internal posters and through diversity champions, an initiative undertaken by the Chief Constable to ensure areas of priority such as this are kept at the forefront of business.
- One BCU has initiated a joint race and diversity training project in conjunction with local partners. The project, which aims to train and to raise awareness, utilises theatre and participative focus groups involving staff and students from all the partner agencies, many of which work together in the community.
- A force-wide project has been initiated with the objective of identifying new communities, such as migrating vulnerable persons, those with minor offending backgrounds and foreign visitors/users of colleges and educational sites. The proposed scope of the project will include establishing liaison with partners for exchange of information under set protocols and intelligence captured from faith and educational establishments.
- The constabulary has recently reviewed and revised the structure of the three IAGs with a view to simplifying and reducing bureaucracy. These changes have been broadly supported with positive feedback and, while the new meeting structure is

reportedly slightly unwieldy, there is a genuine will to improve and further refine. The meeting structure has enabled a good two-way flow of communication and information.

- A Diversity Screening Assessment (DSA) has been introduced which complements the critical impact assessment documents already in use. The DSAs are now being completed prior to any pre-planned operations or major event. Operational Order templates are being amended to include a Diversity Impact Assessment. They form part of the planning and the National Intelligence Model (NIM) evaluation process, recording considerations and actions around potential race and diversity issues arising as a result of any action.
- The chairs of each IAG now sit on the diversity strategy group chaired by the Chief Constable. They have also been visitors at the monthly performance meetings.
- The Commission for Racial Equality conducted a formal investigation of the police service during the course of this baseline assessment. West Mercia's race equality scheme was found to be non-compliant; however, after revision by the constabulary, the Commission has deemed the scheme lawfully compliant.
- A representative from the IAG is being used to give an independent overview during the analysis and BCU review of stop and search data by the divisional review teams. The constabulary has also used innovative methods of public consultation on the RES to challenge current and proposed policies.
- Under the auspices of the RES the constabulary has initiated a campaign in the media called Thinking Differently. Under the banner of this campaign individuals were invited to various meetings across the constabulary to peruse and challenge both policy and procedures. This initiative has provided minority groups with the opportunity to have a voice in terms of policy formulation and to help the constabulary understand how its policies and procedures are viewed by those on the outside. A further positive outcome has been the inclusion of members from previously more difficult to reach groups who are now anxious to play a part in the IAG process.
- There are signs that diversity issues are now becoming mainstreamed into policing across the three counties. Signs of this integration include training events such as those in Telford where a partnership approach led, in initial stages by police was quickly bought into by other local agencies. They share the funding, for a theatre-based training event based on experiences from local people from various backgrounds. Events being held elsewhere in the three counties, which previously would have been led or driven by the diversity team, are now being organised by BCUs and success celebrated with the team. The introduction of diversity champions is a positive step and regular meetings provide the opportunity for these successes to be shared among other BCUs and departments.
- There has been a significant increase in stop-searches of both white and minority ethnic persons; however, the percentage of stop-searching leading to arrest has reduced slightly. The most positive outcome from this data is, however, that the ratios of persons arrested against those stopped are virtually equal between white and minority ethnic persons, demonstrating an intelligence-based approach to stop checks. The West Mercia Police Authority and IAGs are actively involved in

monitoring this process.

- Having identified a low response rate to public satisfaction surveys from victims of racist incidents, the constabulary has introduced an initiative to ensure, where possible, all persons receive a visit from the BCU hate crime liaison officer, who personally delivers a leaflet explaining the survey process.

### **Areas for Improvement**

- Intelligence and engagement opportunities may be being missed through some disengagement with schools. Both hard and soft intelligence is not being as effectively captured due to ad hoc identification and engagement with diverse youth factions, mentally ill people or travelling communities. These areas are not currently on the constabulary's 'radar' and should be considered during the forthcoming reviews of policies and National Centre for Policing Excellence (NCPE) guidance.
- The constabulary has recently resolved some budgetary issues surrounding the IAGs; however, at the time of assessment there appeared to be continued delays in payment to some individuals, which is causing some personal difficulties and should be addressed at the earliest opportunity.
- There are further signs of integration of diversity into the corporate mindset, with an example being the setting up in BCUs of local diversity steering groups that reflect the six strands of diversity. The constabulary should, however, ensure that those nominated as Diversity Champions have the necessary training and experience to effectively conduct this important role. Plans are now in place to address this issue.
- There has been a positive response to comments made within the 2003/04 baseline regarding the need for family liaison officers (FLOs) to reflect minority groups within the constabulary. For example it has been established that a number exist with a range of language skills, together with representation of lesbian, gay, bisexual and transgender (LGBT) groups, religion and disabilities. However, this data is not held centrally within a corporate management system and there is considerable benefit to be achieved by collating this data.
- The early introduction of diversity objectives into PDRs has been successful, but many objectives tend to be generic and there is considerable scope for improved SMART objectives with performance outcomes to be set. The constabulary is alive to the issues and has introduced a model to assist staff.
- There is active movement towards finalisation of the recommendations following an enquiry into an incident where, following a series of race-related incidents, there was scope for organisational learning. This includes the introduction of public protection units although some other aspects referred to in the recommendations are yet to be fully delivered. Continued management emphasis is required to ensure full compliance and development of the required policies.

## 1B Neighbourhood Policing and Community Engagement

Good	Improved
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### Strengths

- There is a long history of close community links and effective partnership working with the aim of using local partnership and policing solutions to resolve local issues. Although there are high levels of devolution, effective checks and balances are in place under the leadership of the ACC TO who actively drives this process. The Chief Constable and members of the FCT have a high profile in the local community.
- This profile is further enhanced by police authority support and members are active within the community on a number of fronts. The authority has recently restructured the West Mercia community policing boards to focus on local policing issues with a particular emphasis on neighbourhood policing. These community policing boards provide a valuable strategic link between the police community consultative groups and police authority panels and are supplemented by the excellent links afforded through IAGs.
- The constabulary has a well developed sector style of policing based around local policing units. These units, which are coterminous with ward and political boundaries, provide local officers and beat managers who combine with others such as community support officers (CSOs) and special constables to provide a local and identifiable policing presence in their respective communities. These developments featured in a parliamentary debate at Westminster on 6 July 2005 where the benefits were discussed.
- Local police unit officers are routinely tasked and deployed on NIM-based principles, reflecting prioritised need within local control strategies and which support the overall objectives.
- The constabulary performance group (PG) meeting is an arena where performance is monitored through relentless follow-up but is also where success is celebrated. Officers and staff who have been nominated for awards for their contribution to improved performance, which includes areas such as neighbourhood policing and community engagement, are invited to witness the PG and then presented with certificates/awards at the conclusion of the meeting.
- Opportunities are being explored to widen the use of community accreditation schemes. One such Parish Warden Scheme has been fully funded through the parish council and has utilised the skills and commitment of the local milkman, which has seen huge returns in the form of public reassurance, increased confidence and community intelligence.
- A Community Safety Accreditation Scheme is in place in the Wyre Forest District of North Worcestershire with an evaluation underway by University College Worcester. A number of other people and schemes across the constabulary are awaiting the results of the evaluation in order that they may progress through accreditation themselves. BCUs are engaging with and encouraging businesses to explore this route when new security staff are being considered and employed.

Following this successful initiative three district authorities have gained accreditation, together with a community housing trust, VOSA and the Highways Agency.

- Bespoke training has been given to CSOs regarding community intelligence, its importance within the NIM and the correct processes of collection and submission. There is evidence of 98 reports of community intelligence from the accredited neighbourhood wardens in the Wyre Forest area alone. There are dedicated liaison officers who collate and input community intelligence from all extended police family and partners agencies and this will be expanded following the full results of the ongoing neighbourhood mapping exercise.
- The constabulary maintains active consultation in the community and uses electronic voting software, which is used in relation to crime and disorder reduction partnership audits.

#### **Areas for Improvement**

- Due to the highly devolved nature of the constabulary some variances have been encountered around the terms of engagement and contracts with local councils for CSOs. This may be an area worthy of increased central co-ordination. It is also apparent that various policing models are being applied relating to neighbourhood policing. Recognising the regional differences there is scope to formalise arrangements such as those evident in Telford BCU where there is a clear neighbourhood policing strategy.
- Some frustrations were apparent among CSOs and neighbourhood wardens who sought more feedback on the quality and value of their intelligence submissions. There may be opportunity for further engagement and development of CSOs and neighbourhood wardens by updating these staff, as a matter of course rather than by exception, on the results of the intelligence submitted.
- There is recognition of a need for further development of 'sub' level 1 community intelligence in the way it is both recorded and developed in line with the National Intelligence Model and this is being actively progressed.
- There is also scope for improvement in the timeliness of intelligence being updated within information technology (IT) systems. Examples have been reported of between 9 and 10 days for changes of a 'target's' address within the system when this information originated from a member of staff or partner agency.

## 1C Customer Service and Accessibility

Good	Improved
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### Strengths

- West Mercia has recently retained Charter Mark status, an award which relates to customer quality of service, and although direct comparison is not possible, due to changes in Home Office recording methods, West Mercia is at or above average in terms of customer satisfaction across a range of functions in its MSF group and in the top quartile against national averages.
- Increased levels of monitoring and scrutiny between the police authority and the constabulary have been reported, with particular relevance to citizen focus, neighbourhood policing and a special focus on customer surveys and direction and control issues. The findings from this work are providing improved understanding of customer needs and expectations to the police authority and thus a more informed platform on which to challenge where appropriate.
- Evidence of the willingness to respond to customer needs following a recent customer survey was provided by a review of the opening hours of a local police station. As part of this review duties were altered and opportunities maximised with current staffing levels to accommodate and meet the needs of a local community.
- The LGBT IAG has assisted during the completion of guidance notes for custody staff when dealing with the treatment of transgender persons in custody. The liaison has included consultation and assistance in writing the policy document. Several staff members have also been given one-to-one training from the IAG.
- Work is ongoing with the Crown Prosecution Service (CPS) to try and reduce some of the bureaucracy surrounding witness assessments. Consideration is being given to assessing all witnesses for basic needs at first contact and then completing a comprehensive assessment once the witness has been identified as being required to attend court. Thereby ensuring they have current information on which to provide the best possible facilities.
- The 'one-stop-shop' at Evesham, introduced and reported on in the recent baseline assessment, continues to provide an example of good practice. Police and community partners have worked together to provide a facility within the local community which has both the technology and range of information to address a host of community needs, together with providing a venue for community meetings.

### Areas for Improvement

- During a staff focus group, recognition by staff was given to the high performance culture, which has seen a return of excellent performance returns; however, staff now felt this was an appropriate time to shift the drive of performance towards customer focus.
- Having achieved excellent performance results due to the leadership and inspiration provided by the Chief Constable and his top team, the constabulary is now recognising a need to impose a quality regime onto all aspects of customer interaction. This objective has been successful in other areas of the country in

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providing high levels of reassurance and improved customer satisfaction.

- Organisations such as the Territorial Army depend heavily on schemes such as the Employers' Volunteers Programmes which companies sign-up to, to afford staff free time for voluntary work, which in turn gives the companies more 'rounded', community focused and, it is hoped, skilled staff. The constabulary may wish to consider approaching local employers to secure additional support time for volunteers such as those in the IAG.
- Following the 2003/04 baseline assessment, where it was identified that only 38% of West Mercia police stations had disabled access, significant work has been undertaken towards compliance with the Disability Discrimination Act (DDA) and, at the time of this assessment, some 49.2% of buildings had been made compliant with a projection of 66% by the end of 2005/06.

## **1D Professional Standards**

HMIC has a statutory responsibility to remain fully informed as to the effectiveness of forces' handling of complaints. Following the transition to baseline assessment, and the high-profile outcomes of three separate national inquiries, HMIs identified the need for a focused inspection of professional standards (including complaints) in each force to provide a robust comparative baseline for ongoing assessments of progress.

In October/November 2005, every force will undergo a focused inspection of professional standards. The programme has been designed in conjunction with ACPO, APA, HO and the Independent Police Complaints Commission to ensure that the respective interests of each are addressed and that duplicative inspection activity can be avoided.

The programme of inspections will produce separate public reports and gradings for each force and, in addition, a national thematic inspection report that will consolidate themes, trends and transferable good practice. In view of the scale and timing of the full programme of inspections, the 2004/05 grading for professional standards has been deferred to 2006. As a result, there is no professional standards framework content within this report.

## 2 Reducing Crime (Domain 1)

West Mercia Constabulary has managed to maintain continuing crime reduction across a range of indicators during 2004/05. These achievements have been realised against a backdrop of increased detections and the constabulary finds itself high in its MSF group in the latter of these two areas. The achievements are all the more significant when consideration is given to the fact that West Mercia achieved a green compliance grading in relation to the National Crime Recording Standard for the second year running. The constabulary has continued to deliver these results in partnership with crime and disorder reduction partnerships (CDRPs) and a range of other community stakeholders including IAGs.

### 2A Reducing Hate Crime and Crimes against Vulnerable Victims

Good	Improved
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#### Strengths

- Association of Chief Police Officers (ACPO) leadership in terms of child abuse and hate crime is provided by the ACC SO and leadership in relation to domestic violence issues is through the ACC TO. Activity in both these areas is monitored on a monthly basis at the PG chaired by the ACC TO and attended by members of the FCT.
- Racial and religiously aggravated offences per 1,000 population have reduced from 0.57 to 0.52 in 2004/05, still above the recorded MSF average of 0.43 but significantly below the national average of 0.7. The Apr/Dec data showed that the percentage of domestic violence incidents with a power of arrest where arrest was effected stood at 83%, significantly higher than the MSF average of 77.4% and the national average of 55.4%. The detection rate in relation to these offences has, however, improved dramatically from 49% in 2003/04 to 61% in 2004/05, being well above the MSF average and placing the constabulary first in its MSF group and second in the country (see Appendix A).
- The three active IAGs, reflecting the needs of visible and non-visible minority groups (race, sexual orientation and disability), are now well established and being actively used to oversee the implementation of policy, assist with major crime investigations and provide a valuable link with minority groups within the community.
- The constabulary set up a diversity team in response to an identified need to address issues of diversity and the investigation of hate crime, as highlighted by Operation Safeguard, an internal enquiry that followed a series of racist incidents. Staff in the team have featured highly in a range of activity in relation to race and diversity issues and continues to do so.
- Child protection policy and procedures were reviewed in 2004 reflecting Lord Laming's recommendations. These policies and procedures also feature in the 3 year Constabulary Strategic Plan 2003–06.
- There are well-established policies in relation to domestic violence with incidents

being tagged on OIS for the information of family protection units, public protection officers and child protection officers.

- The OIS Gazetteering function highlights both properties and persons where there is a history of domestic violence and these systems are available to all officers. The constabulary considers itself to be at the forefront of the introduction of ViSOR (Violent and Sex Offenders Register) with child protection intelligence being available to all relevant staff via the CRIMES database.
- Crime recording and child protection incident recording have been found to be National Crime Recording Standard (NCRS) compliant in the most recent round of national Audit Commission activity.
- The constabulary has been judged fully NIM compliant and utilises an effective strategic assessment policy, which includes race and hate crime and crime against vulnerable victims. This translates through the control strategy into effective tasking at local level.
- Independent members now sit on multi-agency groups such as multi-agency police protection arrangements (MAPPA), children and young persons (C&YP) and the Intensive Surveillance Supervision Programme. This affords engagement with the community and independent oversight of police and partnership activity and is intended to improve trust and confidence.
- There is evidence within one BCU of effective external monitoring where the local district diversity steering group reviews and examines each individual recorded hate and homophobic crime on a monthly basis. This group also reviews all PACE stop and account data.

### **Areas for Improvement**

- The ACPO *Race and Hate Crime Manual* is used as the West Mercia template and responsibility for reducing hate crimes has been devolved to BCUs. The devolved nature of the constabulary has, however, resulted in differing structures, supervision and staffing levels between BCUs. One area where this is apparent is in the policing arrangements for race and hate crime and crime against vulnerable victims. While domestic violence remains a priority within the NIM control strategy, work remains in hand to implement the NCPE-compliant public protection units. This is an area where greater corporacy would be appropriate. In recognition of this a detective inspector has been appointed at headquarters to oversee this process.
- With the appointment of the headquarters detective inspector mentioned above there will now be a regular forum for hate crime investigators. However, progress remains to be made in relation to the introduction of enhanced training for officers engaged in the investigation of hate crime.
- The Children and Family Court Advisory Support Service has direct access to West Mercia's central data unit. This remains work in progress with information exchange protocols awaiting formalisation. However, this does demonstrate a real willingness to engage.

## 2B Volume Crime Reduction

Fair	Stable
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### Strengths

- West Mercia received 'green light' status from the independent auditors under the 2004 audit of crime for data quality, management arrangements and overall assessment. The independent auditors endorsed improvements made from the previous year's action plan, also receiving a 'good' assessment from the HMIC detection reconnaissance inspection.
- In all key crime areas there have been reductions in recorded crime against improving detection rates. The impressive performance in relation to violent crime is reflected in a range of sub-categories where the constabulary remains in the top three of its MSF group and firmly within the top quartile against national comparators (see Appendix A).
- Having identified a problem in relation to apparently high levels of violent crime, West Mercia Constabulary conducted a violent crime thematic inspection. Areas of learning identified changes to processes and investigation methods being adopted. Geographic variances and public surveys have also been considered during this process, which has resulted in a decrease in recorded violent crime overall. West Mercia is one of only a few forces to have achieved a reduction in violent crime in 2004/05.
- There is evidence to suggest that all areas of policing activity are monitored through measures in place to quickly identify emerging trends or hotspots. There are close working relationships with CDRPs to deliver on strategies through local crime prevention panels and active Neighbourhood Watch programmes together with an effective Crimestoppers response.
- West Mercia employs the innovative PIER model (prevention, intelligence, enforcement, reassurance), which is regularly updated and reviewed through tasking and tackles crime prevention as well as enforcement. Appropriate divisional tasking and targeting of specialist resources at key crime areas has been responsible for the consistent reduction in these crime types over the last three years.
- For level 2, tasking processes are in place to identify and address, through intelligence, current policing needs and units are tasked through this process. An effective tasking process supports bids for level 2 resources, to support level 1 activity.
- In a further bid to address violent crime, and in particular alcohol-fuelled violence, West Mercia has created a central post to deal with licensing and maximise the opportunities resulting from the recent changes in legislation. The new post holder has engaged with the licensing community; part of this liaison has included work to identify vulnerable victims and target offenders and the prioritisation of locations for targeted patrols and problem solving (PIER).

### Areas for Improvement

- Although improvements in crime reduction have been a continuing theme during 2004/05, the constabulary remains slightly below MSF averages in a range of crime

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reduction specific performance indicators. With regard to total recorded crime there has been a reduction to a figure of 81 per 1,000 population compared with 83.7 MSF and the national average of 105.4 per 1,000 population (top quartile performance nationally). West Mercia Constabulary is one of very few to have achieved reductions in violent crime during 2004/05, with a year-end figure of 16.9 per 1,000 population against the MSF average of 16.6 and the national average of 22.4. Reductions have also been evident in robberies and vehicle crime per 1,000 population; here the constabulary lies on par with its MSF (five out of eight) but significantly better than national average being just outside the top quartile (see Appendix A).

- The current crime reduction policy is under review following the issue of NCPE minimum standards on crime investigation and remains work in progress.

## **2C Working with Partners to Reduce Crime**

<b>Good</b>	<b>Stable</b>
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### **Strengths**

- The ACC TO provides a central focus of leadership in relation to the majority of crime reduction and partnership activity. Otherwise BCU commanders take a primary role in forging links with local partners and have done so most effectively. The central co-ordinating point at headquarters is situated within the headquarters crime department and is able to monitor developments and cascade good practice between BCUs. The post holder at headquarters also has responsibility for the implementation of the NCPE guidance in relation to crime investigation and reduction.
- Improvements in crime reduction have been a continuing theme during 2004/05. With regard to total recorded crime per 1,000 population, the constabulary has reduced this significantly with a figure of 81 compared with 83.7 for its MSF and the national average of 105.4 per 1,000 population (top quartile performance nationally). The constabulary is one of very few to have achieved reductions in violent crime during 2004/05, with a year-end figure of 16.9% against the MSF average of 16.6% and the national average of 22.4%. Reductions have also been evident in robberies and vehicle crime per 1,000 population where the constabulary lies on a par with its MSF (five out of eight) but significantly better than the national average, being just outside the top quartile (see Appendix A).
- The thirteen CDRPs within the three counties have come together to form five clusters which are coterminous with the five BCUs. This process has complemented and simplified the planning processes, tasking, funding and problem solving. The local policing plans reflect the national policing plan, the four better outcomes from the constabulary strategy, LPSA 2 and CDRP targets. Cognisance is therefore taken of local and national objectives.
- There is a range of effective information and intelligence sharing protocols between the police and key community partners. Many CDRPs are regular attendees at BCU tasking and co-ordination group (TCG) meetings and are actively involved in local problem-solving and crime reduction initiatives. In one BCU, representatives from CDRP partners, the probation service, Neighbourhood Watch and the prison service attend a monthly divisional performance review group meeting.
- There is a full-time member of headquarters staff who has expertise in identifying funding streams to facilitate, among other things, crime reduction initiatives.
- The 'one-stop shop' at Evesham is an excellent example of partnership working, with a facility adjacent to the existing police station devised in partnership with county and district councils. This offers a single point of contact for a variety of agencies where, among other things, advice on crime reduction and prevention can be obtained.
- CDRPs and community safety partnerships are now working together on the various areas of West Mercia to achieve the common goals around the ten-year drug strategy and local policing priorities.
- There is evidence of successful multi-partnership crime reduction work following the

'Knock-knock campaign, which saw a 58% reduction of distraction burglaries. Focusing on target hardening the constabulary delivered local training to Midlands Electricity Board, trading standards and the fire service to identify and report vulnerable premises and people. These people then received crime prevention advice and, where appropriate, had additional security measures installed.

**Areas for Improvement**

- With the implementation of NCPE a project team is in place which will be responsible for promulgated good and standard practice in relation to crime investigation and crime reduction. This remains work in progress.
- The constabulary has adopted champions for specific business areas deemed strategically important. It has recognised it may well be beneficial to appoint champions to assist in the roll-out of NCPE guidance but these champions are yet to be nominated. HMIC would support this as a good means of disseminating important messages.
- The emphasis is on local partnerships delivering to local people. This is a commendable approach, but there remains scope for improved co-ordination and sharing of good practice.

### 3 Investigating Crime (Domain 2)

The constabulary has had a particularly successful year in relation to the investigation of volume crime, with significant improvements recorded placing it well up the table in comparison with its peers. Success has also been recorded in the investigation of major and serious crime, with some excellent and timely detections of murder and rape cases together with success in relation to some historic cases. The need has been identified for greater resilience in terms of major investigation teams and a business case is to be put forward to set up a central team, which will reduce the demand on BCUs for staff and provide continuity with the potential for greater expertise. The constabulary continues to play an active part in regional crime fighting. Significant improvements have been made in forensic support with the centralisation of resources and an improved performance regime. Criminal justice has been given greater support with the appointment of a new head of department with a clear brief to mainstream all aspects and to improve quality and timeliness.

#### 3A Investigating Major and Serious Crime

Good
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##### Strengths

- Active leadership and support is provided by the ACC SO, who ensures that major investigations are suitably supported and resourced under the current regime; however, this is under review and a business case is being developed for a centralised major investigation unit (MIU) (see areas for improvement (AFIs)).
- West Mercia has performed above the MSF averages in a range of performance outcomes in relation to the investigation of major and serious crime. Notable successes have been achieved in relation to murder and rape detections.
- Performance in relation to investigation of major crimes, eg 15 murders in the period under review, has been effective and has resulted in a detection rate of 14 of the 15 reported murders in the constabulary area. Significant successes have been achieved in relation to a historic case, which attracted high levels of media attention, and also the murder of a teenager over the Christmas period which caused serious public unease.
- Utilising a HOLMES 2 costing package the headquarters crime department maintain an active overview on current and projected expenditure in relation to major incidents and investigations.
- A DSA document, which complements the critical impact assessment documents already in use, has been introduced. The DSAs are completed prior to any pre-planned operations or major event. They form part of the planning and NIM evaluation process, recording considerations and actions around potential race and diversity issues arising as a result of any action.
- West Mercia operates a Silver car, from the evening into the early hours. Staffed by a chief inspector who is trained to provide both Silver firearms cover, public order command and 'out of hours' senior command in relation to capturing the golden hour of crime scene investigation and preservation. A well-established call out roster exists for senior investigating officer (SIO) cover and scientific support services. This

has regularly proved to function effectively with major incident issues. Reference to the National Crime and Operation Faculty is a regular feature of SIOs' strategic thinking and this has proved useful in recent major crime inquiries.

- The chairs of each IAG now sit on the diversity strategy group chaired by the Chief Constable. They have also been visitors at the monthly performance meetings. The MIU has recently invited members of the IAGs to form a dedicated group receiving additional training to act as the liaison for all major incidents/investigations where it would clearly be appropriate.
- IAGs have proved their worth in a number of recent major investigations, one notable example occurring in Shropshire where effective assistance was given from the outset of an enquiry into the murder of a bisexual male. Another good example occurred in Telford, following the discovery of a black male found hanged, the IAG was able to provide specialist advice and provide a useful conduit into the black community giving reassurance and factual accuracy around the circumstances of the death and the on-going investigation.
- Operation Rosewood has had extensive involvement and support from IAG members, who have expressed excellent verbal feedback and have cited this experience as a huge and positive learning curve for both the IAG and the constabulary. Transparency has been cited as of paramount importance during feedback, which has been an area of learning accepted and implemented during subsequent enquiries.

### **Areas for Improvement**

- While in general relationships between the police and the CPS are said to be positive and constructive, some difficulties with access have been experienced by SIOs. Examples given included limited CPS advice unless full files were submitted, which had the potential to hamper protracted and more serious and complex investigations.
- The headquarters Criminal Investigation Department (CID) was recently subject to the six- monthly ACPO inspection regime, which highlighted several areas for improvement. These now feature in the ongoing Major Investigation Unit (MIU) review. At this stage the department is initiating a balanced performance framework supported by an internal performance regime, which at the time of assessment remained under development.
- At the time of assessment there was recognition within CID headquarters that the benefits of a centralised MIU needed to be further explored. This included the need to effectively brigade resources, increasing resilience of both command and establishment with a more consistent approach resulting in greater levels of expertise and professionalism. There was a need also to reduce the ad hoc and sometimes uncoordinated abstractions from BCUs and to achieve improved 'buy-in' from BCU commanders, who were perceived to be reluctant, on occasion, to train staff knowing they were likely to be seconded away on level 2 or major enquiries. The business case in the process of being submitted merits serious consideration.
- The headquarters crime department recognises that operational debriefs and the capturing and sharing of good practice within major investigations is an area for

development. Consideration of the use of Powerpoint briefings for all major investigations and pre-planned operations, which have been successful elsewhere and highlighted as good practice, may be an appropriate option.

- The current establishment within headquarters crime does not permit a permanent review team to undertake historic case review. When capacity allows, this is undertaken by existing SIOs and there have been notable examples of success. Temporary measures are in place to address this until the findings of the major incident unit review are known.
- Recent events have highlighted a weakness in terms of the storage of files and exhibits relating to solved and unsolved historic investigations. A lack of effective policy and decentralised investigations, followed by BCU restructure, has highlighted the potential for valuable evidence to become lost or be unaccounted for. In the light of continual enhancement of investigative tools such as DNA identification, policies should be reviewed in relation to file and exhibit storage, ensuring all historic cases and supporting documentation are not only accounted for but also safely stored.

### 3B Tackling Level 2 Criminality

Good
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#### Strengths

- The ACC SO continues to be the chief officer lead for level 2 crime issues and chair of the regional tasking and co-ordination group. Under her leadership the constabulary continues to make significant contribution to level 2 operations.
- There continues to be good resilience in respect of addressing level 2 criminality, both in terms of analytical capacity and surveillance. Extra resilience is provided by the task force, which includes firearms capability if required and special branch staff who are also trained to level 2 surveillance.
- The intelligence bureau has also created a level 2/3 'tracker database' to document all operational packages received, which are carefully scrutinised for quality information and for NIM compliance. Operational intelligence objectives are brokered among those involved and are set as performance measures. The system enables an auditable history of actions and informs managers. Introduction of a costing element to level 2 operational orders has assisted in the application of a business focus to operations, which are then progressed or shelved pending further information as appropriate.
- There have been a number of successful level 2 operations both at local and regional level. Examples include operations Atlas to tackle class A drugs, Craftsman tackling immigration issues, Gateway tackling a paedophile activity and Giant tackling thefts of and from heavy goods vehicles. West Mercia also won a national Tackling Drugs award in relation to Operation Yeoman.
- The strategic assessment is reviewed on a six-monthly basis and includes a range of key themes that fit in with the regional control strategy and national policing plan and mirror the agreed ACPO model.
- During 2004/05 assets have been seized under the Proceeds of Crime Act and other relevant legislation. This includes £1,007,227 subject of confiscation orders and forfeiture orders amounting to £2,646, together with £108,109 under HM Revenue & Customs seizure orders.
- Automatic number plate recognition (ANPR) is being better exploited and effectively used to combat both constabulary and cross-border travelling criminals. Its use has been particularly successful during level 2 operations. Staffed by officers from central roads policing and seconded from BCUs, there is recognition that further opportunities for ANPR exist and these are being actively progressed.
- West Mercia is actively involved in level 2 operations including forces such as Merseyside and West Midlands in relation to Middle Market. These provide excellent liaison points for HM Revenue & Customs (HMRC).
- In the West Midlands, the HMRC has reported good relationships with the force areas that make up the region, namely Warwickshire, Staffordshire, West Mercia and West Midlands. Support from each constabulary is readily available for HMRC operations and a 'hot tasking' system has been put in place to cater for 'reactive intelligence' – where there is insufficient time to go through the formal TCG process.

As a result of this relationship, in June 2004, West Midlands police seized 14 kg of heroin.

- All aspects of terrorism, organised immigration crime and associated level 2 criminality are discussed at strategic level in the constabulary strategy group presentation, which comprises FCT, BCU commanders and all heads of departments. At this meeting, level 2 control priorities are reviewed in line with NIM, new six-month priorities are set and intelligence requirements identified.
- Target packages considered and prioritised against the constabulary and regional control strategy include community impact assessments, diversity screening assessments and costed budget plans as a pre-requisite before submission to the constabulary tasking process. Since May 2004, 87 level 2 packages have been conducted, with over 85% of package objectives being met.

#### **Areas for Improvement**

- There is no evidence of active performance monitoring within the headquarters CID department, utilising tools such as activity-based costing (ABC), other than the constabulary data gathering on a yearly basis. This is an area that may benefit from further data capture to indicate resource deployment across the constabulary linked to cost and outcomes.
- The fact that the headquarters CID shares staff such as performance managers with other headquarters departments, such as the traffic and operations departments, is a situation that could be improved by division of labour between these equally important functions and improve the potential for the introduction of a more robust performance regime.

### 3C Investigating Hate Crime and Crimes against Vulnerable Persons

Fair	Improved
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#### Strengths

- During 2004/05 the detection figure for racially or religiously aggravated offences has increased significantly from 48% in 2003/04 to 60.6%, placing the constabulary top in its MSF group and second in the country in terms of detection rates. (See Appendix A).
- Victims of domestic violence are subject to risk assessments and allocated a Gold, Silver or Bronze level of priority on the basis of this assessment. These grades dictate the nature of a 'care plan' which is centrally recorded. One example of a positive result following this process was the imposition of a Section 30 Dispersal Order in the vicinity of the home address of the victim. Proactive interventions such as these are good practice. (See AFIs regarding training concerns.)
- Effective use is being made of informants in relation to tackling race and hate crime. This includes the use of covert human intelligence sources, a sensitive but necessary issue which is being actively promoted by divisional management on BCUs.
- In one BCU there is evidence of strong community engagement with a robust diversity steering group, which reviews and progresses key themes including the investigation of hate crime. This is supported by a hate crime review panel, a lesbian, gay and transgender forum and regular liaison with other key community groups. Other BCUs appear to be less advanced and this good practice should be shared with other BCUs to achieve greater corporacy and maximise effectiveness.
- It is reported that close relationships with communities have assisted in raising public confidence regarding the increased efficiency of investigation and thus had a positive impact on the increased level of reported hate crime.
- Regular use is made of community impact assessments on a range of community issues including hate crime with the active involvement of the relevant IAGs.

#### Areas for Improvement

- Despite the impressive performance in relation to detections for racially and religiously aggravated offences, the reported incidents per 1,000 population remains high at 0.52 per 1,000 population against the MSF average of 0.43 per 1,000 population.
- The above points reinforce the need for a cohesive and co-ordinated policy in relation to the introduction of public protection units following the new NCPE guidance incorporating trained specialist staff with effective headquarters co-ordination and oversight.
- There has been a decline in the referrals to the Victim Support Scheme (VSS). It is intended this will be addressed through the introduction of the new witness care

units. There are also anomalies in victim referrals that have not been requested by the victims. This is due to systems and processes, which should be reviewed to ensure that the wishes of the victim are paramount.

- The newly appointed detective inspector who holds the co-ordination portfolio for race and hate crime and the introduction of the newly published ACPO *Race and Hate Crime Manual* is a positive step. However, the lack of bespoke training for hate crime investigators remains an issue.
- Concerns have also been expressed regarding the lack of confidence among hate crime investigators regarding risk assessment of victims and repeat victims. It is apparent that BCUs vary in their perspective of how these risks should be managed. The introduction of the hate crime investigators forum is also welcomed by HMIC and should provide a mechanism to address issues such as a potential lack of corporacy in this sensitive area of police work.
- The level of engagement with partner agencies both centrally and at management level around domestic violence appears to be consistent but discrepancies across BCUs relating to the allocation and roles of staff aligned to domestic violence are apparent.
- Staff abstractions within domestic violence and child abuse units vary and in some areas are having a negative impact on the level of service being delivered. Staff development and in particular training is not receiving pro-rata allocation from the centre.
- The constabulary may wish to consider identifying key 'critical posts' within specialist areas such as domestic violence whose posts could be red circled for resilience and where possible be full-time or equivalently staffed.
- A witness care unit is being piloted at Telford. Early indications are very positive; however, capacity has been flagged as a possible issue for future units, particularly in light of recent changes to the power of arrest for common assault.

### 3D Volume Crime Investigation

Excellent
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Improved
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#### Strengths

- The clear and proactive leadership of the FCT under the Chief Constable has produced an environment where crime detection has improved significantly across all key areas during 2004/05. In overall detections, it leads its MSF in detecting violent crime, offences brought to justice and total crime. In terms of sanctioned detections it leads its MSF in robberies and the detection of racially and aggravated offences and is second in relation to domestic burglaries, vehicle crime and violent crime. West Mercia is also in the top quartile in all these key areas of crime detection against national averages (see Appendix A).
- The ACC TO has overall responsibility for volume crime results and robustly holds BCU commanders to account through the monthly performance group meetings. Significant success has been achieved across a range of volume crime headings not only in terms of detection but also in reduction.
- More impressive still is the success achieved in reducing administrative detections, which in 2003/04 were running at a level of 32% of all crime detections, down to 20.9% at the time of assessment. Against this performance, which required buy-in from officers at every level, the sanctioned detection rate has continued to rise as have rates of offences brought to justice.
- West Mercia has been assessed as being 'green' in the last two years of independent NCRS compliance audits. This makes the progress in improving detection rates and reductions in administrative detections all the more noteworthy. The police authority has also maintained an active interest in the issue and has appointed a member to lead on NCRS.
- As part of the Chief Constable's strategy to ensure compliance with key areas of performance, NCRS champions have been introduced onto each BCU. They hold regular training events to ensure officers understand the need for NCRS compliance and understand issues such as sanction detections.
- Improvements have been made in identification of areas where over-recording crime was an issue. A good example is Section 5 Public Order offences where it was found that with effective investigation necessary elements of 'fear, alarm and distress' were not being made out.
- There was evidence of relentless follow up in relation to undetected volume crimes addressed through reviews and robust management at divisional performance review groups, which replicate the monthly performance groups meetings where BCU commanders are held to account.
- BCUs have action plans to address the key crime types as well as nominated crime champions at detective inspector level. They have developed best practice burglary investigation packs and led the way in respect of investigating incidents of domestic violence. One BCU has further developed sector NCRS champions at sergeant level and holds a crime recording review group, which meets every two weeks.
- The BCUs all adhere to a constabulary policy on the investigation of crime. This

strategy was devised within the last two years and reflects both NCRS and Home Office counting rules together with minimum standards of investigation. However, there is a degree of discretion that allows BCU commanders to adapt to local needs within a corporate framework, for example dedicated scene visitors for burglary dwelling offences. All detectives are being trained and accredited in line with the ACPO Professionalisation Investigation Project.

#### **Areas for Improvement**

- The constabulary has encouraged the introduction of fixed penalty notices for disorder and while take-up has been patchy there are robust audit mechanisms in place to ensure compliance with the principles of NCRS.
- There is scoping work being carried out centrally around areas of perceived under-reporting of volume crimes involving youths. This work should be progressed in a bid to further improve the picture of actual crime levels across the three counties.
- There are opportunities available but yet to be exploited in relation to a more formalised approach to prisoner handling. BCU commanders remain to be convinced of its merits but there are clear opportunities available in terms of expertise, continuity and economies of scale. While there has been civilianisation in terms of custody staff, the opportunities to use non-police officers in prisoner handling units has yet to be fully explored.

### 3E Forensic Management

Good	Improved
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#### Strengths

- The ACC SO is champion for forensic investigation. A forensic strategy group has been in existence for a number of years, chaired by the ACC SO, and has representation from divisional crime managers, forensic services, the constabulary crime manager and on occasions the CPS.
- The Forensic Strategy 2005–09 has been recently adopted. The strategy takes account of HMIC thematics as well as other Home Office publications such as *Using Forensic Science Effectively*.
- A positive working relationship exists between BCUs and headquarters forensic service (FS). This is evidenced through quarterly forensic strategy meetings, where good practice is shared and policy issues are discussed, together with regular attendance by the head of FS at service delivery first meetings. There are also formal call-out agreements for specialist roles such as technical support and covert policing.
- The head of FS has a seat at a number of strategy groups including the performance group, the criminal justice strategy group, the crime and safety strategy group, the strategic assessment group and the newly formed crime strategy group. This ensures strategic integration across a range of related police activities.
- The FS is fully committed to NIM. At level 1 TCG meetings, senior crime scene investigators (CSIs) are in attendance ensuring awareness of current crime trends and BCU priorities. At constabulary TCG meetings, the head of FS will be in attendance. At major incidents there is always a forensic management team, in line with the ACPO *Murder Manual* and a forensic strategy will be produced for the SIO policy book.
- The FS department has introduced a performance manager who is in the process of developing a performance regime that is already showing signs of success. This individual will also be responsible for monitoring PDRs, which contain performance-related targets. There are plans to widen this to include a forensic science training manager who will be responsible for in-house training of CSIs and other staff.
- BCUs are also held to account if they are failing in an area of forensic concern and required to rectify their problems. BCUs each have access to a tracking system on which they place their forensic match.
- Since the publication of the HO review of the National Automated Fingerprint Identification System (NAFIS), West Mercia Constabulary has gone from a 10% TP to mark search rate to 100% in the latest report (Q1 2004/05). Although the rate of identifications from NAFIS has dropped from 23% to 13% in that period the total number of identifications has increased by 18%. This indicates that the bureau is using NAFIS as an appropriate tool rather than the only one.
- Following a best value review (BVR), which was later inspected by HMIC with

positive findings, the FS has centralised management of its staff. This has meant better use of resources and performance issues are tackled directly. It has also enabled resources to be deployed to areas such as performance management and training, an investment that will no doubt reap positive results. Scope has also been used to move staff where appropriate to achieve equilibrium in terms of demand management.

### **Areas for Improvement**

- Current performance against targets listed below is mixed. During the assessment period 2004/05 performance against targets was as follows: to attend 100% of burglary dwelling – actual performance 92.8%, an improvement on 2003/04; the target to attend 100% of recovered stolen vehicles was reached; actual performance in recovering 59% of stolen vehicles improved on 2003/04 and leaves the constabulary well placed against its MSF and national averages. Performance against a range of other indicators show West Mercia in the bottom two forces of its MSF group in relation to fingerprint recovery, DNA recovery and fingerprint identification from recovered stolen motor vehicles. Conversion rates, although improved significantly from 2003/04, show the constabulary mid-table in its MSF group. Significant improvements have been achieved in relation to the percentage of primary and secondary DNA detections per match (see Appendix A).
- During December 2004, HMIC conducted a BVR inspection of the FS BVR. The inspection process identified that much good work had been undertaken following the review but identified areas for improvement in both service provision and under the prospects for improvement. These included budget management, effective tasking by control room staff and working practices in general, scene attendance issues, the need for a post-implementation review, clear and visible leadership and the need to raise awareness among control room staff around forensic issues. There is clear evidence that these issues are being actively progressed by the head of FS with the full support of chief officers and the police authority.
- A further area for improvement that has yet to be addressed is the issue of marking currently unmarked police vehicles, many of which are FS fleet, and the issue of uniform to CSIs. There has been slow progress in relation to these initiatives, which are recognised as contributing to health and safety but also to the reassurance agenda.

### 3F Criminal Justice Processes

Fair	Improved
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#### Strengths

- Criminal justice (CJ) processes in West Mercia are owned and driven by the DCC, who has recently appointed a new head of department. The newly appointed head of the criminal justice support department (CJSD) has been given a clear steer from the DCC to 'improve timeliness, increase collaborative working with partners and BCUs and make CJ core business'.
- There is strategic involvement by members of the FCT at various levels within the criminal justice systems: local criminal justice board and criminal justice strategy group (CC); area performance delivery group (DCC); sergeants attend bi-monthly meetings aimed at dealing with persistent young offenders. An effective trials management programme is being delivered by the inspectors and co-ordinated by the chief inspector CJSD, working closely with the CPS and courts. Case tracker meetings have been retained but this is still under development.
- The most recent baseline assessment mentioned the increasing emphasis on performance, which included file timeliness and quality issues. Since then increased performance information is passed on a monthly basis to each BCU, and local CJ inspectors are able to give breakdowns to individual levels with the aim of increasing efficiency in this area. Greater emphasis continues to be placed on criminal justice issues at force and divisional levels, including timeliness and quality, at relevant performance group meetings.
- Shropshire BCU is piloting a 'file liaison unit', which utilises officers who are on restricted duties. These staff assist with ongoing enquiries by taking statements, viewing CCTV and making phone enquiries when officers are on night shift or annual leave. The pilot has seen improvements in file quality, has been highlighted as good practice and at the time of assessment was being recommended to other BCUs. The DCC has co-ordinated this process through meetings with command team representatives from each BCU and CJSD.
- There has for some time been a sincere desire to better understand and cater for victim and witness needs, and a 'one-stop shop' witness support package has been devised for victims and witnesses, explaining processes. At Telford criminal justice unit (A No Witness, No Justice pilot site) there is also the facility, when a charge has been brought, for personal contact in the criminal justice unit with a member of staff allocated to each victim and witness. This enables an effective understanding of individual needs, provides access to support available and enables progress of a case to be communicated. Early indications are positive but there has been a need identified to ensure these units are properly resourced.
- Training for custody sergeants and assistants is provided in a purpose-built and fully equipped custody training unit at police headquarters. The training package and use of the facility is in demand by surrounding forces.
- BCUs own the custody function, where there has been extensive civilianisation of custody staff. The police staff supporting this function are outsourced and this has

enabled police officers to be redeployed to other duties. The local ownership, however, allows BCUs to manage according to prevailing demands.

- While BCUs own the custody processes, there is a range of clear and coherent policies in relation to custody practices and procedures. These are monitored and managed by a headquarters chief inspector who has good levels of engagement with BCUs and is active on a number of user groups looking at service improvement.
- Effective checks are in place to ensure detainees are DNA, swabbed and fingerprinted. This has no doubt played a positive part in the improving DNA performance mentioned elsewhere in this report.
- The LGBT IAG has assisted during the completion of guidance notes for custody staff when dealing with the treatment of transgender persons in custody. The liaison has included consultation and assistance in writing the policy document. Several staff members have also been given one-to-one training from the IAG.

### **Areas for Improvement**

- The level of police engagement within schools varies across the constabulary. Liaison continues between the police and 'youth agencies and councils' regarding how improvements to systems already in place for dealing with youth and criminal activity in and around schools can be made.
- While relationships with the CPS are reported to be positive there have been difficulties regarding access to the CPS by SIOs. There have been examples where limited CPS advice has been offered unless and until full files were submitted. There is a need to remedy this situation, which may hamper the effective investigation and prosecution of protracted and more serious investigations.
- The CPS in West Mercia aims to achieve 9am to 5pm cover and relations are generally positive, particularly at co-located sites. However, recent reviews have indicated there are prevailing issues about staffing levels and work practices that continue to inhibit overall effectiveness. The constabulary has conducted a processing mapping exercise for file quality and timeliness. Delays in returned files from the CPS have been highlighted as one area of inefficiency which is hampering compliance with the 'offenders brought to justice' (OBTJ) target figures.
- Problems highlighted in the most recent HMIC baseline report between the police and the CPS in respect of the timeliness and detail of TQ3 performance monitoring form returns have continued, despite efforts made to address the issues by the DCC through the performance sub-group of the local criminal justice board. Current performance is said to be patchy.
- Another area of concern highlighted is the requirement for officers to submit full files within 21 days, yet the CPS does not appear to be fully reviewing the files until a few weeks before the trial, when additional evidence or statements are then being requested months after the alleged incident.
- The IAGs have received concerns from some victims of crime who have received

correspondence from victim support when they have not requested referral, for example some victims of homophobic crime who may not wish correspondence to arrive at their home address. These concerns have been highlighted to the constabulary who have already started to take action by way of briefings through the BCU diversity champions. Conversely other issues have been reported from VSS relating to the dramatic reductions of referrals in recent years. Work should be undertaken to address these anomalies and to ensure that, while referrals should be the norm, victims' wishes are paramount and should always be sought.

- Custody provision varies throughout the constabulary. Following a review in 1998 there was an intention to provide four large units at strategic points throughout the three counties; however, in the light of budgetary constraints and changing circumstances, only one of these has been delivered, at Worcester. BCU inspections and other HMIC activity have identified that custody facilities in some areas are of a poor standard with limited capacity. Plans to provide an interim solution are well in hand but yet to be delivered.
- The constabulary and police authority have recognised these issues as a priority and agreed significant funding for the redevelopment of the custody facility at Hereford and an interim solution for Shrewsbury. HMIC is satisfied that there is extensive work in progress to try and redress the inadequate custody arrangements. While this work is in progress the constabulary may need to be more imaginative and flexible with the use of non-designated cells available and fully utilise the benefits offered from Penalty Notices for Disorder.
- The Police National Computer (PNC) audit team report good levels of leadership evident within West Mercia. In the 12-month period leading to June 2005 there has been maintenance of around 80% compliance in respect of arrest/summons updates placed on the PNC in one working day against a national target of 90%. At the time of assessment the constabulary had yet to include Criminal Justice Act arrestees on the PNC though there were plans to comply with this aspect by June 2005. There has been steady improvement in relation to the placing of court results on the PNC, though at an average reported rate of 59% within ten days there remains scope for continued management emphasis in this area, which is ongoing and showing signs of delivering significant improvements.

## 4 Promoting Safety (Domain 3)

The strong sense of affiliation between the constabulary and the communities it serves has been evident in this baseline assessment, with the continuing ethos of local policing solutions for local problems prevailing. The Chief Constable and members of his command team have maintained high media profiles in local press and media and the innovative addition of 'R' for reassurance on the force problem-solving model accentuated the need for this vital aspect to be included in any proposed policing solutions. There is a welcome increased emphasis on the recruitment and management of Special Constabulary volunteers. The continued drive against anti-social behaviour and innovative use of Conviction Related Anti-Social Behaviour Orders (CRASBOs) is also good practice and worthy of note.

### 4A Reassurance

<b>Fair</b>	<b>Stable</b>
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#### Strengths

- In West Mercia reassurance is an underpinning philosophy. With the proactive leadership of the Chief Constable and full support of his FCT, every opportunity is taken to market success and to ensure the public is given positive policing messages. This high profile is complemented by a regularly updated communications strategy, together with a proactive media policy.
- The media are actively used to promote the reassurance message where appropriate; details of tactical options are contained in the West Mercia communications strategy. A representative from the press and media department attends tasking and co-ordinating meetings, and ensures that reassurance activity is driven by the tasking and co-ordinating process.
- There are many examples of effective partnership working supported by significant budgets at the disposal of BCU commanders. Extensive devolvement in terms of finance gives the commanders autonomy to experiment and there are a number of examples, including the Evesham 'one-stop shop' and diversity training in Telford, mentioned elsewhere in this report.
- There is a well established and widely used problem-solving model known as PIER. This model is utilised at various levels and delivered to all staff through training to assist problem solving, community-based policing and elsewhere in CID and operations-related disciplines.
- Reassurance has been integrated into the NIM to ensure the reassurance agenda is mainstreamed in operational and organisational decision-making (see the National Intelligence Model section).
- Following a lull in recruiting while emphasis was maintained on recruiting regular officers, the push to recruit special constables has been reinvigorated with an aim to recruit an additional 15% of its Special Constabulary strength by June 2005, bringing the total to 348 (231 in 2004). To support this drive, online recruiting has been expanded, for corporacy and efficiency all application packs have been withdrawn from BCUs and a central dedicated telephone line with a staff member has been introduced. BCUs are responsible for all interview processes supported centrally for the vetting, screening and medical aspects of the application process.

- There has been innovative use of the Home Office funding secured for the Special Constabulary. Three posts each of 20 hours have been created, with responsibilities to develop different areas of the business. This approach has secured expertise in various areas, such as training and finance, together with a wealth of previous police experience. The constabulary aims to take the total number of special constables to 348 (231 in 2004) and is engaged with neighbouring forces regarding joint training.
- West Mercia Police Authority has recently announced its intentions to mainstream all CSOs. Permanent contracts will be given if their post is funded for three years or more. This long-term commitment to CSOs is no doubt welcomed but other avenues continue to be explored. One example is a pilot underway utilising CSOs within a hospital. The CSO staff are fully funded through the health service and line-managed and tasked by the constabulary. Benefits have been seen through effective deployment of these staff, the reduction in the number of police officers attending incidents and reassurance to the local community, including staff, patients and those visiting the hospital.
- CSOs are now being tasked with issuing local authority fixed penalty notices in an effort to more closely align police/community/local authority objectives. This is seen as a positive step and is being established within three district council areas with a view to roll-out across the constabulary.
- Innovation is being utilised in relation to community accreditation schemes. One example being a Parish Warden Scheme fully funded through the parish council utilising the local knowledge, regular community engagement and public profile of a local milkman. This scheme, which has been evaluated, is reported to have seen significant returns in the form of public reassurance, increased confidence and community intelligence.
- West Mercia has appointed a part-time member of staff dedicated to the community safety accreditation scheme principle, including the ongoing evaluation and liaison of current schemes. The constabulary is still evaluating early schemes, a process which has been delayed due to external factors. However, there is confidence that there will be a steady incremental increase of these schemes based on research and evidenced data rather than with a 'big bang' approach.

### **Areas for Improvement**

- The devolved nature of the organisation places emphasis on local policing solutions for local problems and this is regularly achieved with various examples demonstrated during the baseline process. However, the tensions existing between headquarters and BCUs are occasionally difficult to manage, and county variations in terms of style and structure may mitigate against effective corporate approaches and possibly efficiency.
- British Crime Survey data indicates that fear of crime in West Mercia has risen during 2004/05. The constabulary is slightly above its MSF group regarding the percentage of population worried about burglary having risen; levels of worry about vehicle crime are down but remain above the MSF average; levels of worry about violent crime are marginally up but remain below the MSF average; and levels of worry about perceived disorder are down and remain below the MSF average (see

Appendix A). The constabulary should consider strategies to celebrate its successes in terms of reduction but also perhaps in terms of detection regarding these key crimes.

- Percentage of repeat domestic violence incidents has risen significantly from 30% to 50% and there has been a slight rise in repeat burglary victims of 5%, representing 66 offences. While the constabulary attributes this rise to increased levels of confidence, and this may indeed be the case, there would be an expectation that given effective policies and procedures there should be a longer-term reduction once accurate levels of recording/reporting have been achieved.
- There is evidence of intelligence-led patrols and tasking being conducted by neighbourhood beat managers, but examples have been cited around a lack of awareness of the roles, capabilities, function and powers of special constables within the younger element of the workforce. This could be resolved through improved marketing and by raising the profile of the Special Constabulary in the workforce.
- A review of the Special Constabulary was undertaken in 2004, from which several recommendations were made, forming part of an ongoing action plan that is monitored and overseen by a police staff member of the special constabulary unit. The plan includes actions such as a special constables website, a bespoke budget for the Special Constabulary and a full recognition and rewards package. Significant improvements have been made in this area and the constabulary recognises there are still areas outstanding.

#### 4B Reducing Anti-Social Behaviour and Promoting Public Safety

Good	Stable
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##### Strengths

- The ACC TO sits as the chief officer lead on the Government Office West Midlands chief officer strategic panel and commitment is demonstrated through the active engagement of all BCU commanders within CDRPs. There is extensive evidence of proactive partnership working. The Worcester LPSA approach involves the constabulary, the local fire service and social services.
- The constabulary is actively experimenting with the means to map community and demographic issues across the three counties. One issue under active consideration is the use of an IT-based system known as MOSAIC, normally used in the private sector for marketing purposes but which has proven its worth elsewhere in identifying geographic areas requiring extra policing support.
- West Mercia continues to be one of the leading and most proactive forces in the country in the use of Anti-Social Behaviour Orders (ASBOs). This intervention is supplemented by a range of other measures to curb anti-social behaviour, such as the use of Acceptable Behaviour Contracts. Even so, the approach taken varies between BCUs and some partnerships appear keener to use ASBOs than others.
- There is a developed structure across West Mercia for dealing with anti-social behaviour (ASB), in particular the use of post-sentence Conviction Related Anti-social Behaviour Orders (CRASBOs). While this is being actively driven by BCUs, the use of CRASBOs is being overseen and monitored by a dedicated member of staff at headquarters. The constabulary has been successful in obtaining a civil link to CRASBOs, ensuring a great impact on the individual and community following conviction. This method is research intensive but has considerable long-term benefits, with additional sanctioned detections. CRASBO results are receiving high media attention and support from partners and the community. The West Mercia CRASBO officer has been called upon to advise nationally and maintains close and effective links with the CPS.
- West Mercia has already undertaken work in preparation for the Civil Contingencies Bill and is working with partners towards the formation of one single local resilience forum, which will be chaired by the Chief Constable. The constabulary is in negotiations with local authorities, which have been allocated funding for this Bill in order to secure a co-ordinator and administrative support to assist the forum.
- Each BCU owns a performance analyst dedicated to anti-social behaviour. Their role is to attend TCG meetings and provide target and problem profiles as required. All IT offender management systems and other IT support networks contain relevant, accessible data. All CRASBOs, ASBOs, Acceptable Behaviour Contracts and Section 30 orders are collated centrally.
- In some areas there are examples of multi-agency training with CDRPs, relating to various problem-solving techniques such as SARA, PAT and PIER. In other areas anti-social task forces have been formed, including representatives from the police, the borough council, the fire service and housing associations.

- There are good examples of the effective use of the extended police family across West Mercia, one being the policing of one conurbation each Friday evening by the Special Constabulary, who are mobile and undertake reassurance visits. The patrols are conducted on foot, having been deployed from a patrol van called a 'public protection van'. Following the patrols, officers complete a returns performance/outcome log and submit graded intelligence. This initiative frees regular resources and provides the opportunities for high-profile policing in an area with a busy night-time economy.
- A well-established constabulary road safety strategy is reviewed annually with the involvement of partner agencies. BCUs also provide their own tailored road safety plans with clear links to this strategy. These plans, which are prepared and delivered with partners and are the subject of consultation, are produced to complement joint activities.
- During 2004/05 there was a slight rise in the number of fatal and serious road collisions; however, based on overall performance, West Mercia is already meeting the Government's 2010 road safety casualty reduction targets. It is intended to maintain this emphasis during 2005/06, focusing on motor cycle safety (one of the main causation factors) and on driver behaviour.

#### **Areas for Improvement**

- No areas for improvement were identified in this assessment.

## **5 Providing Assistance (Domain 4)**

The effectiveness of the call management centre continues, with scope for a few refinements that are identified in this report but which are being actively explored by the constabulary. Performance in respect of call taking and dispatch remains high, with increasing emphasis being placed on improved quality regarding the management of non-emergency calls. The national strategic lead offered by the ACC TO in relation to firearms and resilient structures and systems and training have proved evident in this baseline assessment process. Roads policing continues to be intelligence driven though there may be scope for increased and dedicated analytical support. The use of ANPR systems is now being actively marketed with increased benefits reported.

### **5A Call Management**

<b>Good</b>	<b>Stable</b>
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#### **Strengths**

- There has been a slight reduction in performance during 2004/05 in relation to the proportion of emergency calls answered in the local target time of 10 seconds. Compared with the previous year, there has been a 2.4% reduction in the number of calls answered within the target times, equivalent to some 3,300 calls. However, the call management centre (CMC) has continued to answer over 90% of 999 calls within the local target time, significantly exceeding its MSF average and just outside top quartile compared nationally. Non-emergency call-handling performance has improved and has narrowly missed the target of handling 90% within 20 seconds. There is a drive within West Mercia to draw these important areas of customer contact closer together (see Appendix A).
- Call-handling performance is one of the 20 key performance indicators (KPIs) reported on monthly at the PG. At a local level, call-handling performance is monitored through a balanced performance framework, and managers are held to account through a monthly TCG meeting. A number of measures exist to quality assure performance within the CMC, including 'live listening' techniques, regular dip sampling quality of incident logs, their contents and closure classifications. Other measures regularly reviewed that relate to all aspects of customer contact include telephone answering, written responses and personal visitors.
- The importance of effective call handling is recognised, and headquarters is actively involved in assisting BCUs and spreading good practice, while accepting that local solutions to local problems are still important. There is good liaison with local authorities, which have their own call-handling arrangements. These relationships have been used to good effect during major incidents.
- All role profiles within the function have been rewritten to take account of the integrated competency framework, and selection processes are being reviewed. A training and development manager has been recruited with a view to continuous improvement, whose remit includes organising induction courses, training needs analysis, and analysis of the effectiveness of training.
- The constabulary has opened an impressive 'one-stop shop' joint contact centre in partnership with county and district councils at Evesham. The shop is in what used to be a magistrates' court and provides a template for seven other similar projects. All the partners provide staff for the venture, which is funded by the local authority.

The unit also has internet facilities in line with the Government's 'e' agenda.

- All CMC inspectors are trained to a high level on the early assessment of potential firearms incidents. This has proved to be an efficient and safe method of screening incidents and recording decisions, which are later reviewed by the chief inspector (operations) who quality assures and highlights areas for learning.
- With the aim of increasing accessibility to the general public, West Mercia is considering the introduction of various means to make this possible. One example is a plan to introduce video links into two new police offices (Peterchurch and Shewsbury town centre), and the possibilities around Police Portals at other agency contact centres are also being explored.
- User groups for Command and Control, Airwave and other systems report to the senior user group (who meet quarterly), who in turn report to the communications strategy group. The user groups are attended by a range of operational staff from the relevant business areas.
- West Mercia has now established public service desks on each BCU to support the CMCs. All non-urgent matters, including criming, are undertaken by these desks who are also able to monitor local intelligence and emerging trends. The establishment of these desks has enabled delivery of a single point of service at the first point of contact either via the CMC or PSDs.
- The response from victim support agencies canvassed in the baseline process provided positive feedback in relation to PSDs (one per BCU), crime screeners and many officers working outside the call-handling function who readily refer victims of crime to the VSS.

### **Areas for Improvement**

- The ACC SO meets on a monthly basis with the head of the operations support department, who has clear ownership for all call-handling issues within the south of the constabulary. The two sites in the north, under the ownership of BCUs, do create challenges, mentioned below, which need to be resolved.
- The last baseline highlighted issues and discrepancies in relation to call-handling management, with an adverse factor being the different ownership of the two call-handling centres (north and south). It is clear that these continuing issues are having an adverse effect on staff morale and sickness and will no doubt eventually reflect in a downturn in performance. The solution would seem to be the centralisation of these two virtual sites, with unified line management, sickness management, training and development, and a greater overall sense of corporacy.
- Following continued slippage, the automated call distribution (ACD) system was introduced in May 2005. It is still early days following the introduction of ACD, which was planned for August 2004, but there are a number of anticipated benefits that should result.
- West Mercia is signed up to Language Line, a facility enabling live-time translation services, including some 150 languages. There is a low take-up rate of this facility and a limited knowledge of its existence outside the CMC and custody

environments. Experience elsewhere has demonstrated how this service can be utilised routinely by staff on patrol, and improved marketing may result in better take-up and an improved service to customers.

- Proactive analysis of survey data has identified anomalies in public perceptions around the ease of contacting the police. These discrepancies show that even though the same CMC, staffed by the same individuals, is used by people living in the same area, the perception of one customer may differ greatly from that of another. Work is in hand to understand the possible reasons for this and to consider developing strategies, such as local focus groups, to raise awareness through the marketing of ways to contact the police.
- The most recent baseline assessment, in 2003/04, identified a possible need to refine and revise surveys to establish what more needed to be done to ascertain call-handling customer need, the last comprehensive survey having been conducted in 1997. While West Mercia has put considerable effort into establishing a Quality of Service Commitment Standard, work is yet to be undertaken in response to this area of concern.

## 5B Providing Specialist Operational Support

Good	Stable
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### Strengths

- The ACC TO holds the national ACPO lead in relation to firearms and less than lethal tactical options. He provides a high profile and is fully engaged in operational firearms issues. National firearms training takes place at headquarters and the constabulary is at the forefront of not only training but also tactical development. The ACC SO provides the operational strategic lead for all headquarters specialist departments, including firearms.
- Armed response vehicles (ARVs) are devolved to BCUs and are deployed to ensure that a minimum of five ARVs are available at any one time. ARV officers are multi-skilled and, due to the small number of firearms incidents, can be effectively tasked by the BCUs. The tactical firearms team is also a multi-disciplined team, including armed surveillance allowing for low interaction and non-confrontational methods to be deployed. A number of operations have been successfully resolved due to the opportunities provided through subterfuge. Firearms resilience and command appear to be appropriate to the needs of the constabulary, and a variety of tactical options are available.
- All CMC inspectors are trained to a high level on the early assessment of potential firearms incidents. This has proved to be an efficient and safe method of screening incidents, with call handlers better able to interrogate callers as a result of the additional training; improved communications; and the availability of quality information that informs deployment. All firearms incidents and recorded decisions are reviewed by the chief inspector (operations), who is able to highlight areas for learning and quality assure the process.
- Regular liaison takes place with other forces, both in firearms training and in live incidents, and the firearms surveillance capacity is utilised at regional level. Differing tactics used by surrounding forces have been discussed at a strategic level, and the regional training responsibility adopted has generated a more consistent approach.
- In addition to reviewing call-handling decisions regarding firearms, the chief inspector (operations) also has primacy in the review of all firearms incidents and the identification of issues such as tactics, equipment or incident-specific matters where improvements can be made. External consultants are available for post-incident debriefing, and trained critical incident debriefers are on call.
- The recent introduction of critical incident inspectors to take control of critical incidents at an early stage has already proved its worth, and has the potential to provide early support and leadership in situations where time, and in particular timely decisions, are of the essence. This view was reinforced by HMIC staff who visited the constabulary as part of the recent Gun Crime thematic; the 'drop down' menu available to control room staff in managing critical incidents was also commended.
- The department is subject to the same performance rigour, both in terms of monthly review by the PG and a searching individual annual review by the Chief Constable, as experienced elsewhere. In addition, a six-monthly review takes place by the ACC SO using a balanced performance framework.

- A performance regime has been implemented across the entire operations department, including staff in dogs, tactical firearms and vehicle examination units. A new analytical post within the operations department has enabled the development of a robust management regime. This work has been instrumental in raising performance, and all uniform staff now have clear PDR objectives related to KPIs for casualty reduction causation factors, such as seat belts, use of mobile phones, speeding and drink-drive. This provides a clear operational focus for ARV crews and other specialist operations officers when not engaged on those duties.
- The firearms training department maintains policy developments on the police use of firearms based on the ACPO guidance manual. The policy is reviewed annually and is available for reference on the constabulary intranet. The department has recently completed its own internal annual threat and risk assessment for firearms, which has been submitted to HMIC as part of the recent review.
- All firearms incidents are the subject of a 'hot debrief' by a chief inspector, followed by a full debrief conducted by the firearms inspector. An audit trail is secured through the policy book and firearms logs, which are signed off by either the department head or ACPO lead. These logs are quality assessed and scrutinised for learning issues.
- A 'precept' model is adopted for the deployment of staff to major operations. This mobilisation plan is agreed in consultation between headquarters and BCU commanders and, when actioned, is controlled and monitored from the centre.
- The firearms tactical teams possess a range of less than lethal options, including tazar and specially trained firearms dogs, which can be handled and managed by any of the firearms team, making them a useful less than lethal asset in search to contact procedures.

### **Areas for Improvement**

- All central resources are tasked through the TCG. The department monitors requests from individual BCUs for all aspects of deployment and reports at the monthly PG. Difficulties around ownership of data and performance outcomes have been identified and are being overcome. A new analytical post within the headquarters operations department is supporting this.
- Regional training and collaboration in certain areas of operational support does occur, including areas such as firearms and the Police Standards Unit. This involves joint agency training and regional exercises together with external forces buy in to the firearms training facility. There is acknowledgement that this is an area where more collaboration could be developed.
- The operations department has a balanced performance framework that sets out the departmental priorities in line with the constabulary strategy. The department has recently introduced recording processes to capture activity in support of BCUs. This is still being developed and may be assisted by increased use of ABC, which could well provide evidence not only to demonstrate support of the organisation but also to assist in bids for resources.

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- The constabulary, like others, has experienced challenges around the refresher training and new equipment for CBRN (chemical, biological, radiological and nuclear) officers. This appears to be both a funding and supplies issue which, having been identified, is being addressed. The national issue is also under consideration.

## 5C Roads Policing

Good	Stable
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### Strengths

- The operations department has a roads policing strategy supported by BCUs, who in turn have their own strategies based on local needs and reflecting national SPIs related to casualty reduction. West Mercia has followed ACPO guidelines on speed enforcement since 2000 and is an active participant in the Camera Safety Partnership.
- Roads policing is devolved to BCUs, who are able to bid for operations resources through the TCG process as required. BCUs and the operations department are both accountable for the KPIs and 2010 casualty reduction targets. All uniformed operations staff have PDR objectives based around the four identified key road traffic casualty causation factors, and their outcomes form part of the monthly performance review.
- During 2004/05 there was a slight rise in the number of fatal and serious road collisions; however, based on overall performance, West Mercia is already meeting the Government's 2010 road safety casualty reduction targets. It is intended to maintain this emphasis during 2005/06, focusing on motor cycle safety (one of the main causation factors) and on driver behaviour. Additional resources, such as the Camera Safety Partnership, helicopters and local media, are being utilised in seasonal speed enforcement campaigns aimed at specific audiences such as motor cyclists.
- There is evidence of extensive partnership working between the department and external partners and the public in relation to speed enforcement and a range of other initiatives, including seat belts and mobile phone campaigns. Further evidence of success was the road safety education and enforcement campaign, which resulted in the constabulary being awarded the Prince Michael of Kent International Road Safety Award in 2003. Strategies are published on the constabulary's intranet and briefings have taken place with all operations staff.
- West Mercia continues to be an active participant in the Central Motorway Police Group, a regional collaboration between a number of forces to tackle the challenges and address the specialised techniques required for motorway policing.
- Quality assurance on division is managed by traffic liaison inspectors and traffic management officers, who link to local authority and other relevant partners regarding enforcement and publicity campaigns.
- Departmental activity remains intelligence driven, with bids for resources being considered and monitored through tasking processes. Performance is measured against the performance plan and constabulary control strategy. The department has analytical capabilities to identify hotspots and provide action plans for tasking. (See AFIs.)
- The department has actively encouraged applications from officers from under-represented groups. An innovative approach has been adopted by holding one full-time post vacant to receive secondees from BCUs for an attachment to experience all aspects of special operations (roads policing). The scheme, particularly aimed at

minority groups within West Mercia, has proved so successful that the attachments have been reduced to one month to cater for the volume of interest. Over a third of the applicants were from female officers, but disappointingly there were no applications from black and minority ethnic (BME) officers. BCUs have been supportive of this initiative and are able to re-charge for the salary of secondees. (See AFIs).

#### **Areas for Improvement**

- Following concerns expressed in the recent baseline assessment, ANPR is now being exploited and effectively used to combat both constabulary and cross-border travelling criminals. Its use has been particularly successful during level 2 operations. Officers with restricted duties or subject to the DDA legislation have been utilised in the administration and support function for ANPR. Despite these significant improvements, there is a belief that this remains an area where further financial and staff investment is needed to maximise its effectiveness.
- Performance monitoring and the capability for analytical support within the department are currently being reviewed. The operations department currently shares analytical support with aspects of headquarters CID. There may well be a case for increasing the resilience of analytical support so that both departments receive the full benefit available to them.
- While welfare support is available to the department, primarily in relation to physiotherapy and facilities to accommodate physical injuries sustained, it is apparent that improved facilities might be made available to support psychological debriefing and monitoring. This facility might include FLOs as well as those engaged in potentially traumatic front-line duties.

## 6 Resource Use (Domain B)

Developments have been noted in a number of areas under this domain, notably within the field of HR management where Investors in People (IiP) reaccreditation has been achieved, along with considerable improvements relating to PDR completion. Significant improvements are evident in relation to progress on diversity issues, with overt leadership being demonstrated by the FCT in action as well as in the strategic manner that improvements are being implemented by the head of the diversity team. While finance may be a strategic concern for the force following last year's events, the function remains well managed and robust, with relations between the force and police authority remaining productive and effective. IT provision for West Mercia remains good, with a proactive and business-focused approach aimed to deliver the best possible service according to customer needs. The NIM continues to be developed to reflect not only crime and intelligence matters but also the wider business needs of the organisation.

### 6A Human Resource Management

Good	Improved
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#### Strengths

- A monitoring process has been established so that the principles, systems and processes surrounding IiP are embedded into the organisation for the benefit of the organisation and its staff. The recent IiP reaccreditation has been celebrated as a major achievement and marketed within the organisation.
- The police authority maintains effective oversight of a range of HR issues through its newly established human resources management panel, which meets three times a year, supplemented by tactical meetings to address complaints and surveys, together with professional standards. The strategic meeting addresses personnel, training, professional standards, health and safety, and diversity. There is also active chief officer engagement from the FCT, overseen by the DCC.
- West Mercia is on track to achieve its target for BME police officers and is in a position to bring forward the Home Office recruitment target from 2010 to 2008. It has already achieved its target for BME police staff. A PAT has been introduced to conduct various initiatives and provide guidance and support, together with the First Contact scheme. Currently 35% of all applicants are female and 5% are from BME groups.
- The continuing heavily devolved structures give commanders and department heads the flexibility to appoint staff to meet local needs. A forum known as the budgeted posts panel, comprising the director of finance, the DCC and head of personnel, oversees any proposals for staffing changes for either police officers or police staff, ensuring a degree of corporacy to the proceedings.
- West Mercia was an early adopter of the national recruitment standards and has made active use of external (lay) assessors during the recruitment process. These individuals, selected from the local community, are in a position to build community trust and confidence. IAGs also play an active part in overseeing policy and procedure in this respect.

- The appointment during 2004 of a health and safety (H&S) manager has assisted West Mercia in refining and improving a range of H&S issues. The H&S forum, chaired by the DCC, has recently approved the new H&S strategy, which includes the constitution and composition of the H&S forum and has made it more representative of the workforce by focusing on strategic issues.
- The introduction of two occupational health/welfare officers, who are geographically located in the north and south of the region, has been favourably received, with positive reports from staff associations regarding their assistance in sickness reduction, rehabilitation and the management of ill-health cases. Welfare is also a high priority in areas such as the professional standards department (PSD), where adequate welfare provision is available for all PSD staff. H&S is reviewed as a standing item on the department's meeting agendas.
- Considerable effort has been put into the development of the current PDR system, with effective monitoring arrangements in place. As the new system beds in, there are indications that it has been accepted, and every PDR now includes objectives linked to the policing plan and to race and diversity.
- West Mercia has recently been reassessed for liP and reaccreditation has successfully been achieved. Four projects were implemented, with the support of the liP assessors, designed to address areas where concerns had been previously raised. Verbal and written feedback from the liP assessment process has been extremely positive with the constabulary being rated among the best inspected.
- Following the appointment of a new constabulary solicitor, measures have been introduced to establish an improved case management approach to ensure that appropriate decisions are made in appropriate timescales in relation to grievance, misconduct and discipline. It has been identified that by using a risk-based approach to decision making and ensuring that key personnel are present at relevant meetings, effective prioritisation is applied to cases which can then be expedited. This approach will ensure that issues are dealt with more quickly for the benefit all personnel involved and this will ultimately enhance organisational effectiveness.
- The newly implemented HR help line has received significant usage on a range of matters, from simple issues such as information around business interests for police officers to more complex issues around working time directives. The help line is staffed during core business hours and has the potential to assist greatly in routine enquiries. It is supplemented by a 'Frequently Asked Questions' site on the intranet, which is also reported to be widely used and is updated regularly.
- Following a lull in recruiting, while emphasis was maintained on recruiting regular officers, the push to recruit special constables has been reinvigorated with an aim to recruit an additional 15% of its Special Constabulary strength by June 2005, bringing the total to 348 (231 in 2004). To support this drive, online recruiting has been expanded, for reasons of corporacy and efficiency all application packs have been withdrawn from BCUs, and a central dedicated telephone line has been introduced. BCUs are responsible for all interview processes but are supported centrally for the vetting, screening and medical aspects of the application process.

### **Areas for Improvement**

- Recognising that there are still areas for improvement in the reduction of sickness across the constabulary, there is increasing evidence of proactive and robust management of sickness, for example a BCU command team member contacting a sick officer on day one of the reported sickness.
- While details of some secondary skills are held on the Oracle personnel system, this is not a user-friendly method of readily identifying staff with relevant qualifications, for example FLOs with the ability to speak languages other than English or those from BME groups. Steps should be taken to ensure that these skilled staff are readily identifiable.
- There is a lack of ability to effectively monitor issues, such as compliance with working time directives. The intention was to use the NSPIS system, but following three years of unsuccessful capital bids the intention has been expressed not to invest in a stand-alone system. This situation, however, should be addressed among other priorities.
- The capacity of the two welfare officers is limited due to both members being part time. Due to the nature of their work patterns, effective communication links, availability and workload capacity have all been raised as concerns by staff and support groups, who have otherwise praised this initiative. These key roles have the ability to make a significant difference in terms of absence management, welfare and thus overall operational performance. Consideration should be given to reviewing and enhancing this provision as appropriate, following the recent BVR of health, safety and welfare, where various options were put forward.
- The constabulary currently lacks the ability to flag individuals who may be at personal risk by following issues, which might include stress, resulting from operational experiences, disciplinary issues or domestic difficulties. Experience elsewhere has demonstrated the benefit of a case management group, comprising a medical examiner, professional standards, human resources, welfare and, where appropriate, line management, to identify these individuals. This enables timely support, assistance or guidance to ensure wellbeing, to maintain operational effectiveness and to limit organisational risk.
- The use of champions to drive a range of activities and to promote issues, regarded as priority areas by the FCT at BCU and department levels, is welcomed. Concerns have been raised over selecting individuals with the appropriate motivation, skills, qualities, training and support to deliver the desired outcomes. There is evidence to show that this has not always been the case and this should be reviewed.
- There has been regular internal consultation on a range of issues, but the constabulary has yet to canvass staff on issues such as sexual orientation. The use of a Stonewall survey has been considered and this might ensure that the right questions are asked in the right way. If this is actioned, it is likely that a more valid response will be received.
- Concerns have been expressed that the training and guidelines given around competency-related threshold payments are not sufficient and that these payments

are not being clearly linked to the PDR process, resulting in different practices being adopted.

- The completion rate of PDRs has significantly improved; however, concerns have been expressed about the performance being driven at a quantitative rather than qualitative element. To quality check/dip sample the standard of objectives being set and to assess the relevance of SMART action plans, a working group has been formed that consists of PDR champions, Unison, the Police Federation and other key stakeholders. At the time of assessment, this group had not yet formally met or completed any QA processes. This process should be progressed.
- West Mercia has approximately 2,400 sworn staff and 1,600 support staff posts, yet there appear to be some inequalities around the level of administrative support given to staff associations such as Unison in favour of others such as the Police Federation. The FCT may wish to address this issue in consultation with the relevant associations.
- Concerns have been raised regarding the lack of information and direction around the policy of working time directives, how this will affect and impact on the voluntary duties of the Special Constabulary, and what responsibilities individuals and the organisation each have.

## 6B Training and Development

Good	Improving
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### Strengths

- West Mercia training department has a training strategy, which is fully aligned to relevant Home Office circulars, and organisational objectives.
- There is an effective system for the development and production of a costed training plan (CTP) using the national costing model, which conforms fully to national guidance.
- Local training panels on BCUs and departments are particularly effective in fulfilling the requirements of client/contractor activity.
- The head of training and development attends the constabulary strategy group and PG. This therefore affords timely identification and response to actual and potential training implications.
- There is good activity by the constabulary and the region in relation to the Foundations for Change strategy, which is subject to monitoring arrangements. In addition, good progress has been made in relation to addressing the recommendations of *Managing learning*, *Training matters* and *Diversity matters*.
- A thorough and wide-ranging best value review led to an improvement plan containing 89 recommendations, of which all but a few were implemented shortly after the completion of the Best Value project. The improvement plan, with the outstanding recommendations, has been incorporated into a Balanced Performance Framework (BPF) document and the actions cascaded as part of the PDR priorities for individuals. This framework acts as a comprehensive action plan for all report recommendations that are perceived to impact upon training and development.
- The constabulary has held Centrex approval and Institute of Information Technology Training accreditation for several years. In order to support that accreditation, the force has implemented a system of course and lesson master files and version control. There is also a developing QA framework and a commitment by the training and development department to QA and staff development activity. While this is already in place for trainers within the central training function, plans now exist to take this work forward for BCU and departmental trainers.
- The constabulary has one full-time and one reduced-hours staff member engaged in evaluation activity at level three. This team works closely with associated design and delivery staff. Level one and two evaluation remain the responsibility of service deliverers, and this process is used by trainers and managers to make continuous improvements to courses.
- There is a range of collaborative events associated with the constabulary, for example a partnership with University College Worcester in relation to evaluation and research projects, which is considered to be noteworthy practice. West Mercia is also involved in all regional activity and management processes and has used Foundations for Change as a key driver for this activity. Examples of collaboration include investigative skills training, public order training and the initial crime investigators development programme.

- The constabulary has introduced the elements of the Integrated Competency Framework. The national PDR was introduced in April 2004, and role profiles for almost all staff have also been produced. These profiles have been used for promotion for three years and are also used for selection and recruitment. National Occupational Standards (NOS) are used to underpin and guide the development of new training.
- The joint chairs of training panels have responsibility for balancing demand against capacity through prioritisation. This relies upon an abstraction and training forecasting matrix. This is also the model used locally by divisions and departments via local training panels. The Skills for Justice national guidelines have been adopted in relation to training prioritisation.

### **Areas for Improvement**

- Little use is made of the costing element of the training plan in relation to management activity or budget setting.
- The CTP is not monitored as the financial year progresses. Any amendments to the plan occur without monitoring, and such changes are not subject to executive scrutiny.
- However, some elements of training have been, and continue to be, omitted from the costing process, in particular some divisional training, call handling and dog training. The constabulary expects to incorporate all training into the CTP in the future.
- The head of training and development does not have overall control of all training, for example divisional training and dog training are not included
- There is limited overall formal engagement with community members or groups in relation to wider training. The constabulary accepts that a good deal of work remains to be done.
- More work needs to be done to record the scope of collaboration, to disseminate the variety and extent of such activity, and to carry out an evaluation of its effectiveness.
- The business planning cycle for training has clear timelines and integrates with the corporate business planning cycle. However, the constabulary is encouraged to review the training planning process, so that it is better able to respond to divisional and departmental plans.

## 6C Race and Diversity

Good
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### Strengths

- With the full support of the police authority and the proactive chief officer leadership of both the Chief Constable and the ACC SO, the diversity team has continued to flourish. Under the leadership of the chief inspector, an impressive action plan is being implemented to address a range of race and diversity issues emanating from drivers such as the RES, the McPherson, Morris and Taylor inquiries, and previous HMIC recommendations, together with internal issues.
- Reference to a range of performance indicators shows the constabulary's good performance in relation to both MSF and national averages. Examples include the percentage of police recruits from BME groups, which is significantly above the MSF average; the percentage of BME police officers appointed, which in percentile times is three times as high as the MSF average; and the percentage of female applicants appointed, which is significantly above the MSF average (see Appendix A).
- As part of a strategy to drive key performance areas, the Chief Constable has introduced diversity champions on each BCU and in each department. These are being co-ordinated and mentored by the headquarters diversity team.
- The constabulary has achieved its ten-year target for the recruitment of BME police staff and special constables, and believes it is on track to achieve its milestone targets for regular officers. Systems are in place to actively monitor and track the disposition and career progression of officers from minority groups. This data is made available regularly at the actual diversity group meetings.
- A PAT has been established to address all aspects of the recruitment, retention and career progression of staff from minority groups. The PAT offers personal visits, mentoring and support to applicants from minority groups and is engaged in a number of initiatives to maximise recruitment opportunities.
- A women police officers network was given a high-profile launch in April 2004 and received the overt support of the Chief Constable and other senior staff. Since its introduction, the membership of the steering group has grown and includes both police officers and police staff; the facilities of the network are open to both groups, and further work is being undertaken to market the network in areas where representation is less apparent.
- Excellent progress has been made in the development of internal support networks for minority groups across the constabulary. These include a network for BME officers and staff called the minority ethnic resource group (MERGe) and there is also support for GLBT staff from two officers who are members of the Gay Police Association, the first GLBT forum being held in July 2005. There are also plans to launch the disability network in September 2005.
- The operations department, which includes roads policing, firearms, dogs and related activity, has actively encouraged applications from officers from under-represented groups. An innovative approach has been adopted by holding one post vacant, aimed at officers from minority groups on secondment from BCUs to

experience all aspects of special operations. The scheme has proved so successful that the attachments have had to be reduced to one month to cater for the volume. Over a third of placements were female officers but disappointingly there was little interest from BME officers. BCUs have been supportive of this initiative and are able to re-charge for the salary of placements. The constabulary has been receptive to HMIC's suggestion to increase the marketing among BME staff through MERGe.

- The constabulary has introduced phase three diversity training, making active use of community members from minority groups throughout the day. IAGs have praised the newly developed course for its content, interactive teaching methods, the venues within community buildings and also the good consultation and pre-briefing given to community members before their involvement.
- There is evidence of proactivity regarding the recruitment, retention and progression of BME groups, women and other under-represented groups. For example, the constabulary has recently conducted an advertising campaign specifically aimed at those groups and is supporting current employees through the Centrex Personal Leadership Development Programme. Staff who have attended this programme have all commented favourably both on the content and the level of internal support given.
- There is further evidence of proactivity to be found elsewhere. One BCU is encouraging staff to identify their own mentors, giving presentations on the High Potential Development Scheme, facilitating attendance at conferences and compiling a personal development programme for each individual.
- Steps have been taken to address the needs of officers with restricted duties or subject to the DDA who have been given appropriate tasks such as the administration and support function for the ANPR scheme.
- West Mercia has used innovative methods of public consultation on the RES, current strategies and policies, and proposed policies are being made open to challenge by members of the public. Advertisements taken in the local media invite members of the public and, in particular, members from minority groups to attend open sessions where stakeholders present the policy, hold an open 'question and answer session' and seek feedback. The feedback from both public and stakeholders has been positive, with a good exchange of ideas and extensive consultation being achieved.

#### **Areas for Improvement**

- Support has been given, both financial and time equivalent, to internal staff support groups, with one member having a service-level agreement giving him 12 hours' time per week for support group administration. This is an area that is being actively progressed, but there remains scope for greater corporacy and awareness around the time permitted and finances given to chairs/secretaries of staff support groups.
- As mentioned above, champions have been appointed to drive race and diversity issues at BCU and department levels. Mentoring is also being made available from minority groups. It is important to ensure that those appointed as champions or mentors are properly qualified in terms of the skills and abilities needed to fulfil this important role. There may be scope for improved marketing of these individuals.

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- All BME staff will be undertaking the Personal Leadership Development Programme over the next three years. While there has been considerable praise for the content and learning experienced on the course, concerns have been raised by staff when returning to the workplace, where some first-line supervisors are not displaying the required positive attitudes and are potentially undermining the value of the course. The constabulary may wish to consider raising awareness among first-line supervisors to ensure that returning staff are supported and that they maximise the opportunities to spread the positive lessons learnt.
- While internal support groups are actively consulted on areas of policy around race and diversity issues, this has the tendency to be ad hoc. Some members have commented that little account is given to the additional burden this places on them when they carry out this role in addition to their 'the day job'.
- While good progress has been made in relation to many of the strands of diversity, there remains work to be undertaken regarding the remaining issues, including disability and faith.

## 6D Resource Management

<b>Good</b>	<b>Stable</b>
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### Strengths

- Significant investments have been made following a number of key BVRs, which have included information systems and technology (£305,000); procurement (£77,000); and the police authority (£150,000). Further investment is planned in relation to extra custody provision on sites such as Shrewsbury and Hereford, together with the purchase of the lease of land and buildings elsewhere to accommodate a range of operational and support activities.
- There is an effective working relationship between the director of finance (DOF) and the police authority treasurer. The services of the treasurer and deputy treasurer are procured from Worcestershire County Council and represent good value for money. The DOF reports good support in recent financial estate opportunities.
- In the 2003/04 audit, the external auditor raised no significant concerns and expressed an unqualified opinion on the accounts. In previous letters, the external auditor praised the financial management systems and compared West Mercia favourably against good practice indicators in all judgement areas, reporting better than expected performance in a number of areas.
- Corporate governance issues were addressed in a BVR of the police authority. Following this, the police authority adopted a revised meetings structure that includes a strategy panel comprising chairs and vice-chairs of other functional committees/panels. This acts as a forum for considering reports on finance and performance together, and therefore, compared with most committee models, gives a clear structure for considering these two areas together before meetings of the police authority. The authority has recently undertaken a post-implementation review, which has identified further streamlining opportunities to give better co-ordination.
- A strong cycle of budgetary control has been maintained over the establishment budgets within a 'managing resources and assets finance strategy' that includes a definitive police and police staff budgeted posts list. The constabulary has made good use of finance IPF benchmarking, with costs shown as competitive in relation to other forces. The opportunity has been taken, through effective financial management, to consolidate the position in relation to financial reserves. It is anticipated that any perceived weaknesses in terms of pension provision have been addressed.
- There has been ongoing significant capital investment in IT since February 2001, along with local IT liaison officers. Appropriate direction groups, in line with the Chief Constable's four key principles, assess capital and revenue budget bids. The groups have made attempts to link performance to resources and planning. A tight budgetary regime has been established in BCUs and departments, which has included delivering on overtime reduction targets and efficiency plans. Medium-term financial planning is central to the constabulary's budget-making processes, with increased member involvement.
- West Mercia is regarded as having a proactive and effective procurement facility, with strong involvement in the West Midlands regional group. This has included increased use of regional and national framework contracts.

- The resource allocation model is owned by the chief officers, who regularly review the allocation of officers, staff and resources to BCUs and departments; this process is supported by the budgeted post panel, who consider requests for reallocation of resources. The Oracle HR system is used to record, track and provide data on all staffing issues and the MARS duty system identifies police officer availability and deployment, which is controlled by duties managers on BCUs.
- There is a well-established reporting system regarding procurement, which is submitted annually to the police authority. E-procurement continues to be developed through the expansion of procurement cards, and internet ordering is being piloted in three central business areas. This includes e-orders from customised catalogues.
- BCUs have access to the transport IT system – Carfleet – for management information. All transport costs have been devolved, including accidents where there is police driver liability. The devolved costs also allow for an internal leasing scheme for vehicles. Budget holders can ‘mix and match’ vehicles within their devolved budget. Each division has continued to review its fleet establishment to establish the correct size of fleet. Vehicle availability has been delivered at approximately 98% and ‘black boxes’ have now been fitted to vehicles, after trial, in order to reduce accidents.

### **Areas for Improvement**

- The constabulary was nominated for capping in 2004/05, but the Office of the Deputy Prime Minister’s decision not to cap in the current financial year may result in a budget adjustment for 2005/06, thereby making the next budget-making cycle extremely difficult. The police authority budget-making process has been shaped following this unfortunate decision to come in at under 5%, despite support from the public for more growth. This budget has been approved on the basis of these prevailing financial constraints and it is intended that this will have no adverse effect on performance.
- The effectiveness of the estates strategy has recently been questioned by members of the police authority following issues over estate development relating to custody provision and the acquisition and use of two other sites. These concerns emanate from a perceived lack of timely consultation and information sharing and are being addressed in negotiation between the FCT and the police authority.
- Other than the annual data gathering process, there is little evidence of proactive activity analysis utilising tools such as ABC. This issue was also raised in a recent external auditor’s report in relation to national compliance levels with ABC, where West Mercia was graded as fair. Limited use was identified in the headquarters operations department, but there is considerable scope for more proactive use of this valuable management tool.
- At the time of the assessment there were no online transaction processes performed on BCUs. At the time of the last baseline report it was suggested that such a process would assist in developing ‘back-room’ operations and freeing further time for financial strategic management in line with the Gershon review. It

was suggested that increased system interfaces, such as HR and payroll, could also be further developed. New IT provision is now under consideration to implement this, but this remains work in progress.

- Some development of the risk management environment is required. A group does meet on a monthly basis, but this requires a 'fresh start' based on CIPFA guidance. The level of local risk management varies and requires a corporate strategic overview. This will also require a risk register, which currently does not exist. Acknowledging this area for development, external auditors have been asked to look at risk and corporate governance issues. It is expected that the new constabulary solicitor will provide some impetus to expedite this area for improvement.

## 6E Science and Technology Management

Good	Stable
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### Strengths

- The head of science and technology management is a member of most constabulary strategy groups and a full member of the PG. Nationally he is chair of the ACPO IT advisory group and an active member of the ACPO information management business area and the ACPO futures group. There is a strong commitment to ensure that West Mercia benefits from this learning and that his engagement does not diminish his local responsibilities.
- To facilitate effective and informed oversight of IT projects, both from client and contractor perspectives, all non-corporate IT projects have an assigned project director who is a member of the ISTD management team. Any IT work of five days or more (including internal work) is classified as a project in its own right and will be overseen by the department's own project and programme manager. Projects are reviewed continually as part of the performance and monitoring regime, enabling progress on the department's overall work programme to be monitored by the head of IT on a monthly basis and as a standing agenda item of the ISTD monthly management meeting.
- Following the recent BVR of IT, significant investment has been made in the area of staffing. Skill levels and any areas of training are now reviewed monthly at the ISTD management meetings. This investment has resulted in sufficient resource to meet organisational demand.
- All science and technology projects are combined into a single capital programme with supporting business cases. Corporate projects involving IT form part of the constabulary project and programme management system.
- The business systems section of the department focuses on the liaison with departments and BCUs, ensuring that client/contractor requirements are captured and met. Service-level agreements are being progressed for all systems and services. Surveys relating to new desktop users are done as a matter of routine practice and general customer satisfaction is gauged through ACPO benchmarking.
- There is evidence of extensive use of the ACPO information management benchmarking toolkit in many performance arenas within the constabulary. These include the six-monthly FCT review of performance, the PG and the previous results used to inform the police authority BVR of IT.
- West Mercia has invested heavily over the last four years in a sound network and has established a 'thin-client infrastructure'. West Mercia currently operates a fully integrated crime recording, intelligence, custody and case preparation system, but this will cease to exist when NSPIS custody and case preparation is implemented. The constabulary has identified areas of weakness for itself within the new system and has chosen to delay its acceptance until January 2006. This is an example of pragmatic strategic planning.
- The IT department has been at the forefront of driving the ANPR project forward from operational suggestions, revenue perspective, intercept teams and analytical capacity.

### **Areas for Improvement**

- As one of the first forces to introduce Airwave, West Mercia has not adopted every support feature/tool offered with the system. Negotiations are, however, currently under way with the providers to further improve the functions and coverage.
- There is scope for more testing of business continuity and disaster recovery measures than has previously been the case. The constabulary recently experienced a severe power failure where full disaster recovery was necessary. However, the automatic call management system has only recently been installed and has yet to be tested in the context of disaster recovery.
- West Mercia recently experienced two systems failures and had to rely on its continuity plans. In terms of the severity of the failure, recovery was established relatively quickly but several areas of weakness were identified. One consequence was the recent approval for the funding of a second standalone computer room. Until this second computer room is operational, an interim solution has been found through an external contractor.
- Recent penetration and other security testing has been conducted with no adverse comment from agencies such as the Police Information Technology Organisation who commissioned the test. However, West Mercia is yet to employ a security-vetting manager, a need identified in this department and in the professional standards department.

## 6F National Intelligence Model

Good	Improved
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### Strengths

- The ACC SO leads for level 2 crime issues, chairs the constabulary TCG and the regional strategic and tactical TCG, and has active involvement in regional intelligence forums.
- The firmly established NIM principles within the organisation have been extended to involve other key agencies such as those within CDRPs and other partner agencies. Information sharing protocols have been developed and there is active involvement of the above agencies and partners in routine tasking and co-ordination meetings.
- During the course of the baseline assessment, HMIC reviewed tasking processes at both local and strategic levels. These processes were structured and dynamic, firmly reflecting the principles of the NIM, and have also been commented favourably on during recent BCU inspection activity.
- Following the Bichard inquiry, West Mercia, under the leadership of the Chief Constable, has conducted a review of its internal practices, recording and intelligence systems. A comprehensive report has been prepared with a number of recommendations, which are being actively progressed.
- Integration of the NIM is being run as a corporate project, steered by the recently introduced NIM implementation and development group, where operational and support services combine to ensure the model is integral to decision making in both the operational and organisational spheres. Under this project, NIM principles have been extended into the wider sphere of organisational improvement and are informing and complementing the balanced performance framework currently under development. These principles have been further extended to encompass organisational issues in the form of a strategic intelligence assessment conducted every six months.
- There is an extensive training package in place to provide senior officers with the appropriate knowledge and skills in relation to the complex authorisation issues relating to the Regulation of Investigations and Proceeding Act and the use of covert human information sources.
- The traditional prevention, intelligence and enforcement NIM model has been extended to include reassurance (PIER) and thus to ensure that the reassurance agenda is mainstreamed into NIM products and outcomes.
- Tasking of the Special Constabulary and subsequent performance outcomes following their deployment is now included in the Chief Constable's quarterly briefings.

### Areas for Improvement

- Intelligence and engagement opportunities may be being missed through some disengagement with schools. Both hard and soft intelligence is not being effectively captured, due to ad hoc identification and engagement with diverse youth factions,

mentally ill people or travelling communities. This area is not currently on the 'radar' and should be considered during the forthcoming reviews of policies and NCPE guidance.

- There is scope for greater strategic collaboration in relation to target setting and attached funding opportunities between West Mercia Constabulary and partner agencies. A strategic approach, based on NIM prioritisation, would assist in the reaching of mutually agreed targets informed by strategic assessments, and this would result in increased opportunities for success through the setting of realistic and shared targets.
- The organisational development unit's scanning, which informs the corporate strategic intelligence assessment, could be broadened to include factors such as local area agreements, legislation such as the Children's Bill and partner agency agendas. Factors that may cause opportunities or threats could be identified and evaluated prior to 'sign-up' with partners where funding may be an issue.

## 7 Leadership and Direction

West Mercia Constabulary, under the effective, dynamic and visible leadership of its top team, has produced some excellent performance outcomes over a range of indicators during 2004/05. The means has been found, through a challenging but supportive performance review mechanism, to stimulate and encourage effort towards the achievement of identified corporate objectives. Relations between the West Mercia Constabulary and its police authority are productive and robust. The authority has refined and reviewed its business processes to ensure it is best placed to provide support, with critical challenge where appropriate. The excellent leadership demonstrated throughout the organisation is supported by a good communications strategy, healthy engagement with senior managers and effective use of the media, such as the force newspaper and intranet.

### 7A Leadership

Excellent
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#### Strengths

- Overall, there is a good chief officer team, with some excellent individuals in post. In terms of stability and continuity, the DCC post is now advertised in *Police Review* and this may result in some command changes in the future. Overall, the team is well led by the Chief Constable, with increasingly innovative approaches to team development. PDR is clearly an important issue throughout the organisation and the Chief Constable is committed to 'blue skies' time with his team, which is clearly paying dividends.
- The vision and values of the organisation are well communicated by the Chief Constable and team, both personally and through numerous communication methods, including force video, numerous documents and considerable time spent 'walking the talk'.
- There is an ACC champion for diversity and increasingly this is becoming quite sophisticated. Positive feedback has been received from staff associations regarding movement that has taken place within the force regarding diversity, although there is still work to progress. Overall, there is a very constructive relationship with the police authority, although some tensions have become apparent of late (see strategic planning below), but overall there are signs of a transformation in the last 18 months, with much closer working, transparency and much energy devoted to this particular relationship.
- FCT visibility and accessibility is ensured by the Chief Constable and the ACC TO maintaining a high profile with an established programme of visits and inspection, combined with a high profile nationally for both the DCC and the ACCs. Every opportunity is also taken to engage with the media, with a high profile being adopted by the Chief Constable and his colleagues.
- In terms of promoting a culture of empowerment and innovation and learning, there is a strong sense of commitment to improvement. There is evidence of a slight, but healthy, tension between headquarters and the BCUs, where there have been high levels of devolution with local autonomy and the current slight pull-back towards the centre made necessary by NCPE codes and other issues.
- The Chief Constable, the ACC SO and the ACC TO complete regular uniform

patrols with staff across the constabulary and there is evidence within West Mercia Constabulary publications of high-profile operations leading up to key events, supported by the FCT, with excellent use of the media.

- The monthly performance group, instigated by the Chief Constable but chaired by the ACC TO, has been applauded, not least as a result of the personal stamp he has placed upon the process. The meeting is an arena where performance is monitored through relentless follow-up, but is also where success is celebrated. Officers and staff who have been nominated for awards for their contribution to improved performance are invited to witness the PG meeting and are then presented with certificates/awards at the conclusion of the meeting. This initiative is undoubtedly responsible, in no small part, for upturns in performance across the board, and each event is followed by a 'starburst' where senior staff disperse among operational staff on the BCU where the event is held, to meet and discuss local issues.

#### **Areas for Improvement**

- Following PG meetings, 'starburst' activities are undertaken by all command team members, who together visit a station/division and focus activity on their portfolio areas. This level of engagement, focusing on performance, has received the support of staff; however, minor concerns have been expressed about the level of interaction with support staff members in comparison with uniform staff. The profiles of the DOF and the head of personnel services have been reported to have been less prominent within BCUs.
- The Chief Constable has introduced champions to drive areas considered as important priorities at BCU and department levels. This initiative has proved a valuable method of keeping these issues at the forefront of people's minds. In some areas there have, however, been signs of a lack of training and expertise, or where higher levels of visibility might prove useful. Examples quoted include diversity champions, who have been identified within each department, but in some cases there is still uncertainty about their role and identity. There may well be a marketing and awareness issue.

## **7B Strategic Management**

<b>Good</b>	<b>Stable</b>
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### **Strengths**

- General relations between the authority and the police are said to be good, with bi-monthly meetings held alternately with the director and chair of the police authority . The authority has streamlined processes to maximise efficiency and effectiveness and has become an active member of more of the force's steering groups, such as H&S and training. The authority's involvement has become more intrusive. This good liaison is continued by members of the FCT regularly attending, and reporting to, the authority's various panels. The police authority strategic panel is attended by the Chief Constable, the DOF and the director of strategy and organisation.
- The police authority has demonstrated the will to positively challenge on areas of policy and has a number of members from minority groups in its complement. IAGs also critically assess aspects of policy and West Mercia has embarked on a project called Thinking Differently, where members of the public, especially those from minority groups, have been invited to come in and challenge the force on policy and procedural matters.
- The planning process is underpinned by management and project systems, including resourcing and impact assessments. These are cohesive and linked to the force's budgetary process. Coherent integration of planning cycles is in place and remains under frequent review. There is a planning cycle diary, which includes all critical dates. Visioning days, designed to assist with strategic planning and direction, are also included in the diary. Structural and administrative arrangements for both the force and the police authority are well resourced and project managed. This process has received favourable comment from HMIC during several inspections.
- Not only has the constabulary recently retained its accreditation under liP, but it has also been reaccredited with Chartermark status. Both these awards have been the result of considerable effort from a range of strategic and managerial grades, indicating the ability of the FCT to achieve buy-in from key staff.
- The Chief Constable has commissioned work, which is now ongoing within West Mercia, that has particular relevance to the Bichard inquiry, including a project on the implementation of NSPIS case and custody (CJSD and IT systems project manager), and a project on internal vetting practice (ACPO staff officer). Work is being undertaken by the information compliance unit within the PSD with regard to a record management strategy and policy.
- The constabulary is well placed, in terms of both resource and change management expertise, to implement the police reform agenda. Staff within the organisational development unit manage major change, including the reform agenda, as specific programmes and projects.
- The constabulary has produced detailed strategic and tactical assessments under the NIM, the principles of which have been used as a business model to steer and inform organisational strategic management.
- There is clear evidence of comprehensive internal consultation, with dissemination

of decisions following the six-monthly review of the constabulary control strategy (levels 1 and 2). Members of the FCT present this information to all BCU and department heads at the constabulary strategy group. The process includes a review of the previous control priorities, identifying the new priorities as well as identified intelligence gaps, and takes account of constabulary business priorities, such as OBJT, diversity, PDR completion, sickness and local resolutions for complaints.

- The strategic diversity group is considered a useful forum by all staff support groups, the key factor here being that the Chief Constable is present and accessible at each meeting.

### **Areas for Improvement**

- Concerns have become apparent between the police authority and the constabulary in respect of the 'tie-in' between issues such as estates strategy and budgetary management. These have featured recently in relation to the acquisition and management of two capital projects and have caused some members to question aspects of financial management and information management. The Chief Constable was addressing the issue as a matter of priority at the time of the assessment.
- Other concerns, which have been voiced in earlier assessments, relate to openness and timeliness of information provision. The authority has indicated that, while there is general satisfaction with the planning process, it could start earlier, thus affording more time for consultation. The recent BVR of the police authority has, however, resulted in the planning and budget process being aligned to new police authority panel timetables.
- The organisational development unit's scanning, which informs the corporate strategic intelligence assessment, could be broadened to include factors such as local area agreements, legislation such as the Children's Bill, and partner agency agendas. Factors that may cause opportunities or threats could be identified and evaluated prior to 'sign-up' with partners where funding may be an issue.

## 7C Performance Management and Continuous Improvement

Excellent
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Stable
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### Strengths

- The dramatic enhancements in performance over many key areas, not least in detection and reduction, have been achieved through effective leadership at all levels, commencing with the Chief Constable, through the relevant ACPO. This leadership has achieved 'buy-in' from BCU commanders and department heads through to staff at the front line, where performance management processes are being replicated to good effect.
- The importance of achieving performance targets is driven by the Chief Constable through the PG, an arena where performance is monitored through relentless follow-up, which is proving increasingly effective at holding BCU commanders and other senior staff to account for performance, but is also where success is celebrated. Officers and staff who have been nominated for awards for their contribution to improved performance, which includes areas such as neighbourhood policing and community engagement, are invited to witness the PG meeting and are then presented with certificates/awards at the conclusion of the meeting. Following each PG meeting, a hot debrief is held with chief officers and the results communicated to relevant personnel.
- The four critical success factors of the monthly PG process are the accurate and timely provision of information and intelligence, effective tactics, rapid deployment, and relentless follow-up and assessment. This philosophy permeates through the organisation, as does the drilling down of the performance focus on constabulary priorities, from the corporate level down to individuals identified through monitoring carried out on BCUs and departments.
- The Chief Constable has set as his key principles performance focus, integrity, quality people and embracing diversity. The link between integrity and performance is seen as key, and this message is being reinforced within the force. NCRS and other audits have confirmed that the data for crime recording and detection is accurate.
- The style of the quarterly review process, conducted under the lead of the ACC TO, has been amended so that it complements the HMIC BCU inspections, examining crucial issues such as leadership, the NIM and DNA processes. As a result of the early notice afforded by the quarterly review process and the PG, serious underperformance is a rare occurrence and can be quickly addressed.
- There is clear evidence that the constabulary has successfully embedded PDRs into performance as well as into personal and professional development. One means by which this has been achieved is by linking PDRs to an individual's performance and productivity through payments, such as competency related threshold payments (CRTP) and special priority payment, and the promotion and transfer processes.
- At BCU and department levels, superintendents (operations) or equivalent police staff are identified as PDR champions. BCU command teams review and identify key issues and complete implementation plans. All priorities for staff are based on

the force's four key principles and are assessed to ensure that objectives are SMART and properly linked to team performance. Individual team managers (inspectors and equivalents) report on progress at monthly management meetings where good performance is recognised, as is underperformance and, if necessary, action plans agreed. PDR 3 forms, which identify training and development requirements, are also completed as required. Through the electronic IT PDR system, officers are able to submit evidence relating to their peers and supervisors for inclusion with their PDR level 2 evidence. This can be for good performance or for identifying areas of concern and training needs.

- Performance information is available through newly adopted NMIS IT solutions, which went live during 2004. This information is refreshed overnight and NMIS users can refresh reports when they start work to review the previous day's activity. West Mercia has also recently purchased a corporate licence for a geographical intelligence system mapping system and is working with the supplier to link this to NMIS and intelligence systems data, as well as geo-demographic data.
- West Mercia is also actively looking at balanced scorecard or dashboard products to enable timely and accurate business inputs to be presented in a variety of impactful ways. Performance reports published on the intranet are refreshed each Sunday to provide weekly comparisons.
- The authority is fully engaged in the BVR process and there is evidence that it is able to influence the outcome of reviews, for example the BVR of front counters. The BVR process has been effectively refined following HMIC's and the auditors' recommendations.
- Some BVRs have led to significant changes and improvements, most noticeably the comprehensive review of territorial policing, which tackled some large issues, especially around coterminosity with local government boundaries, and influenced restructuring where appropriate.

### **Areas for Improvement**

- Performance management has developed significantly across West Mercia, resulting in step-change improvements across the board. During the baseline assessment, concerns were raised regarding the perceived pressure being placed on individuals to perform against targets. While one of the four key principles is performance focus, another is that of integrity. Concerns have been aired that the focus should not dwell on performance over integrity and that clear messages should be given over the need for integrity over performance. While HMIC is satisfied this message is being broadcast, there may be scope to focus more on aspects of quality and integrity.
- While there has been evidence of some robust monitoring of PDR compliance, there appears to be no corporate method of recording and monitoring PDRs across the force. The electronic PDR system has identified some early learning issues around the quantity of supporting data and evidence expected from supervisors, which is required for a level 2 grading. This appears to be a force training issue, both around IT and supervisory training.
- West Mercia has developed a lean inspectorate function which, though effective

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under current terms, may need to be bolstered to cater for the developing self-audit and compliance work likely to emanate from various sources, notably the Home Office and NCPE.

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**Appendix 1: Performance Tables**

<b>1A: Fairness and Equality</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of victims of racist incidents very/completely satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	56.5%	N/A	50.0%	2 out of 6	48.6%	11 out of 37
% of victims of racist incidents satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	73.9%	N/A	71.6%	3 out of 6	71.5%	17 out of 37
% of white users very/completely satisfied with respect to the overall service provided <b>(SPI 3b)</b>	N/A	61.4%	N/A	59.6%	3 out of 6	56.8%	12 out of 37
% of users from BME groups very/completely satisfied with respect to the overall service provided <b>(SPI 3b)</b>	N/A	51.7%	N/A	47.8%	3 out of 6	44.1%	14 out of 37
Difference between very/completely satisfied rates <b>(SPI 3b)</b>	N/A	9.7 pts	N/A	11.7 pts	N/A	12.7 pts	N/A
% of white users satisfied with respect to the overall service provided <b>(SPI 3b)</b>	N/A	80.8%	N/A	79.4%	2 out of 6	78.0%	12 out of 37
% of users from BME groups satisfied with respect to the overall service provided <b>(SPI 3b)</b>	N/A	79.2%	N/A	72.9%	2 out of 6	71.2%	6 out of 37
Difference between satisfied rates <b>(SPI 3b)</b>	N/A	1.65 pts	N/A	6.43 pts	N/A	6.8 pts	N/A
% of PACE stop/searches of white persons which lead to arrest <b>(SPI 3c)</b>	N/A	*	N/A	*	N/A	*	N/A
% of PACE stop/searches of persons from BME groups which lead to arrest <b>(SPI 3c)</b>	N/A	*	N/A	*	N/A	*	N/A
Difference between PACE arrest rates <b>(SPI 3c)</b>	N/A	*	N/A	*	N/A	*	N/A
% detected violence against the person offences for victims from BME groups <b>(SPI 3d)</b>	N/A	43.4%	N/A	34.2%	1 out of 5	24.7%	7 out of 34
% detected violence against the person offences for white victims <b>(SPI 3d)</b>	N/A	44.7%	N/A	39.5%	2 out of 5	34.6%	7 out of 34
Difference in violence against the person detection rates. <b>(SPI 3d)</b>	N/A	1.277 pts	N/A	5.25 pts	N/A	9.9 pts	N/A
Difference between PACE stop/searches per 1,000 white and per BME population	N/A	*	N/A	*	N/A	*	N/A
Racially or religiously aggravated offences per 1000 population	0.57	0.52	-9.6 %	0.43	N/A	0.70	N/A
% detected racially or religiously aggravated offences	48.7%	60.6%	11.9 Pts	46.6%	1 out of 8	36.4%	2 out of 43

<b>1B: Neighbourhood Policing and Community Engagement</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of people who think that their local police do a good job <b>(SPI 2a)</b>	N/A	48.4%	N/A	49.8%	4 out of 8	48.6%	20 out of 42

\* This data was not available at time of publication

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<b>1C: Customer Service and Accessibility</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to making contact with the police <b>(SPI 1a)</b>	N/A	70.4%	N/A	67.0%	2 out of 6	65.9%	15 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to action taken by the police <b>(SPI 1b)</b>	N/A	61.2%	N/A	58.0%	3 out of 6	54.9%	10 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to being kept informed of progress <b>(SPI 1c)</b>	N/A	43.1%	N/A	42.3%	3 out of 6	38.8%	14 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to their treatment by staff <b>(SPI 1d)</b>	N/A	73.7%	N/A	70.5%	2 out of 6	69.5%	13 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to the overall service provided <b>(SPI 1e)</b>	N/A	61.0%	N/A	59.1%	3 out of 6	55.6%	11 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to making contact with the police <b>(SPI 1a)</b>	N/A	88.7%	N/A	87.4%	2 out of 6	87.8%	19 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to action taken by the police <b>(SPI 1b)</b>	N/A	78.3%	N/A	77.3%	2 out of 6	75.4%	15 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to being kept informed of progress <b>(SPI 1c)</b>	N/A	60.7%	N/A	61.1%	3 out of 6	58.5%	17 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to their treatment by staff <b>(SPI 1d)</b>	N/A	88.8%	N/A	88.0%	3 out of 6	87.8%	17 out of 37
% of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to the overall service provided <b>(SPI 1e)</b>	N/A	80.7%	N/A	79.0%	2 out of 6	77.3%	12 out of 37
% of people who think that their local police do good job <b>(SPI 2a)</b>	N/A	48.4%	N/A	49.8%	4 out of 8	48.6%	20 out of 42
% of victims of racist incidents very/completely satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	56.5%	N/A	50.0%	2 out of 6	48.6%	11 out of 37
% of victims of racist incidents satisfied with respect to the overall service provided <b>(SPI 3a)</b>	N/A	73.9%	N/A	71.6%	3 out of 6	71.5%	17 out of 37
% of PA buildings open to the public which are suitable for and accessible to disabled people	38.3%	49.2%	10.8 Pts	72.2%	6 out of 7	76.9%	28 out of 38

\* This data was not available at time of publication

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<b>2A: Reducing Hate Crime and Crimes Against Vulnerable Victims</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of domestic violence incidents with a power of arrest where an arrest was made related to the incident <b>(SPI 8a)</b>	N/A	*	N/A	77.7%	N/A	55.7%	N/A
% of partner-on-partner violence <b>(SPI 8b)</b>	N/A	*	N/A	70.0%	N/A	74.1%	N/A
Racially or religiously aggravated offences per 1000 population	0.57	0.52	-9.6 %	0.43	N/A	0.70	N/A
% detected racially or religiously aggravated offences	48.7%	60.6%	11.9 Pts	46.6%	1 out of 8	36.4%	2 out of 43

<b>2B: Volume Crime Reduction</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% risk of an adult being a victim once or more in the previous 12 months of a personal crime (excluding sexual offences) <b>(SPI 4a)</b>	6.3%	4.3%	-2 Pts	5.3%	1 out of 8	5.3%	15 out of 42
% risk of a household being victim once or more in the previous 12 months of a household crime <b>(SPI 4b)</b>	16.8%	13.7%	-3.2 Pts	17.0%	2 out of 8	17.9%	7 out of 42
Domestic Burglary per 1,000 households <b>(SPI 5a)</b>	12.12	9.78	-19.2 %	8.98	5 out of 8	14.40	15 out of 43
Violent crime per 1,000 population <b>(SPI 5b)</b>	20.04	16.92	-15.6 %	16.65	4 out of 8	22.44	8 out of 42
Robberies per 1,000 population <b>(SPI 5c)</b>	0.59	0.45	-22.9 %	0.51	5 out of 8	1.68	13 out of 42
Vehicle crime per 1,000 population <b>(SPI 5d)</b>	10.34	9.33	-9.8 %	9.85	5 out of 8	13.99	12 out of 42
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.39	0.38	-3.1 %	0.35	5 out of 8	0.61	17 out of 42
Total recorded crime per 1000 population	91.12	81.02	-11.1 %	83.71	3 out of 8	105.37	7 out of 42
Violent Crime committed by a stranger per 1,000 population	2.02	2.14	5.8 %	3.18	1 out of 6	9.87	2 out of 34
Violent Crime committed in a public place per 1,000 population	2.69	3.25	20.6 %	6.13	1 out of 6	13.86	2 out of 34
Violent Crime committed under the influence of intoxicating substances per 1,000 population	1.69	1.97	16.7 %	2.95	3 out of 6	4.16	7 out of 32
Violent crime committed in connection with licensed premises per 1,000 population	0.73	0.67	-8.1 %	0.95	2 out of 6	1.44	5 out of 32
% of domestic burglaries where the property has been burgled in the previous 12 months	N/A	7.6%	N/A	5.9%	6 out of 7	8.3%	21 out of 37

\* This data was not available at time of publication

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<b>2C: Working with Partners to Reduce Crime</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% risk of an adult being a victim once or more in the previous 12 months of a personal crime (excluding sexual offences) <b>(SPI 4a)</b>	6.3%	4.3%	-2 Pts	5.3%	1 out of 8	5.3%	15 out of 42
% risk of a household being victim once or more in the previous 12 months of a household crime <b>(SPI 4b)</b>	16.8%	13.7%	-3.2 Pts	17.0%	2 out of 8	17.9%	7 out of 42
Domestic Burglary per 1,000 households <b>(SPI 5a)</b>	12.12	9.78	-19.2 %	8.98	5 out of 8	14.40	15 out of 43
Violent crime per 1,000 population <b>(SPI 5b)</b>	20.04	16.92	-15.6 %	16.65	4 out of 8	22.44	8 out of 42
Robberies per 1,000 population <b>(SPI 5c)</b>	0.59	0.45	-22.9 %	0.51	5 out of 8	1.68	13 out of 42
Vehicle crime per 1,000 population <b>(SPI 5d)</b>	10.34	9.33	-9.8 %	9.85	5 out of 8	13.99	12 out of 42
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.39	0.38	-3.1 %	0.35	5 out of 8	0.61	17 out of 42
Total recorded crime per 1000 population	91.12	81.02	-11.1 %	83.71	3 out of 8	105.37	7 out of 42

<b>3A: Investigating Major and Serious Crime</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.39	0.38	-3.1 %	0.35	5 out of 8	0.61	17 out of 42
Number of abductions per 10,000 population	0.	0.	0 %	0.011	2= out of 8	0.016	3= out of 42
% of abduction crimes detected	0.0%	0.0%	0 %	71.4%	N/A	34.9%	N/A
Number of attempted murders per 10,000 population	0.09	0.04	-50 %	0.09	3 out of 8	0.14	5 out of 42
% of attempted murder crimes detected	90.0%	100.0%	10 Pts	80.4%	2= out of 8	72.7%	7= out of 43
Number of blackmail per 10,000 population	0.179	0.24	33.3 %	0.15	8 out of 8	0.28	34 out of 42
% of blackmail crimes detected	52.4%	25.0%	-27.4 Pts	28.0%	5 out of 8	26.2%	28 out of 43
Number of kidnappings per 10,000 population	0.409	0.52	27.1 %	0.35	8 out of 8	0.53	34 out of 42
% of kidnapping crimes detected	66.7%	50.8%	-15.8 Pts	51.2%	5 out of 8	44.3%	22 out of 43
Number of manslaughters per 10,000 population	0.034	0.043	25 %	0.027	7 out of 8	0.025	35 out of 42
% of manslaughter crimes detected	50.0%	60.0%	10 Pts	76.5%	4 out of 8	119.2%	24= out of 43
Number of murders per 10,000 population	0.119	0.06	-50 %	0.061	4 out of 8	0.138	9 out of 42
% of murder crimes detected	92.9%	100.0%	7.1 Pts	100.0%	3= out of 8	94.5%	13= out of 43
Number of rapes per 10,000 population	1.93	1.82	-5.3 %	2.25	N/A	2.65	N/A
% of rape crimes detected	34.5%	31.3%	-3.2 Pts	26.1%	3 out of 8	29.5%	14 out of 43

\* This data was not available at time of publication

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<b>3B: Tackling Level 2 Criminality</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Violent crime per 1,000 population <b>(SPI 5b)</b>	20.04	16.92	-15.6 %	16.65	4 out of 8	22.44	8 out of 42
Life threatening crime and gun crime per 1,000 population <b>(SPI 5e)</b>	0.39	0.38	-3.1 %	0.35	5 out of 8	0.61	17 out of 42
Number of Class A drug supply offences brought to justice per 10,000 population <b>(SPI 6c)</b>	0.21	0.22	3.5 %	0.20	N/A	0.25	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to cocaine <b>(SPI 6c)</b>	15.2%	9.0%	-40.5 %	26.2%	N/A	21.9%	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to heroin <b>(SPI 6c)</b>	52.2%	64.7%	23.8 %	39.6%	N/A	43.7%	N/A
Number of joint operations between the force and NCS	*	*	*	*	N/A	3.94	N/A
Number of joint operations between the force and Revenue and Customs	*	2	*	1.3	N/A	6.78	N/A
No. of confiscation orders	44	42	-4.5 %	9.7	N/A	43.16	N/A
Total value of confiscation orders	£846,109	£1,007,227	19 %	£318,197	N/A	£1,179,340	N/A
No. of forfeiture orders	8	12	50 %	3.8	N/A	18.21	N/A
Forfeiture value	£3,213	£2,646	-17.6 %	£2,715	N/A	£79,822	N/A
Trafficking in controlled drugs per 1000 population	0.39	0.34	-13.2 %	0.34	6 out of 8	0.45	20 out of 42
% detected trafficking in controlled drugs offences	90.7%	98.5%	7.8 Pts	89.7%	2 out of 8	91.7%	7 out of 43

<b>3C: Investigating Hate Crime and Crime Against Vulnerable Victims</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of domestic violence incidents with a power of arrest where an arrest was made related to the incident <b>(SPI 8a)</b>	N/A	*	N/A	77.7%	N/A	55.7%	N/A
% of partner-on-partner violence <b>(SPI 8b)</b>	N/A	*	N/A	70.0%	N/A	74.1%	N/A
Racially or religiously aggravated offences per 1000 population	0.57	0.52	-9.6 %	0.43	N/A	0.7	N/A
% detected racially or religiously aggravated offences	48.7%	60.6%	11.9 Pts	46.6%	1 out of 8	36.4%	2 out of 43

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<b>3D: Volume Crime Investigation</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% detected of vehicle crimes <b>(SPI 7e)</b>	12.3%	16.1%	3.9 Pts	13.5%	2 out of 8	10.1%	7 out of 43
% detected of violent crime <b>(SPI 7c)</b>	64.0%	68.0%	4 Pts	57.7%	1 out of 8	49.5%	4 out of 43
% detected of domestic burglaries <b>(SPI 7b)</b>	19.4%	25.5%	6.2 Pts	22.6%	3 out of 8	15.9%	7 out of 43
% detected of robberies <b>(SPI 7d)</b>	31.3%	40.5%	9.1 Pts	26.7%	1 out of 8	19.9%	2 out of 43
% of notifiable/recorded offences resulting in a charge, summons, caution or taken into consideration at court <b>(SPI 7a)</b>	21.2%	27.9%	6.7 Pts	22.7%	1 out of 8	21.4%	4 out of 43
% total crime detected	31.3%	33.6%	2.3 Pts	28.0%	1 out of 8	25.7%	7 out of 43
% sanction detected of vehicle crimes	11.4%	15.5%	4.1 Pts	12.4%	2 out of 8	9.3%	7 out of 43
% sanction detected of violent crime	32.2%	47.6%	15.4 Pts	38.9%	2 out of 8	34.3%	4 out of 43
% sanction detected of domestic burglaries	17.6%	23.6%	5.9 Pts	19.5%	2 out of 8	14.3%	6 out of 43
% sanction detected of robberies	26.7%	37.1%	10.4 Pts	24.5%	1 out of 8	17.2%	2 out of 43
% detected racially or religiously aggravated offences	48.7%	60.6%	11.9 Pts	46.6%	1 out of 8	36.4%	2 out of 43
Number of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6a)</b>	22069	24798	12.4 %	14721	N/A	27381	N/A
% of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6b)</b>	21.0%	26.1%	5.1 Pts	22.7%	3 out of 8	20.7%	9 out of 42
Number of Class A drug supply offences brought to justice per 10,000 population <b>(SPI 6c)</b>	0.21	0.22	3.5 %	0.20	N/A	0.25	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to cocaine <b>(SPI 6c)</b>	15.2%	9.0%	-40.5 %	26.2%	N/A	21.9%	N/A
% of all Class A drug supply offences resulting in a caution or conviction that relate to heroin <b>(SPI 6c)</b>	52.2%	64.7%	23.8 %	39.6%	N/A	43.7%	N/A

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<b>3E: Forensic Management</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Burglary Dwelling - % scenes examined	87.0%	92.8%	5.8 Pts	89.9%	4 out of 8	85.4%	13 out of 42
Theft of motor vehicle (MV) - % scenes examined	53.0%	59.0%	6 Pts	51.2%	3 out of 8	40.1%	9 out of 42
% fingerprint recovery from burglary dwelling scenes examined	38.0%	32.7%	-5.3 Pts	36.7%	7 out of 8	32.1%	28 out of 42
% fingerprint recovery from theft of MV scenes examined	71.0%	40.4%	-30.6 Pts	48.9%	8 out of 8	48.9%	32 out of 42
% DNA recovery from burglary scenes examined	5.0%	6.7%	1.7 Pts	10.2%	8 out of 8	8.2%	33 out of 42
% DNA recovery from theft of MV scenes examined	20.0%	14.9%	-5.1 Pts	22.3%	8 out of 8	20.1%	34 out of 42
% fingerprint idents from recovery at burglary dwelling scenes	14.0%	17.9%	3.9 Pts	17.4%	5 out of 8	16.8%	21 out of 42
% DNA matches from recovery at burglary dwelling scenes	*	31.6%	N/A	33.1%	4 out of 8	35.5%	28 out of 42
% DNA matches from recovery at theft of MV scenes	*	24.7%	N/A	34.8%	7 out of 8	38.3%	35 out of 42
% fingerprint idents from recovery at theft of MV scenes	13.0%	17.0%	4 Pts	27.4%	8 out of 8	27.9%	40 out of 42
% conversion of fingerprint idents to primary detections	47.0%	54.4%	7.4 Pts	50.8%	4 out of 8	45.3%	15 out of 41
% conversion of fingerprint idents to total detections (incl. secondary)	68.0%	82.6%	14.6 Pts	82.1%	4 out of 8	82.5%	21 out of 41
% DNA primary detections per match	19.0%	54.6%	35.6 Pts	52.9%	5 out of 8	49.5%	18 out of 42
% DNA total detections per match (incl. secondary)	27.0%	93.9%	66.9 Pts	83.6%	3 out of 8	88.7%	21 out of 42

<b>3F: Criminal Justice Processes</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Number of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6a)</b>	22069	24798	12.4 %	N/A	N/A	N/A	N/A
% of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court <b>(SPI 6b)</b>	21.0%	26.1%	5 Pts	22.7%	3 out of 8	20.7%	9 out of 42
% of arrest summons entered onto the PNC in one day (target 90%)	80.6%	80.2%	-0.4 Pts	83.4%	5= out of 8	82.0%	28 out of 43
% of court results entered onto the PNC in 10 days	44.8%	59.0%	14.2 Pts	56.0%	4= out of 8	54.5%	23 out of 43
Number of sanction detections	22,645	26,505	17 %	N/A	N/A	N/A	N/A
PYO's arrest to sentence within 71 day target (from COMPASS)	N/A	*	N/A	*	N/A	*	N/A
Prosecution Team performance measurement - using COMPASS data	N/A	*	N/A	*	N/A	*	N/A
Management and targeted execution of warrants (COMPASS)	N/A	*	N/A	*	N/A	*	N/A
Implementation of pre-charge advice and monitoring of 47(3) bail (COMPASS)	N/A	*	N/A	*	N/A	*	N/A

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4A: Reassurance							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
BCS Fear of Crime (% very worried about burglary) (SPI 10a)	9.6%	8.7%	-0.9 Pts	9.2%	4 out of 8	11.3%	13 out of 42
BCS Fear of Crime (% high levels of worry about vehicle crime) (SPI 10a)	12.1%	11.0%	-1.1 Pts	10.1%	6 out of 8	12.5%	19 out of 42
BCS Fear of Crime (% high levels of worry about violent crime) (SPI 10a)	13.4%	11.0%	-2.4 Pts	13.2%	3 out of 8	15.1%	11 out of 42
BCS Feeling of Public Safety (% high levels of perceived disorder) (SPI 10b)	12.2%	7.6%	-4.6 Pts	11.4%	2 out of 8	15.8%	3 out of 42
% of reported domestic violence incidents that involved victims of a reported domestic violence incident in the previous 12 months.	39.0%	50.9%	12 Pts	32.1%	7 out of 7	37.8%	31 out of 34
% of domestic burglaries where the property has been burgled in the previous 12 months	N/A	7.6%	N/A	5.9%	6 out of 7	8.3%	21 out of 37

4B: Reducing Anti-Social Behaviour and Promoting Public Safety							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
Number of RTCs resulting in death or serious personal injury per 100 million vehicle kilometres travelled (SPI 9a)	*	5.07	*	5.50	*	5.69	13 out of 35
Number of RTCs resulting in death or serious injury per 1,000 population	*	0.54	*	0.59	4 out of 8	0.51	23 out of 34

5A: Call Management							
Indicator	2003/4	2004/5	Change	MSF Ave 2004/5	MSF Rank 2004/5	National Ave 2004/5	National Rank 2004/5
The local target time for answering 999 calls (secs)	10.	10.	0 %	11.5	N/A	11.1	N/A
Number of calls answered within local target time	138,303	134,995	-2.4 %	N/A	N/A	N/A	N/A
% of 999 calls answered within locally set target time	93.0%	90.8%	-2.3 Pts	87.1%	3 out of 8	87.3%	19 out of 39

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<b>5B: Providing Specialist Operational Support</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Total number of operations involving the deployment of Authorised Firearms Officers where the issue of a firearm was authorised	197	162	-17.8 %	N/A	N/A	N/A	N/A
Number of operations where the officers have not commenced operations before being stood down	11	0	-100 %	N/A	N/A	N/A	N/A

<b>5C: Roads Policing: Annual indicators</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Number of RTCs resulting in death or serious personal injury per 100 million vehicle kilometres travelled ( <b>SPI 9a</b> )	N/A	5.07	N/A	*	3 out of 8	5.69	13 out of 35
Number of RTCs resulting in death or serious injury per 1,000 population	N/A	0.54	N/A	0.59	4 out of 8	0.51	23 out of 34

<b>6A: Human Resource Management</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
Number of working hours lost due to sickness by police officers ( <b>SPI 13a</b> )	82.00	87.84	7.1 %	87.62	5 out of 8	70.57	28 out of 37
Number of working hours lost due to sickness by police staff ( <b>SPI 13b</b> )	86.25	68.75	-20.3 %	66.69	5 out of 8	63.72	25 out of 37
Medical retirements per 1,000 police officers	4.23	4.62	9.3 %	4.35	5 out of 7	2.9	29 out of 39
Medical retirements per 1,000 police staff	N/A	5.15	N/A	3.39	7 out of 7	2.16	34 out of 39

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<b>6C: Race and Diversity</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of police recruits from BME groups <b>(SPI 12a)</b>	N/A	2.5%	N/A	1.0%	N/A	3.9%	N/A
% of people from BME groups in the economically active population of the force area <b>(SPI 12a)</b>	N/A	2.0%	N/A	2.5%	N/A	8.0%	N/A
Ratio of BME groups resigning to all officer resignations <b>(SPI 12b)</b> (White officers: visible minority ethnic officers)	N/A	1: 0	N/A	1: 1.43	1= out of 6	1: 1.47	1= out of 37
% of female officers compared to overall force strength <b>(SPI 12c)</b>	20.7%	21.5%	0.8 Pts	20.9%	3 out of 8	21.2%	18 out of 42
% of female police staff compared to total police staff	65.5%	65.4%	-0.1 Pts	61.7%	1 out of 8	62.3%	12 out of 42
% of white police officer applicants appointed	0.0%	37.7%	N/A	19.1%	N/A	26.9%	N/A
% of BME police officer applicants appointed	0.0%	25.0%	N/A	9.5%	N/A	24.0%	N/A
Difference in % of applicants appointed	0	12	N/A	9.6 pts	N/A	2.8 pts	N/A
% of female police officer applicants appointed	0.0%	27.0%	N/A	20.4%	N/A	29.1%	N/A
% of male police officer applicants appointed	0.0%	35.0%	N/A	17.1%	N/A	24.2%	N/A
Difference in % of applicants appointed	0	8.01	N/A	3.3 pts	N/A	4.9 pts	N/A
Difference between voluntary resignation rates of male and female officers	N/A	1: 1.83	N/A	1: 1.76	4 out of 7	1: 1.41	31 out of 39

<b>6D: Resource Management</b>							
<b>Indicator</b>	<b>2003/4</b>	<b>2004/5</b>	<b>Change</b>	<b>MSF Ave 2004/5</b>	<b>MSF Rank 2004/5</b>	<b>National Ave 2004/5</b>	<b>National Rank 2004/5</b>
% of police officer time available for frontline policing <b>(SPI 11a)</b>	N/A	*	N/A	*	N/A	*	N/A
% of time spent on frontline duties (including crime prevention activities) by all police officers and staff (including CSOs)	N/A	*	N/A	*	N/A	*	N/A
% of police officer time spent on visible patrol	N/A	*	N/A	*	N/A	*	N/A
% of police officers in operational posts	93.8%	93.1%	-0.8 Pts	91.2%	4 out of 8	88.2%	13 out of 41
Total spending per police officer	£65,331.19	£70,024.79	7.2 %	£71,087.36	N/A	£121,668.41	N/A
Total spending per 1,000 population	£131,692.00	£142,033.53	7.9 %	£141,913.51	N/A	£320,496.85	N/A

\* This data was not available at time of publication

## Appendix 2: Glossary of Terms and Abbreviations

ABC	activity based costing
ACC	assistant chief constable
ACD	automated call distribution
ACPO	Association of Chief Police Officers
AFIs	areas for improvement
ANPR	Automatic Number Plate Recognition
ARV	armed response vehicle
ASB	anti-social behaviour
ASBO	anti-social behaviour order
Balanced Scorecard	a measurement-based strategic management system which provides a method of aligning business activities to the strategy, and monitoring performance of strategic goals over time. A Kaplan R. S., & Norton P., <i>The Balanced Scorecard</i> (Harvard University Press) 1992
BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic
BVR	Best Value Review
CBRN	chemical, biological, radiological and nuclear
CCTV	closed circuit television
CDRP	Crime and Disorder Reduction Partnership
Centrex	the national police training organisation
CID	criminal investigation department
CIPFA	Chartered Institute of Public Finance and Accountancy

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CJ	criminal justice
CJSD	criminal justice support department
CMC	call management centre
COMPASS	a national information technology system for tracking, managing and recording caseload information
CPS	Crown Prosecution Service
CRASBO	Conviction Related Anti-Social Behaviour Order
CRIMES	crime recording information management enquiry system
CSI	crime scene investigator
CSO	community support officer
CTP	costed training plan
DCC	deputy chief constable
DDA	Disability Discrimination Act
DNA	deoxyribonucleic acid
DOF	director of finance
DSA	Diversity Screening Assessment
DV	domestic violence
FCT	force command team
FLO	family liaison officer
FS	forensic service
Gershon	Sir Peter Gershon's review for HM Treasury 'Releasing Resources for the Frontline: Independent Review of Public Sector Efficiency' July 2004 ISBN 1-84532-032-8
H&S	health and safety

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HMCE	HM Revenue and Customs
HMIC	Her Majesty's Inspectorate of Constabulary
HOLMES	Home Office Large Major Enquiry System
HR	human resource
IAG	independent advisory group
liP	Investors in People
IPF	Institute of Public Finance
IS/IT	information services / information technology
ISTD	information systems and technology department
KPIs	key performance indicators
Level 2 Criminality	criminal activity that takes place on a cross-boundary basis
LGBT	lesbian, gay, bisexual and transgender
LPSA	local public service agreement
MAPPA	multi-agency police protection arrangements
MCIT	major crime investigation team
MERGe	minority ethnic resource group
MSF	most similar force(s)
MV	motor vehicle
NAFIS	National Automated Fingerprint Identification System
NCIS	National Criminal Intelligence Service
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard

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NCS	National Crime Squad
NIM	National Intelligence Model
NSPIS	National Strategy for Police Information Systems
OBTJ	offenders brought to justice
PA	police authority
PACE	Police and Criminal Evidence Act
PAT	positive action team
PDR	performance development review
PG	performance group
PIER model	prevention, intelligence, enforcement, reassurance
PNC	Police National Computer
POCA	Proceeds of Crime Act 2004
PPAF	police performance assessment framework
PSD	professional standards department
PYO	persistent young offender
QA	quality assurance
RES	Race Equality Scheme
RTC	road traffic collision
Sanction Detections	offences that are detected by way of charge, summons, caution, fixed penalty for disorder or offences admitted on a signed 'taken into consideration' schedule
SGC	specific grading criteria
SIO	senior investigating officer

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SMART	specific, measurable, achievable, realistic, timely
SO	specialist operations
SPI	statutory performance indicators (SPIs) are used to monitor key aspects of police performance and form a critical component of performance assessments. SPIs are set each year following consultation with partners in line with powers under the Local Government Act 1999. SPIs are also known as 'best value performance indicators'
TCG	tasking and co-ordination group
TO	territorial operations
ViSOR	Violent and Sex Offenders Register
Volume Crime	not a technical term but normally refers to high incidence vehicle crime, burglary and in some areas robbery
VSS	Victim Support Scheme