

Her Majesty's Inspectorate of Constabulary



**HMIC Inspection Report**  
**West Midlands Police**  
**Neighbourhood Policing**  
**Developing Citizen Focus Policing**

**September 2008**



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## Introduction to HMIC Inspections

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

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

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

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

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

## HMIC Business Plan for 2008/09

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

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

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

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

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

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

## **Programmed Frameworks**

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

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

## **Neighbourhood Policing**

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

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

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

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

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

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

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

### **Developing Citizen Focus Policing**

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

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

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

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

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

## Statutory Performance Indicators and Key Diagnostic Indicators

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

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

### Neighbourhood Policing

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

### Developing Citizen Focus Policing

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

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

## Developing Practice

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

## The Grading Process

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

### Meeting the standard

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

### Force Overview and Context

- Basic command units (BCUs)/operational command units (OCUs) – 21.
- Neighbourhood Policing teams (NPTs) – 224.
- Officers dedicated to Neighbourhood Policing – 1,658.
- PCSOs dedicated to Neighbourhood Policing – 751.
- Membership of seven crime and disorder reduction partnerships which cover the force area.

### Geographical Description of Force Area

West Midlands Police (WMP) is the second largest police force in the country (in terms of police officer establishment) after the Metropolitan Police Service. It covers an area of 348 square miles and serves a population of almost 2.6 million people (1,049,186 households). The force area sits at the very heart of the country and covers the three major cities of Birmingham, Coventry and Wolverhampton as well as the busy and thriving districts of Sandwell, Walsall, Solihull and Dudley. The majority of the area is densely populated but there are some rural areas around Solihull. The region's economy, once heavily dependent on traditional manufacturing, is now diverse, with a wide range of industries and business services. Many of its heavy industries date back to the Industrial Revolution. However, areas of economic prosperity contrast with areas of local economic decline. In recent years, the area has seen the development of commercial and shopping areas, complemented by a wide range of leisure amenities such as the National Exhibition Centre, National Indoor Arena, theatres, art galleries, many large conference facilities and thriving social facilities. West Midlands hosts two Premiership football teams as well as four Football League clubs.

The force is divided into 21 OCUs with call handling, public protection and criminal justice capability, each headed by a chief superintendent who is responsible for the overall policing and management of the area.

The 21 OCUs are divided into 297 neighbourhoods, each policed by a dedicated neighbourhood team consisting of police officers, PCSOs and special constables.

Neighbourhood Policing was introduced to provide people who live or work in a neighbourhood with:

- access – to local policing services through a named point of contact;
- influence – over policing priorities in their neighbourhood;
- interventions – joint action with partners and the public; and
- answers – sustainable solutions and feedback on what is being done.

In return, the NPTs identify local issues that make people feel unsafe in their neighbourhoods and seek opportunities to work with the local communities and local partner agencies to identify and implement practical long-term solutions that are specific to the neighbourhoods.

The force has a highly devolved policing style, where Neighbourhood Policing is supported by a range of force-wide specialist teams, including crime support, operations and force communication and intelligence services.

## Demographic Description of Force Area

The population of the West Midlands is very diverse. At approximately 18%, the percentage of the population from black and minority ethnic (BME) groups is significantly above the national average, and 10% of the population was born outside the UK. Average earnings and house prices for the region are lower than the national averages; unemployment in the area ranges from 9.3% in Sandwell to 4.4% in Solihull.

## Strategic Priorities

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

The force vision is to 'reduce crime and disorder and make our communities feel safer'. The strategic plan states the following priorities:

- To protect our communities from serious harm.
- To protect our communities from serious acquisitive crime.
- To protect our communities from the threat of terrorism.
- To tackle vulnerability.
- To manage offenders effectively.
- To improve trust and confidence.
- To create additional capacity and capability for operational delivery.

## Force Performance Overview

### **Force development since 2007 inspections**

The force has an impressive performance regime, which drives quantitative performance against targets and captures qualitative analysis through survey activity.

Force performance has been assisted by the performance support group, which operates within a process that identifies BCUs to be supported through performance improvement work. This process identifies areas for improvement and, where necessary, introduces or improves processes in the areas concerned. The force is widely regarded as a beacon force in respect of performance management and in January 2008 organised a conference 'Staying ahead of the game' which was attended by 160 delegates from 36 police forces, 14 police authorities and other outside organisations.

The force was graded as 'Exceeding the Standard' for Major Crime, and was recognised as having a deserved reputation for high performance and innovation.

Last year, the force was graded Fair overall for protecting vulnerable people and, as a consequence, has created dedicated BCU-based public protection units that investigate and

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manage child abuse, domestic abuse, sex offender management, vulnerable adults and missing persons.

The force has continued to improve performance during 2007/08, achieving an 11% reduction in all crime from the previous year. It has also achieved a sanction detection rate of 26.5% for 2007/08 and is currently at 26.6%.

## Neighbourhood Policing

<b>2007/08 Neighbourhood Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

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

### Neighbourhoods are appropriately staffed (coverage).

#### Summary statement

**The force is deploying, across all its OCUs, the right people in the right place at the right times to ensure its neighbourhoods are appropriately staffed.**

#### Strengths

- WMP comprises 21 OCUs, each of which is divided into sectors; each sector is divided into a number of neighbourhoods. Each sector is led by an inspector and each neighbourhood is led by a sergeant. Some sergeants lead more than one neighbourhood, particularly in areas with comparatively lower levels of demand.
- The force has identified 54 sectors and 224 neighbourhoods and NPTs. Neighbourhoods have clearly defined boundaries, which were determined by factors including consultation with the community and partners and an assessment of demand.
- A number of OCUs have reviewed neighbourhood boundaries, resulting in some changes being made. Examples include Dudley, Wolverhampton and Solihull, where neighbourhoods have been reviewed following changes to ward boundaries. Partnership, community and locally elected members were consulted as part of the review process.
- Following consultation with local communities, a number of neighbourhood boundaries have been identified that are not coterminous with local authority ward boundaries. For example, a housing estate in Sandwell is viewed as a 'neighbourhood', even though it covers two ward areas. There are a number of examples of local authority ward boundaries being realigned by the local authority to match Neighbourhood Policing areas.
- WMP has decided that, as a minimum, a sergeant is the named contact for a neighbourhood. All neighbourhoods have an identified sergeant, supported by police officers and PCSOs. The actual number of police constables (PCs) and PCSOs is determined at OCU level to reflect the needs of each neighbourhood. There are 1,658 police officers, 751 PCSOs and 722 special constables forming NPTs across the force. Some teams cover more than one neighbourhood and the percentage of police officers dedicated to Neighbourhood Policing varies across OCUs from 17%

to 39%, compared with a force average of 24%, a national average of 20% and an MSF average of 17%.

- An appropriate number of sergeants and inspectors are dedicated to NPTs. There are 201 sergeants and 54 inspectors. This equates to a ratio of one sergeant to every eight police officers and four PCSOs. Some £471,000 from the force's neighbourhood contingency fund has been used to fund acting sergeant posts, either on NPTs or to backfill other posts vacated by sergeants who have moved to NPTs.
- Each OCU has a communication and reassurance officer (CRO) responsible for managing press and public relations issues on a local basis. The posts were initiated in 2005 to support the implementation of Neighbourhood Policing. The CRO is responsible for providing up-to-date information on Neighbourhood Policing websites to the corporate press and public relations department, which is responsible for updating the website. It is intended that CROs will be able to update their own OCUs' Neighbourhood Policing websites following the force-wide enhancement of the website. A corporate database is maintained recording the content of all updates submitted by OCUs to the corporate press and public relations department for amendments to neighbourhood websites; updates are provided to the NPT programme board so that any OCU which has not updated its website recently can be reminded of the need to do so. This should ensure that members of the public can access up-to-date information on the force website.
- The number of staff for each NPT is determined at OCU level, which provides the flexibility for OCU commanders to deploy staff in response to local priorities and to reflect demand. A comprehensive assessment of demand was completed at the time Neighbourhood Policing was implemented and was used to decide the number of NPT staff deployed. This has been refreshed at OCU level.
- Staff are appointed to NPTs following a competitive selection process. Successful candidates are selected on criteria including their skills profile and experience. There are examples of NPT staff being deployed to particular NPTs due to particular skills, for example an officer fluent in Urdu working in a community where Urdu is widely spoken.
- A clear emphasis has been placed on the importance of Neighbourhood Policing and this is reflected in promotion and selection processes, where candidates are required to evidence their personal contribution. Appointment to sergeant and inspector posts in NPTs is viewed by officers seeking promotion as a desirable career pathway.
- Analysis has been completed of the relationship between the percentage of staff dedicated to NPTs in each OCU and the outcomes resulting from their deployment, including reductions in the number of recorded incidents and crime and increased levels of confidence and satisfaction. This data suggests that a correlation does exist between investment in Neighbourhood Policing and improved performance. For example, an inner-city OCU with comparatively high levels of social deprivation, a category B prison and a hospital with an accident and emergency department now has the lowest level of recorded crime in the force. This success is attributed to a significant investment in Neighbourhood Policing since 2003. The OCU has the highest percentage of staff, 39%, dedicated to NPTs compared with a force average of 24%.

- Training is provided to NPT staff at OCU level, with content based on a training needs analysis completed at the initial roll-out of Neighbourhood Policing. Some OCUs hold monthly development sessions for staff, including problem solving and joint seminars attended by partners. All NPTs are receiving dedicated problem-solving training in the use of the problem analysis triangle (PAT) and scanning, analysis, response and assessment (SARA) models, which are being delivered via the local professional development unit (PDU) managers.
- All staff have received training to use the affinity diagram interrelationship diagram (ADID), a problem-solving model developed by the force, which examines the interrelationship between identified factors that contribute to a particular problem, thereby leading to a more holistic approach to solving that problem.
- Recently appointed PCSOs complete a four-week training course at the force training school, while longer-serving officers receive OCU-based inputs to refresh their skills.
- An external consultant has been commissioned to deliver leadership and problem-solving training for NPT inspectors, sergeants and equivalent colleagues from all seven unitary authorities covered by the force. There were 12 training events held and each had 60 participants; 30 were police officers and 30 were partners. The need to deliver the same training for staff who have been appointed to these roles since the initial course is acknowledged and this training will be delivered by December 2008.
- Project lead surgeries are held on a quarterly basis, attended by the Neighbourhood Policing single point of contact (SPOC) and an NPT inspector representing each OCU. The surgeries include interactive workshops and training sessions, with learning and good practice updates cascaded by the SPOCs to NPT staff in each OCU.
- All force and OCU-level award ceremonies include recognition for police officers, PCSOs, police staff, special constables and members of the public who have made a significant contribution to Neighbourhood Policing. There are a number of examples of awards being made, including a 'team quality achiever' award to an NPT officer for effective partnership working and problem solving and commendations for commitment and dedication to Neighbourhood Policing.

## Work in progress

- The ACPO lead for Neighbourhood Policing has initiated a review of neighbourhoods and staffing levels to ensure that they are appropriate to meet the needs of local communities. The review was initiated as a result of concerns about whether the percentage of staff dedicated to NPTs by some OCUs was sufficient to deliver Neighbourhood Policing, as this varies across OCUs from 17% to 39%. The Neighbourhood Policing programme board will oversee the review. The NPIA *Embedding Neighbourhood Policing* report recommends that any future review of neighbourhood definitions and allocation of resources across 21 OCUs should include robust consultation with local communities and partner agencies. HMIC supports this recommendation.
- The Neighbourhood Policing website is being enhanced to include photographs of all NPT sergeants and name all PCs and PCSOs in each team.

- Although all OCUs have a budgeted post for a CRO, the force has identified an issue in retaining staff in these posts. Fourteen of the 21 postholders have left since the roles were implemented in 2005 and there are currently six OCUs which do not have a CRO in post. The force is reviewing what can be done to improve staff retention in these key roles.
- In response to the area for improvement identified in the 2007 HMIC inspection, chief officers have considered the need for an abstraction policy and identified that a potential consequence of a set abstraction target would be a reduction in the proportion of staff each OCU dedicated to Neighbourhood Policing. As a result, the Chief Constable has decided against a force abstraction policy; however, each OCU is encouraged to develop individual policies and to monitor abstractions at a local level.
- Neighbourhood profiles are being reviewed and further enhanced so that they contain the same datasets and include socio-economic and demographic data held on commercially available packages such as ACORN and MOSAIC. The force is working with Birmingham City Council to produce the profiles in an electronic format, so that they can be put onto the force's new CORVUS briefing system, making them accessible to relevant partners and easy to update. New profiles should be available by September 2008 and a series of themed collection plans will follow under the corporate objective of Neighbourhood Policing – *Getting to know you better*.
- Rich picture intelligence has identified OCUs with a higher level of threat from terrorism, where safety and partnerships officers will be deployed. Neighbourhoods with a higher level of threat from terrorism have a SPOC for counter-terrorism issues embedded in the team.
- Eight priority neighbourhoods will have additional staff allocated and will develop new ways of delivering Neighbourhood Policing. This work will be completed by 2010.
- It is acknowledged that the role of NPTs is not fully understood by all other staff, particularly Neighbourhood Policing support teams, resulting in the development of the *Joining the Dots* programme, which seeks to better integrate the roles of the control room with NPTs and support teams.
- The Chief Constable has introduced a new award to recognise quality in Neighbourhood Policing. The award has no rigid constraints to ensure that anyone who has made a significant contribution to Neighbourhood Policing can be nominated. The criteria for this award will be finalised by June 2008.

## Areas for improvement

- The absence of a force abstraction policy has resulted in the development of a range of different staffing practices and limited ability to monitor the impact of abstractions on NPTs. Some OCUs deploy all NPT staff on the same rest day, which leads to their neighbourhoods having no dedicated NPT coverage for up to three days at a time. During this period, coverage is provided by either 24-hour Neighbourhood Policing support teams or dedicated NPTs from a different neighbourhood. Other examples include police officers on NPTs filling vacancies on support teams and the abstraction of complete NPTs to police football matches. All officers contribute to the force's primary and secondary mobilisation response to critical incidents; therefore,

police officers on NPTs retain specialist skills, eg police support unit and search training which they had prior to appointment, which necessitates them being abstracted from their neighbourhoods. It is unclear how regularly staff are abstracted because of the use of or training for their specialisms.

- An OCU with 39% of its staff dedicated to NPTs has recently undertaken a self-inspection using the HMIC Going Local 3 (GL3) self-assessment methodology. The final report highlights: 'staffing levels on paper are very good – 1 & 10; however in reality it is 1 & 5'. This indicates that the true extent of abstractions is not known. These issues were also highlighted by the NPIA in its *Embedding Neighbourhood Policing* report completed in October 2007. As the issue has been highlighted by HMIC on two separate occasions and by the NPIA, the force should now implement a robust process to manage NPT abstractions.
- Activity analysis has identified that the amount of time spent by PCSOs on visible patrol and dealing with the community is 63% force-wide and ranges from 62% to 74% on OCUs. There is no target for the amount of time spent on visible patrol. The force should ensure that it has a robust, systematic approach to establishing and recording the amount of time spent on visible patrol by PCSOs.
- An unintended consequence of the importance attributed to Neighbourhood Policing in promotion and selection processes has been high turnover of staff, particularly at sergeant level. Two specific examples are: one NPT has had six different sergeants in less than four years and one OCU has identified two neighbourhood sergeant posts, both of which will be filled by acting sergeants on a four-month rotation. The force has chosen to have the NPT sergeant as the named point of contact and the lack of continuity undermines this approach. The frustration felt by staff and members of the public was clearly evident during the inspection. The force should review its approach to the selection, appointment and retention of NPT sergeants to ensure an effective balance between the needs of the organisation, the individual concerned and, most importantly, of the neighbourhoods they serve.
- Although the number of NPT sergeants is appropriate, there are examples of inappropriate ratios of sergeants to PCs and PCSOs. One example relates to two adjoining NPTs in the same sector. One NPT comprises one sergeant, 12 constables and four PCSOs; the other team comprises one sergeant, four PCs and two PCSOs. The force should review the ratio of sergeants to PCs and PCSOs on NPTs to ensure the effective and equitable supervision of NPTs.

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

#### **Summary statement**

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

#### **Strengths**

- NPTs engage with the community using a wide variety of engagement methods; the extent to which various methods are used varies between OCUs to reflect the needs

of particular neighbourhoods. While there is a strong emphasis on 'traditional evening meetings', a number of methods are used, including surgeries, post boxes, questionnaires and environmental visual audits. Meetings are held at a variety of different times and community locations to maximise attendance.

- All NPTs have an email address published on their webpage that members of the public can use to share information with their NPT.
- Local residents are involved in engagement; for example, in Handsworth Wood a Community Watch scheme has been developed. Neighbourhood Watch and Partners and Communities Together (PACT) meeting members, together with NPTs, complete street questionnaires to identify local priority issues. Citizen contact records are used by a number of NPTs, which complete door-to-door surveys to identify public expectations of the police.
- NPT staff engage with key individual network (KIN) members to identify local priorities and to provide feedback on results achieved. They also send an email to relevant KIN members to update them on significant events in the neighbourhood, so that they can provide informed information to people they have contact with. An example of the use of this system was to update KIN members following a recent fatal shooting. The information helped to dispel incorrect rumours and enhanced reassurance in a vulnerable community.
- The force has completed a comprehensive results analysis of community engagement through its KINs. The report makes inferences and recommendations about the strength of community engagement in those OCUs that provided information; very strong community engagement was identified in three and reasonable community engagement identified in a further three OCUs. Significant concerns were highlighted in a further eight OCUs; seven OCUs did not provide information and therefore there is no assessment of their community engagement. This information will be used to further enhance the effectiveness of KINs across the force.
- There are a number of examples of engagement with minority and new and emerging communities, such as with female members of Muslim communities, resulting in problem-solving activities specific to the needs of that community.
- A significant Somali community is identified as resident in the Digbeth and Highgate neighbourhood; this community was not represented in engagement meetings with the police and partner agencies. As a result, a consultant has been employed to provide training to NPTs on Somali communities and will test the subsequent impact of training on levels of engagement with the Somali community.
- A pan-Birmingham youth parliament has been established, and a number of schools councils are used to engage with young people. All KINS include a head teacher as a youth representative and there are a number of examples of police activity. One NPT is based at a community centre which accommodates the local youth club, while other NPTs have access to office facilities in schools. The King's Heath, E2 OCU has implemented a 'bridge the gap' initiative to reconcile the differences in perception that exist, given concerns that anti-social behaviour (ASB) was caused by young people. A PACT meeting attended by over 80 residents was instrumental in reconciling these different perceptions. As a result, a dispersal order in force for that

area was not renewed and funding was secured from the local delivery board to establish a youth club.

- *Inner City Boxing* is an example of effective youth engagement, involving 14 young people undertaking a ten-week boxing programme in Aston. The participants were recruited from areas where gang rivalry is prevalent. The scheme is supported by a former professional boxer and his trainer. It is based on their robust interventions developed through the Borstal School regime. The scheme is currently oversubscribed and has received funding until at least 2009 from the private sector based in the local community. The scheme has recruited young men from a range of cultural backgrounds and, more recently, two British Afro-Caribbean and two British Bangladeshi young women. This is significant, given the perceived cultural differences at the heart of the 2005 disorder in neighbouring Lozells.
- Partner organisations are involved in community engagement at neighbourhood level. Examples included partnership-funded wardens, local authority community safety officers and local authority ASB officers, who routinely attend community meetings and surgeries and are actively involved in problem solving. PACT meetings are also attended by police authority members and MPs have accompanied NPT staff completing environmental visual audits.
- Neighbourhood Policing forums held in each OCU are attended by locally elected representatives. A number of OCUs also convene community forums attended by representatives of local authority and housing departments in order to enhance engagement with partners.
- NPT staff understand the importance of submitting community intelligence to ensure that it is recorded on the force intelligence management system. Some NPT staff are measured on the quantity of intelligence logs submitted, others are not. The force acknowledges that it does not have a process for routinely providing feedback on the quality and relevance of intelligence reports.
- NPTs have played a key role in Operation Malva, which addresses the threat posed by 'guns and gangs' by using a range of tactical options, including civil injunctions. NPTs are responsible for identified nominals and are instrumental in developing community intelligence.
- Each OCU holds a daily tasking and co-ordinating meeting, where dynamic priorities are identified and actioned. NPTs are tasked through this process, where appropriate.
- NPTs on the six OCUs most affected by the threat posed by guns and gangs are tasked by the force intelligence department via the OCU-based community safety bureaux to action identified intelligence requirements. A particular example relates to the gathering of intelligence to support applications for civil injunctions and ASB orders.
- Another strong example relates to a significant lifestyle criminal, who had not been subject to police activity for a considerable time due to people being unwilling to provide information to the police. Following the introduction of an NPT in the area, people developed greater trust in the police and started to provide intelligence, enabling the force to develop a level 2 operation against him.

- Major investigation unit (MIU) syndicates are aligned to a cluster of OCUs, resulting in staff from the team regularly supporting OCUs with major or serious crime investigations that have occurred in local neighbourhoods. Therefore, MIU staff are developing an enhanced understanding of the impact of major and serious crime on neighbourhoods.

### Work in progress

- WMP acknowledges the need to improve its approach to community engagement and has begun a comprehensive review of its current approaches. Growth in the diversity and community cohesion unit should enable closer links with a broader range of communities and the integration of education and youth intervention specialists into the new Citizen Focus team should ensure a more consistent approach with young people. A new community engagement strategy should be implemented during September 2008.
- The force is able to demonstrate that it engages effectively with communities when it has something to tell them – for example, engaging with KIN members to spread reassurance messages in neighbourhoods after major or critical incidents. There is significantly less evidence of how the force listens to communities, identifying and responding to their priorities. A member of the community summed this up: *“the force is really good at talking to us; it is nowhere near as good at listening”*.
- A ‘conversation with a purpose’ evaluation is ongoing in the M2 Coventry OCU to identify the extent of engagement between PCSOs and the public, and identify who in the community PCSOs are talking to, and the outcomes of such conversations. This will identify any gaps in engagement with particular communities and inform the development of future engagement and patrol strategies.
- A pilot in one OCU provides mobile phones for neighbourhood wardens to photograph graffiti and other signal crime; these are then sent by text to a central location, where the incident is mapped by postcode and the appropriate agency identified and tasked to address the issue. This initiative should be evaluated, and, if successful, considered for roll-out across all NPTs.
- A *Respect Our Neighbourhood* pilot in King’s Norton has used text messages from community wardens to identify issues such as signal crime and criminal damage, which is postcoded and mapped for action by partner agencies, supported by service level agreements for the timescale in which action is taken to resolve the identified issue. The pilot has been successful in reducing the time taken to remove graffiti and is being rolled out to Birmingham City Centre.
- A six-month pilot project has been initiated in Coventry which enables members of the public to register their mobile phone number with the police, who then provide updates by text on the progress of investigations and court dates for victims and witnesses.
- The absence of a corporate, consistent approach to marketing NPTs is acknowledged and the force has appointed a dedicated marketing professional to develop a range of marketing material to enhance the profile of NPTs. The products should be delivered during summer 2008.

- A DVD is being produced to enhance staff understanding of how Neighbourhood Policing and the National Intelligence Model support each other and to reinforce the importance of gathering community intelligence.
- A six-month pilot has been commenced on one OCU to introduce a security partnership officer who will be responsible for supporting NPTs to gather intelligence to inform the rich picture analysis. The pilot is managed by the community engagement rich picture team and is funded by the 'prevent' counter-terrorism strand to ensure NPTs are actively involved in submitting such intelligence. If successful, the force should consider extending this initiative to include the submission of intelligence about organised crime groups.

### **Areas for improvement**

- In the absence of an effective community engagement strategy, OCUs have developed local approaches to community engagement, resulting in some good examples where neighbourhood priorities have been identified, but there is an absence of a robust, systematic approach to community engagement. Examples were given of meetings to identify neighbourhood priorities actually excluding members of the public from attending and NPT staff setting neighbourhood priorities using data from force IT systems, without any further involvement of local communities. A thorough review should be undertaken to ensure the effective involvement of members of the public in identifying, monitoring and signing off priorities.
- While members of KINs acknowledge that they can easily contact their NPT, it is not clear how easy it would be for members of new and emerging communities to contact and engage with their NPT, particularly if they do not speak English or do not have access to the internet. Although some OCUs have made attempts locally to publicise both the existence of the NPT and how to contact it, this has not happened consistently across all OCUs. The force should develop a corporate standard to ensure that all community members can easily identify their NPT and how to engage with it.

**Joint problem solving is established and included within performance regimes.**

### **Summary statement**

**Joint problem solving involves the police with partners and communities across some neighbourhoods. Joint problem-solving activity is partly evaluated, which demonstrates moderate problem resolution at neighbourhood level.**

### **Strengths**

- The force has developed the ADID, a problem-solving model which examines the interrelationship between those factors that contribute to a particular problem, thereby leading to a more holistic approach to solving it.
- Project lead surgeries are held on a quarterly basis and attended by the Neighbourhood Policing SPOC, an NPT inspector representing each OCU. The

surgeries include interactive workshops and training sessions, and subsequently learning and good practice updates are cascaded to NPT staff in each OCU.

- All OCUs were required to identify successful problem-solving initiatives through the project lead surgeries, which were then reviewed by the central NPT. As a result, four initiatives have been submitted for the national Tilley award. The projects are:
  - **Operation Courier**, involving both the public and third sector partners to combat alcohol-related violence and illegal drug use in the Lozells neighbourhood.
  - **Operation Takis**, a multi-agency initiative to combat alcohol-related violence and ASB and to increase public reassurance in Coventry.
  - **Operation Flake**, a multi-agency initiative addressing the anti-social use of vehicles in the Nechells neighbourhood.
  - **Birmingham Tasking and Co-ordination Group (TCG)**, set up to address alcohol-related violence and to manage delivery of the Public Service Agreement 1 targets across Birmingham. The group includes, among others, representatives from nine OCUs, Birmingham City Council, Birmingham Community Safety Partnership (CSP), the Government Office for the West Midlands (GOWM) and the West Midlands Fire Service.
- An example was given of a crackdown and evaluation of a problem-solving initiative, which led to a 27% reduction in ASB in the affected neighbourhood. The project has been evaluated by the CSP analyst to identify good practice and lessons for the future.
- There is strong evidence of effective partnership working at strategic and operational levels. Several areas of the force are already examining how to integrate Neighbourhood Policing into wider neighbourhood management.
- There has been no need for chief officer involvement in addressing reluctance by partner organisations. The Birmingham CSP, covering nine OCUs, has a pan-Birmingham TCG, which meets fortnightly, to ensure that operational partnership activity reflects the priorities in the joint strategic assessment. The partnership oversees ten local delivery groups, one for each of the ten constituency areas covered by Birmingham City Council; typically, a sector inspector would represent the OCU. This group will address the most significant issues faced by communities in its area. Each local delivery group maintains a strategic and a tactical TCG (TTCG) to manage partnership resources and problem solving at a local level. There are similar arrangements in place for the other CSPs in the force area, with either partnership TTTCG or partnership attendance at police TTTCG to co-ordinate partnership activity.
- Joint strategic assessments which reflect local area agreement priorities have been completed for all CSPs, through a comprehensive process embedded in many areas since 2005.
- Each CSP has a police-funded partnership analyst who produces a range of knowledge products, including tactical assessments and problem profiles, to inform problem-solving activities.

- It is recognised that each NPT has adopted a range of engagement tactics appropriate to the needs of their community, and that different NPTs have embedded problem solving to differing degrees. While not every NPT in every OCU has fully developed their approach to joint problem solving and identification of priorities by the local community, established good practice is displayed by NPTs across the force area.
- A wide range of meetings are held by NPTs with members of the local community to identify local priorities. These are posted on the force internet site, with updates and progress against key milestones recorded. Formal sign-off is completed by the community members at subsequent community meetings.
- Training is provided to NPT staff at an OCU level, with content based on a training needs analysis completed at the initial roll-out of Neighbourhood Policing. Some OCUs hold monthly development sessions for staff, including problem solving and joint seminars attended by partners. All NPTs are receiving dedicated problem-solving training in the use of the PAT and SARA problem-solving models, which is being delivered via the local PDU managers.
- External consultants have been commissioned to deliver leadership and problem-solving training for NPT inspectors, sergeants and equivalent colleagues from all seven unitary authorities. There were 12 training events, each of which had 60 participants – 30 police officers and 30 partners. Training will be delivered by December 2008 for staff who have been appointed to NPTs since the initial course was delivered.
- A formal evaluation of this partnership training and a partnership learning needs analysis have been completed. They identified the need for future training to provide greater focus on how to manage a meeting and to identify shared objectives and expectations. As a result, the training content will be revised for future sessions.

### **Work in progress**

- The development of the intervention validated examples search tool (INVEST) database will enable staff to research examples of both effective and ineffective problem solving. It will also help to identify which NPTs are making use of effective problem solving. The database will be piloted on one OCU during July 2008 for two weeks and then rolled out across all OCUs in September 2008.
- There is limited evidence of regular review and supervision of problem solving by NPT sergeants and inspectors. Where performance measures exist for NPTs, they typically include activities such as arrests, detections, intelligence reports submissions and the number of incidents attended. The force should implement a more effective approach to the use and supervision of problem solving by NPTs.
- There is a strong commitment to developing Neighbourhood Policing as a philosophy that drives the force, rather than a function undertaken by NPTs. One example is the cultural change within crime support, where the MIU syndicates have been aligned to OCUs, resulting in MIU staff supporting OCUs to deal with neighbourhood problems where there is a link to major crime.
- There are some examples of NPTs sharing accommodation with partners or community groups, which have been initiated at OCU level. One NPT is based at a

community centre which accommodates the local youth club, while other NPTs have access to office facilities in schools. There is a corporate estates strategy supporting a longer-term intention to base more NPTs in the neighbourhoods that they serve.

### Areas for improvement

- A number of individual, tactical examples of problem solving have been provided; however, there was limited evidence of the problems being identified as a result of community engagement. Most had their origins in volume crime performance and ASB data. There is limited evidence of effective problem solving taking place at neighbourhood level. The evidence indicates that problems identified by neighbourhoods, particularly those involving ASB, result in a short-term increase in police activity, normally an increase in high-visibility patrol. As soon as the increased police activity ceases, ASB starts to recur. Additionally, a significant gap exists between the satisfaction of people reporting crime to the police and people reporting ASB. For the period April to December 2007, survey results show people reporting ASB are:
  - 16.6% less satisfied with the action taken than those reporting a crime;
  - 26% less satisfied with the feedback received than those reporting a crime; and
  - 17.1% less satisfied overall than those reporting a crime.

Examples of comments made by members of the public during the survey include:

- “This incident has been going on for a few months now and I feel the police are doing nothing about it at all...and someone is going to get hurt if the police keep ignoring this problem”; and
- “Waste of time and money making the phone call, and all of my neighbours feel the same, because the police don’t do anything”.

The force should ensure that there is a robust and systematic approach to the use and evaluation of problem solving rather than reacting to problems with a short-term increase of police visibility.

- There is a need to significantly enhance the way in which local communities are able to influence local priorities, particularly in respect of ASB, and hold their NPT and others to account for resolving them.
- Limited evidence exists to demonstrate that analysis of partnership data is used at a neighbourhood level to support joint problem solving. This issue should be considered in a wider review of the force’s overall approach to community engagement. Neighbourhood priorities are not routinely integrated into OCU-based tasking and co-ordination processes. The force should consider how to achieve this to ensure that decision makers have a fuller understanding of the demand and threats confronting it at OCU level and its capacity and capability to manage them effectively.
- Although there is strong evidence of partnership working down to local delivery group level within the Birmingham City Council area, the position is less clear down to neighbourhood area. Neighbourhood-level meetings include a local authority-led TTCG process, a separate police-initiated and community-led neighbourhood TTCG as well as a safer estates TTCG, from which the local community is excluded

because of data protection concerns. These arrangements occur in all nine OCUs in the area; however, implementation is not consistent throughout every OCU.

- Some neighbourhood-level priorities adversely impact on the quality of life of local residents but do not meet the criteria for intervention by local delivery groups. Consultation with partners and communities should be undertaken to establish an effective, co-ordinated partnership process to address such neighbourhood priorities.
- Each of the 21 OCUs has adopted a different approach to implementing Neighbourhood Policing and the identification of neighbourhood problems. There are some very good examples; however, there is an absence of evidence to demonstrate that this good practice is happening across the West Midlands. The force was unable to identify how many neighbourhood problems have been identified, actioned and signed off by local communities during 2007 and should establish a systematic, robust approach to recording this information to assist in evaluating the effectiveness of Neighbourhood Policing.
- There is no corporate performance management framework for NPTs and little evidence of NPTs being assessed on the effectiveness of their problem solving. OCUs have developed their own local performance management framework for NPTs, which typically includes arrests, detections, submission of intelligence logs and completion of encounters and the number of incidents attended. Guidance should be issued to OCUs to clarify corporate expectations about the performance management of Neighbourhood Policing.

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

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with ASB and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of ASB	
	Difference from MSF (pp = percentage points)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
<b>West Midlands</b>	-1.5pp	+0.1pp	+1.1pp	+4.0pp	+1.5pp	-5.9pp

**Summary statement**

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

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

**Context**

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

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

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

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

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

Some 49.7% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 49.7% of people surveyed think that their local police do a good or excellent job, compared with 49.6% in the year ending March 2006.

**KDI – percentage of people who ‘agree local police are dealing with ASB and crime that matter in this area’.**

Some 51.8% of people surveyed in the year ending March 2008 ‘agree local police are dealing with ASB and crime that matter in this area’, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 51.8% of people surveyed ‘agree local police are dealing with ASB and crime that matter in this area’, compared with 47.8% in the year ending March 2006.

**SPI 10b – percentage of people who think there is a high level of ASB.**

Some 20.2% of people surveyed in the year ending March 2008 think there is a high level of ASB, which is not significantly different to the average for the MSF.

Force performance significantly improved in the year ending March 2008; 20.2% of people surveyed think there is a high level of ASB, compared with 26.0% in the year ending March 2006.

**Strengths**

- *Feeling the Difference* surveys involve interviews with 21,000 respondents per year, rather than 1,300 for the BCS. This programme was introduced in 2004, with a sample size that provides statistically significant data down to sector level; this data is used to populate the confidence and satisfaction elements of the force’s balanced scorecard. The performance review department (PRD) analyses both quantitative and qualitative performance data and identifies areas of business or OCUs that are failing to achieve targets. This results in the PRD working with the OCU to develop an agreed supported action plan (ASAP) to address the identified issues.
- *Feeling the Difference* surveys include free text comments made by respondents. Individual concerns about quality of service are referred to the relevant OCU to address. Issues at force or OCU level are identified by the PRD and are addressed either with the relevant OCU senior management team or at the bi-monthly performance improvement conference, which is chaired by the deputy chief constable (DCC) and attended by the OCU commanders or their deputies.
- A well-developed balanced scorecard performance management framework is used which incorporates seven measures relating to customer satisfaction and confidence. Three of the measures – the percentage who say their neighbourhood is an area where people from different backgrounds can live together harmoniously, the percentage who feel safe in their neighbourhood during the day and the percentage who are confident their local police do a good job – are used to improve understanding of how police activity impacts on public perception. The PRD uses software called ‘signals from noise’ to conduct detailed analysis of all of the measures on the balanced scorecard. This process applies equally to volume crime management and satisfaction and confidence. This approach to performance

management contributed to the excellent grading following an HMIC inspection in 2007.

- Since 2004, public confidence in the police has increased from 65% to 80% and levels of satisfaction with high-visibility foot patrol have increased from 23% to 50%. The force believes that the reasons are the introduction of PCSOs and the implementation of Neighbourhood Policing.
- The *Contact Counts* policy requires OCUs to contact victims of crime on a two-weekly basis to provide a full update on the investigation, establish their satisfaction with the service they have received and ascertain how the organisation can improve the quality of service it provides. The K1 OCU used this process to identify areas for development in respect of the quality of service provided to members of the BME communities. As a result, the OCU created an action plan which has resulted in significant improvements in the level of satisfaction experienced by members of these communities.
- Comprehensive guidance on the completion of quality of service complaints identifies the circumstances and types of incident that should be recorded, what information should be recorded and the process for resolution, including updating the complainant. Organisational learning from such complaints is cascaded through 'lessons learnt' publications and force bulletins.

### **Work in progress**

- *Feeling the Difference* survey results were provided at sector level for the first time in March 2008. This information should enable OCU commanders to identify and understand variations in performance on sectors in the same OCU and to identify ways of using the survey data to drive improvements in the quality of service provided to local communities.
- Two new measures have been added to *Feeling the Difference* surveys from April 2008 – the percentage of people from BME backgrounds who are confident their local police are doing a good job and the percentage of people who agree that the police and local councils are dealing with ASB and crime that matters in their area.
- While some staff in OCU-based help desks were aware of what neighbourhood priorities were, others were not. Staff who were aware used this information to provide a more appropriate response to the caller; for example, a call about an issue that was a current neighbourhood priority would attract a quicker response than if the issue was not a priority. This does not happen across the force, as some help desk staff are not aware of neighbourhood priorities and do not know how to find them. The force should implement a solution that enables all OCU-based help desk staff to identify neighbourhood priorities so that they can provide the most effective response to calls for assistance from the public.

### **Area for improvement**

- Information from quality of service complaints is not routinely shared nor used to inform service improvement.

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

**Summary statement**

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

**Strengths**

- *Feeling the Difference* surveys involve interviews with 21,000 respondents per year, rather than 1,300 for the BCS. This programme was introduced in 2004, with a sample size that provides statistically significant data down to sector level; this data is used to populate the confidence and satisfaction elements of the force's balanced scorecard. The PRD analyses both quantitative and qualitative performance data and identifies areas of business or OCUs that are failing to achieve targets. This results in the PRD working with the OCU to develop an ASAP to address the identified issues.
- *Feeling the Difference* surveys include free text comments made by respondents. Individual concerns about quality of service are referred to the relevant OCU to address. Issues at force or OCU level are identified by the PRD and are addressed either with the relevant OCU senior management team or at the bi-monthly performance improvement conference, which is chaired by the DCC and attended by the OCU commanders or their deputies.
- Since 2004, public confidence in the police has increased from 65% to 80% and levels of satisfaction with high-visibility foot patrol have increased from 23% to 50%. The force believes that the reasons are the introduction of PCSOs and the implementation of Neighbourhood Policing.
- The *Contact Counts* policy requires OCUs to contact victims of crime on a two-weekly basis to provide a full update on the investigation, establish their satisfaction with the service they have received and ascertain how the organisation can improve the quality of service it provides. The K1 OCU used this process to identify areas for development in respect of the quality of service provided to members of the BME communities. As a result, the OCU created an action plan which has resulted in significant improvements in the level of satisfaction experienced by members of these communities.
- Comprehensive guidance on the completion of quality of service complaints identifies the circumstances and types of incident that should be recorded, what information should be recorded and the process for resolution, including updating the complainant. Organisational learning from such complaints is cascaded through 'lessons learnt' publications and force bulletins.

**Work in progress**

- *Feeling the Difference* survey results were provided at sector level for the first time in March 2008. This information should enable OCU commanders to identify and understand variations in performance on sectors in the same OCU and to identify ways of using the survey data to drive improvements in the quality of service provided to local communities.

- Two new measures have been added to *Feeling the Difference* surveys from April 2008 – the percentage of people from BME backgrounds who are confident their local police are doing a good job and the percentage of people who agree that the police and local councils are dealing with ASB and crime that matters in their area.

### **Areas for improvement**

- None identified.

## **The force demonstrates sustainable plans for Neighbourhood Policing.**

### **Summary statement**

**The force and the police authority have convincingly shown how they have ensured Neighbourhood Policing will be sustained beyond April 2008.**

### **Strengths**

- A Neighbourhood Policing contingency fund of £2.1 million has been created for OCUs to strengthen the delivery of local policing. The contingency fund has been allocated to the following:
  - £471,000 to OCUs for acting sergeants to backfill vacancies;
  - £500,000 for NPT accommodation in communities;
  - £380,000 for leadership training; and
  - £500,000 to support OCU partnership funding bids.
- A further Neighbourhood Policing contingency of £1.3 million has been secured for the 2008/09 financial year.
- The Chief Constable led a workshop in February 2008 with what the force describes as its 'top 100 managers', to develop a corporate vision for both Neighbourhood Policing and Citizen Focus.
- The assistant chief constable (ACC) (intelligence) provided strong, supportive leadership for Neighbourhood Policing. She chaired the Neighbourhood Policing programme board, which includes representatives of the GOWM, a member of the police authority, heads of headquarters departments, three OCU commanders, the Special Constabulary commandant and representatives of staff associations. Following a review of chief officer portfolios, the ACC (Citizen Focus) now has strategic responsibility for both Neighbourhood Policing and Citizen Focus. The programme is managed by a central Neighbourhood Policing board, comprising a chief inspector, inspector and sergeant, supported by an administrator and consultant. Each OCU has a lead officer for Neighbourhood Policing, usually at inspector rank.
- Areas for improvement identified by the HMIC inspection report published in October 2007 and recommendations made by the NPIA are considered by ACC (intelligence) and the Neighbourhood Policing board. Decisions are made by either the board or, in the case of more significant issues, by the chief officer team. The three areas for improvement from the HMIC Phase 1 inspection of Neighbourhood Policing have been reviewed by the board. The Chief Constable has decided not to implement an abstraction policy. The two remaining areas for improvement have been subject to

an action plan to improve service delivery, resulting in the following:

- regular meetings with OCU-based Neighbourhood Policing leads have been re-energised and are held quarterly. They are now called project lead surgeries and are used to identify and share good practice; and
- the *Joining the Dots* programme has been implemented to improve the understanding of all Neighbourhood Policing staff.
- There are strong, effective governance arrangements in place. The community and security committee of the police authority oversees Neighbourhood Policing and the nominated lead member sits on the force's Neighbourhood Policing programme board. It also receives regular updates on performance information, including a summary of *Feeling the Difference* results and public satisfaction surveys.
- The authority also has three geographical meetings with clusters of OCUs, which constitute active oversight of OCU-level activity. Members routinely meet OCU commanders and attend community engagement meetings and CSP meetings in their local areas.

### Work in progress

- The force has realigned mainstream budgets to increase the force establishment during 2007/08, with an additional 60 to 70 PCs and 30 to 40 PCSOs who will be dedicated to NPTs. Recurring funding to recruit an additional 60 to 70 PCs and 30 to 40 PCSOs to NPTs has been established. The total investment in NPTs should ensure that it includes effective ratios of inspectors, sergeants, PCs and PCSOs.
- The Neighbourhood Policing project team is developing ten principles which it believes will lead to Neighbourhood Policing becoming embedded in the force:
  1. Neighbourhood Policing encourages citizens to access a range of public services and have influence over the use of public services.
  2. Neighbourhood Policing identifies community concerns.
  3. Neighbourhood Policing helps the force to understand what matters to its communities.
  4. Neighbourhood Policing generates information that leads to intelligence.
  5. Neighbourhood Policing stimulates joint action between communities and all partners.
  6. Neighbourhood Policing promotes neighbourhood reassurance.
  7. Effective public services build trust and confidence.
  8. Effective public services help to reduce crime and disorder.
  9. Effective public services reassure communities, making them feel safer.
  10. Neighbourhood Policing encourages people to make a difference to where they live and feel safer.
- The principles are still being refined and the final versions will provide the basis for a gap analysis, which will be completed during summer 2008.
- WMP acknowledges that there is still a lack of understanding shown by some staff about Neighbourhood Policing. The Neighbourhood Policing project team has developed 'Why Neighbourhood Policing?', a one-hour interactive discussion about Neighbourhood Policing ethos, including a baseline knowledge check. It has been developed into a formal training package and has been delivered to over 400 staff (to date), including PC to sergeant and sergeant to inspector promotion board

candidates and all crime support staff. It is now included in the core training provision for all new joiners and all new managers, on appointment.

### **Area for improvement**

- Although the HMIC Phase 1 inspection of Neighbourhood Policing recommended that an abstraction policy be introduced, the force has decided not to do so. There is no robust system to monitor NPT abstractions and the current inspection identifies the need for a policy to ensure that abstractions are understood and managed effectively. These issues were also highlighted by the NPIA in its *Embedding Neighbourhood Policing* report of October 2007. As the issue has been highlighted by HMIC on two separate occasions and by the NPIA, the force should now implement a robust process to manage NPT abstractions.

### **Developing practice**

See Appendix 2.

## Developing Citizen Focus Policing

<b>2007/08 Developing Citizen Focus Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

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

#### Summary statement

**The force partially understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery. The force partially communicates the National Quality of Service Commitment (QoSC) standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.**

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

#### Strengths

- *Serving You* is a public facing document setting out the to the public core standards, including the National QoSC and Code of Practice for Victims of Crime. It is available at key public locations such as libraries and other community venues. The launch was supported by a corporate communications package, including media articles and internet content.
- *Contact Counts* is the brand used by the force for Citizen Focus policing. It includes the key requirements of the QoSC and the Code of Practice for Victims of Crime. All staff have received training and demonstrated a strong knowledge of the brand. Training was adapted according to the role that staff had in the organisation to ensure it was relevant to their needs.
- Staff are provided with *Contact Counts* cards to give to people with whom they have contact. The cards are tailored to each OCU; they include space for staff to complete their contact details and to note an incident or crime reference number and also contain a list of useful contact numbers.
- An independent market research company conducts a *Feeling the Difference* survey of 21,000 people per year, based on a sample of 1,000 people for each OCU. The survey examines perceptions about quality of life, public reassurance and the fear of crime. The PRD analyses the results, which are updated every three months, and details are included in the comprehensive performance report. New survey results are included in the bi-monthly performance improvement conference, which is chaired by the DCC and attended by OCU commanders or their deputies.
- The *Feeling the Difference* surveys include free text comments made by respondents. Individual concerns about quality of service are referred to the relevant OCU to address. Issues at force or OCU level are identified by the PRD and are

addressed either with the relevant OCU senior management team or at the performance improvement conference.

- The force has a well-developed balanced scorecard performance management framework, incorporating seven measures relating to customer satisfaction and confidence. The PRD uses software called 'signals from noise' to conduct detailed analysis of all of the measures on the balanced scorecard. When an OCU is identified as failing to meet its targets, PRD staff work with the OCU-based senior management team to develop an ASAP to improve service in the relevant area. The force's approach to performance management was graded as Excellent, following an HMIC inspection in 2007.
- Tracker panels have been established in four OCUs, providing a consistent sample of 100 respondents in each OCU who are surveyed on a three-monthly basis to identify changes in their perception of quality of life, public reassurance and the fear of crime. This approach enables the force to compare the results from surveys conducted with randomly selected respondents and the results from the same group of people who are surveyed through the tracker panel.
- The PRD completes a rolling programme of telephone interviews to assess victim satisfaction. The force focuses on two key indicators, namely ease of contact and the provision of feedback to the public. The results are included in the monthly performance report and show that, as with many forces, victims feel dissatisfied about the provision of feedback. It is also using survey results to develop its understanding about the reasons why victims of ASB are generally much less satisfied than victims of crime.
- Surveys conducted by the force identify that confidence in the police has increased from 65% to 80% since 2004 and that satisfaction with foot patrols has increased from 23% to 50% over the past four years. It believes that this is due to the impact of PCSOs.
- The Chief Constable led a workshop in February 2008 with what the force describes as its 'top 100 managers', to develop a corporate vision for both Neighbourhood Policing and Citizen Focus.
- The ACC (Citizen Focus) provides strong leadership for the development of citizen-focused policing in the West Midlands. A recent review of chief officer portfolios has resulted in him now also providing strategic leadership for Neighbourhood Policing.
- A number of CSPs in the West Midlands area conduct surveys to assess levels of confidence and satisfaction in communities. One good example is the 'city household survey', which will be carried out in Coventry twice a year. The survey covers communities served by the M1, M2 and M3 cluster of OCUs and the first results will be available in May 2008.
- Staff in the M1 OCU complete door-to-door citizen contact records to identify the public's expectations of WMP and the extent to which the service is meeting those expectations. The project initially concentrates on the Hillfields area of the city and does not have rigid timescales for completion, due to the scale of the exercise.
- Media monitoring identified that the British National Party was seeking to derive political capital from the fact that the majority of the 'most wanted' people on the

force's website were of black or Asian ethnicity. Most of the people on the force website at the time were wanted following the major disorder in the Lozells area during 2005. The force intelligence bureau and the diversity and community cohesion unit now review 'most wanted' entries before they are put on the internet to ensure that the profile reflects the profile of the whole force area rather than part of it.

- The force control centre handles all 999 telephone calls. It is supported by a switchboard which handles non-emergency calls and is based at Lloyd House. Each OCU has a help desk and local control room. Calls from the central switchboard are passed to the relevant OCU-based help desk, which assesses the call and passes any that require deployment to the OCU-based control room. The help desk manages incidents that can be dealt with, without the need for a staff member to be deployed.
- All staff respond to incoming telephone calls with a corporate introduction and strive to deal with the call, if possible, rather than passing on calls unnecessarily.
- Effective recruitment of call centre staff has ensured that the staffing profile is more representative of the communities served by the force. In particular, a number of staff of Asian ethnicity and staff with visual impairment have been recruited. The benefits of this approach include the fact that most teams in the call centre speak languages used by a number of minority communities and the new staff members have been able to enhance the cultural understanding of colleagues on a range of issues.
- The rape and serious sexual offences board, chaired by the ACC (crime), is leading a review of the force's approach to investigating allegations of rape and serious sexual offences. One particular initiative has been the implementation of 18 questions which call-takers ask victims to significantly enhance both support to the victim and to maximise evidential opportunities.
- Supervisors in the 999 call-handling centre review the performance of call-takers three times per month, including either a review of the tape recording of calls or live monitoring of calls. This enables supervisors to identify both good practice and areas for improvement, which can be actioned dynamically.
- The force internet site has been awarded an AA standard by WC3, the World Wide Web consortium which sets accessibility standards. Text size, contrast and background colour schemes can be easily varied to assist visually impaired users.
- WMP has identified a need to inform members of new and emerging communities about key aspects of the law in England and Wales and how this differs from the law and some cultural norms in other countries. As a result, the force has produced information on how to contact the police in an emergency in ten of the most widely used languages in the West Midlands, namely Arabic, Bengali, Chinese, Farsi, Gujarati, Punjabi, Kurdish, Somali, Vietnamese and Urdu. A further document, *A practical guide to the law and your safety*, has been published in these languages and also in Danish, Dutch, French and Polish. These documents are distributed to key community locations and are available on the force internet site.
- A *Respect Our Neighbourhood* pilot in King's Norton has used text messages from community wardens to identify issues such as signal crimes and criminal damage,

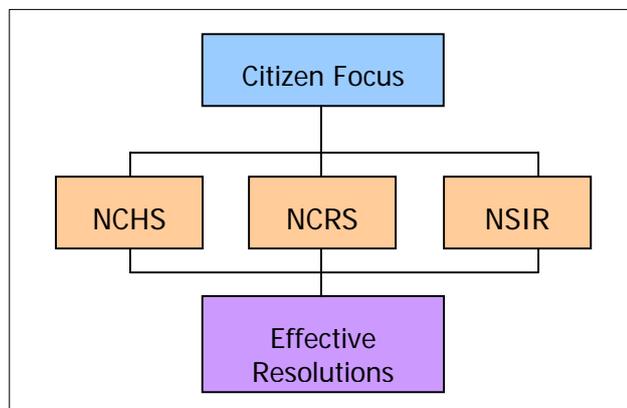
which are postcoded and mapped for action by partner agencies, supported by service level agreements detailing the timescale in which action is taken to resolve the identified issue. The pilot has been successful by reducing the time taken to remove graffiti and is being rolled out to Birmingham City Centre.

- The police authority receives regular updates on performance information, including a summary of *Feeling the Difference* results and public satisfaction surveys.
- The authority has three geographical committees, each of which oversees a cluster of OCUs. This entails informal meetings with OCU commanders and ACC leads, so that members have a detailed understanding of issues confronting the force.
- Members of the police authority attend community engagement meetings, enabling them to have a good understanding of the impact of Neighbourhood Policing.
- The force is collaborating with Vodafone to identify ways of improving services for hearing-impaired members of the public to contact the police. The Royal National Institute for the Deaf will complete a baseline assessment during summer 2008, resulting in an action plan to improve the services provided by the force.

### Work in progress

- The NPIA has commissioned a pilot called the National Contact Management Programme (NCMP). Seven police forces, including WMP, have been invited to participate.

- The NCMP seeks to have Citizen Focus as the driving force behind business. It pulls together the National Call-Handling Standards, National Standards for Incident Recording and the National Crime Recording Standards under one umbrella, rather than separate component parts running in parallel. The pilot is due to conclude in October 2008.



- *Feeling the Difference* survey results are now available at district level, enabling OCU senior management teams to identify variations in performance on districts in the same OCU. The data has only been available since March 2008 and there are not yet any examples of how it has been used to improve performance.
- The force subscribes to a number of online media cutting services to provide information about any national or local media coverage of policing. However, there are a number of people in different roles who monitor media output for different reasons. The force should review its approach to monitoring the media to ensure that it is done in an efficient and effective manner.
- The Neighbourhood Policing project team is developing the ten principles which it believes will lead to Citizen Focus becoming embedded in the force:

- We police with consent.
  - Understanding the needs of all our communities and that they are different.
  - Being aware that we readily consult with some members of some communities, we need to refine our processes to reach all our communities.
  - Recognising and embracing differences in our staff, our communities and our OCUs.
  - Feeling the difference – expecting more.
  - Quality first, contact and service.
  - Building relationships is about involving everyone.
  - Listening and responding to concerns and considering how they may affect residents and visitors at all times, not just when issues are major or critical.
  - Reflecting the needs of our communities in everything we say or do.
- The team also identified seven high-level enablers to support the Citizen Focus programme:
    - Communicate in ways that suit the needs of the individual.
    - Communicate using the most effective media, supported by technology, but using face-to-face contact whenever possible.
    - It will be easy to contact us; we will provide a professional and high-quality service.
    - People will understand and recognise when the police service being provided is poor, good or excellent.
    - People will trust and be confident in the policing service provided by WMP.
    - We will understand what matters to our communities.
    - Citizen Focus is not delivered by Neighbourhood Policing alone.
- The principles and high-level enablers are still being refined and the final versions will provide the basis for a gap analysis, which will be completed during summer 2008.
  - The Coventry local criminal justice group has initiated a six-month pilot project that is believed to be the first dedicated text messaging service of its kind in the country; members of the public can text WMP on 64321 and leave officers a message. Linked to the text messaging service, a new website has been launched which allows members of the public to provide information online about those suspected of being involved in crime. As part of the same initiative, over the next six months witness care units in Coventry will be sending text messages to victims and witnesses, giving them details of the officer in their case, a crime reference number and witness warning updates.
  - The force recognises the need to improve its performance in keeping people updated about the progress of investigations and is reinforcing key messages to ensure that this is done at every opportunity.

- The police authority does not currently have an identified lead for Citizen Focus; however, the enthusiastic lead member for Neighbourhood Policing is keen to be the lead member for Citizen Focus. This issue should be resolved by early summer 2008.
- The force recognises that, while performance in respect of confidence in policing and satisfaction with foot patrol has increased, performance in respect of providing feedback has not improved. It is using the ASAP process to improve performance in this area.
- The corporate risk register does not specifically include risks in relation to quality of service complaints; however, it does include the strategic risk caused by damage to the reputation to the force. The force is reviewing its approach to managing risk to ensure that a wider range of risks, including significant operational risks, are included in the strategic risk register, which is managed by the force risk management group, chaired by the DCC. This work should be concluded during 2008.

### Areas for improvement

- The ASAP process, which is implemented to assist OCUs facing performance challenges, has frequently been used to address volume crime issues; however, it has not been used specifically to address satisfaction and confidence issues. The force should ensure that it adopts an equally rigorous approach to improving satisfaction and confidence performance as it does to managing volume crime performance.
- The process for managing deployment to volume crime and ASB varies across OCUs. There are a number of examples where this process is inefficient and can result in a delay of up to one week in deploying an officer or PCSO to an incident. The process was described in a number of different ways that involve the OCU help desk creating or updating a command and control log, creating a header containing outline details of an offence electronically on the crime recording system and completing the rest of the crime report on paper for the detail to be input by other support staff. The crime report is sent via an electronic system known as Docutrack to sergeants for allocation. One example also included putting pieces of paper into 'pigeon-holes' for collection by a sergeant who would then allocate the task. If the sergeant to whom the task is allocated is on a rest day, the task remains unallocated until he or she returns to duty. The whole process is inconsistent and ineffective, leading to members of the public experiencing a less responsive service than they expect. The force should review this business process to ensure that members of the public receive a much more timely response to their calls for service. This sense of frustration was encapsulated by a member of the community who stated: *"action is quicker if you ring the neighbourhood team direct rather than the help desk"*.
- Information held on IT systems intended to assist staff in call centres and control rooms to identify staff on neighbourhood teams is often out of date. This hinders the relevant staff member from providing an appropriate response to meet the needs of the caller. The force should ensure that it has an effective process to ensure that staff contact details are kept up to date.
- *Serving you* is only available in English and has not been made available in any other languages. The force has considered translating this document; however,

given the large number of languages used in the force area and generic Home Office advice, it has decided not to translate the full document. This decision is inconsistent with the decisions to translate information about how to contact the police in an emergency and *A practical guide to the law and your safety*. The force should consider translation of corporate service standards into the most widely used languages in its area to ensure that potentially vulnerable communities can identify the service standards they can expect from the force.

- It is unclear how the force identifies and actions key corporate learning arising out of quality of service complaints. It should review its approach to managing quality of service complaints to ensure that force-wide issues are identified and actioned effectively.
- There is an absence of a corporate, consistent approach to reviewing the performance of staff in OCU-based control rooms and help desks. The force should implement a process to address this issue.

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

#### **Summary statement**

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

#### **Strengths**

- *Contact Counts* details corporate standards around staff accessibility including the use of voicemail, which must be checked at the start and end of every day and audited by business managers and departmental heads, and the management of external email accounts and the requirement to respond to all correspondence within ten working days.
- *Contact Counts* is championed by all chief officers and is reinforced by its inclusion in the force's balanced scorecard performance management framework. Staff demonstrated a strong awareness of the brand.
- The force has two dedicated trainers leading the delivery of cascade training to staff. All staff have received training on the standards contained in *Contact Counts*, based on a corporate PowerPoint presentation delivered on a local basis.
- The force website contains the names of the sergeant, PCs and PCSOs on each NPT. The NPT sergeant is the named contact for each neighbourhood and each team has an email address so that members of the public can contact the team directly. All members of the NPT have access to the team email account and this should ensure that any queries are responded to in a timely manner.
- Each OCU has a CRO responsible for press and public relations on an OCU basis. These posts were initiated in 2005 to support the implementation of Neighbourhood

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Policing and the CRO is responsible for providing up-to-date information on Neighbourhood Policing websites to the corporate press and public relations department, which is responsible for updating the site. It is intended that CROs will be able to update their own Neighbourhood Policing websites following the force-wide enhancement of the website. This should ensure that NPT websites are updated more dynamically.

- A corporate database is used to record the timing and content of all updates to Neighbourhood Policing websites and information is provided to the NPT programme board, identifying NPTs which have not submitted updates recently.
- The *Unity one* programme was a comprehensive training and development provision for staff dealing with members of the public at first point of contact. The aim of the programme was to resolve as many calls as possible at that initial point of contact. The force provided IT support to assist staff, such as the police national legal database and the ASK database. Switchboard staff have also received training to ensure that they elicit sufficient information either to resolve a call themselves or to ensure that it is routed to the appropriate person to deal with.
- All force and OCU level award ceremonies include recognition for police officers, PCSOs, police staff, special constables or members of the public who have made a significant contribution to Neighbourhood Policing.
- Sergeant Dave Shergold, based at Aston, was awarded the Queen's Police Medal for services to the community in 2007.
- Bishop Derek Webley, vice-chair of the police authority, was awarded an MBE for services to community relations in Birmingham.
- PC 'Barney' Barnes, based at Coventry, was awarded an MBE in 2007 for his service to the police and community.
- PCSO Karen Ballard, based at Chelmsley Wood, won the *Jane's Police Review* community support officer of the year in 2007.
- The press and public relations department won the Chartered Institute of Public Relations Gold Award for two categories in 2007 – one for its '*One knife, one life*' campaign and the second as the force newspaper, *News Beat*, was voted best newspaper.

### Work in progress

- Although staff demonstrated a strong knowledge of the brand, understanding about why *Contact Counts* is so important was much more limited. Operational staff viewed it mainly as a requirement to contact a victim of crime within 24 hours. The training programme was delivered in 2006 and the force should consider what the most effective way is to provide additional training and development for staff to ensure that they understand why *Contact Counts* is so important, rather than seeing it as a task that has to be done to satisfy supervisors. The comprehensive review of *Contact Counts* and the production of *Contact Counts Lite*, a more concise document aimed at providing staff with a greater understanding of corporate customer service, should start to address these issues. The document should be available during summer 2008.

- *Contact Counts* is supported by some branded force literature, such as message cards; however, this is limited and the force has recognised the opportunity to further enhance the brand. It has appointed a marketing manager to develop corporate branding for a range of products, including *Contact Counts*.
- The Chief Constable has introduced a new award to recognise quality in Neighbourhood Policing. The award has no rigid constraints, to ensure that anyone who has made a significant contribution to Neighbourhood Policing or customer service can be nominated. The criteria for this award will be finalised by June 2008.

### **Areas for improvement**

- Force policy directs that any form of external media communication should be submitted to the corporate press and public relations department for quality assurance before it is disseminated. This does not always happen and, as a result, the force fails to maximise the opportunity to reinforce key corporate messages in its external communications. It should consider providing training for CROs to complete the quality assurance of external communications, to streamline the process and to expedite external communications.
- Although all OCUs have a CRO, the force has identified an issue in retaining staff in these posts. Some 14 postholders have left the post since they were implemented and there are currently six OCUs which do not have a CRO in post. The force has initiated a review of the CRO role, which will report to the DCC by June 2008.
- There is limited evidence of the inclusion of local priorities in OCU performance management frameworks. The force should include information about local priorities and action taken to resolve them in OCU-based performance management frameworks.

**The force can demonstrate that the relevant SPIs remain stable as a minimum.**

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/- pp
West Midlands	+1.9pp	-0.2pp	+0.6pp	4.5pp

**Summary statement**

The SPI data shows that force performance is significantly better than the average for the MSF.

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

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

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 4.5 percentage points less satisfied.

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

**Context**

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

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

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

Victims of crime and users of police services are surveyed using West Midlands Police’s own user satisfaction surveys, which comply with national standards and thus allow

comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

### **SPI 1e – satisfaction with the overall service provided.**

84.3% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly better than the average for the MSF.

Force performance was unchanged in the year ending March 2008; 84.3% of people surveyed were satisfied with the overall service, compared with 84.5% in the year ending March 2006.

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

Force performance was unchanged in the year ending March 2008; 79.4% of users from minority ethnic groups were satisfied with the overall service provided, compared with 78.9% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 4.5 percentage points less satisfied.

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

### **Strengths**

- Performance in relation to the percentage of people who are satisfied with the overall service provided by WMP is significantly better than its MSF group. Its performance over the previous three years is stable.
- The *Feeling the Difference* survey includes questions designed to understand what influences people's level of confidence in the police. Some 91% of respondents believe that the police treat people fairly.
- The force *Contact Counts* policy requires OCUs to contact victims of crime on a two-weekly basis to provide a full update on the investigation, establish their satisfaction with the service they have received and ascertain how the organisation can improve the quality of service it provides. The K1 OCU used this process to identify areas for development in respect of the quality of service provided to members of the BME and elderly communities. The OCU created what it called a 'citizen focus virtual team', comprising three PCs, each based on a different sector, responsible for maintaining contact with members of both communities on their sector. Survey results have improved in respect of the level of satisfaction felt by members of both communities.

### **Work in progress**

- None identified.

### **Area for improvement**

- Performance in relation to the difference in the percentage of people from BME backgrounds who are satisfied with the overall service provided by WMP compared with white people is significantly lower. Its performance over the previous two years is stable. In order to address this, each OCU and headquarters department has a diversity champion, responsible for supporting the implementation of the force equality schemes at a local level. Each OCU and headquarters department has a local diversity action plan, which incorporates its actions from the force schemes. The diversity and community cohesion unit and the personnel diversity team identify and spread good practice.

### **Developing practice**

See Appendix 2.

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ADID	affinity diagram interrelationship diagram
APA	Association of Police Authorities
ASAP	agreed supported action plan
ASB	anti-social behaviour

### B

BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic

### C

CRO	communication and reassurance officer
CSP	community safety partnership

### D

DCC	deputy chief constable
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### F

FTD	<i>Feeling the Difference</i>
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### G

GOWM	Government Office for the West Midlands
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### H

HMI	Her Majesty's Inspector
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HMIC Her Majesty's Inspectorate of Constabulary

**K**

KDI key diagnostic indicator

KIN key individual network

**M**

MIU major investigation unit

MSF most similar force(s)

**N**

NCMP National Contact Management Programme

NPIA National Policing Improvement Agency

NPT Neighbourhood Policing team

NRPP National Reassurance Policing Programme

**O**

OCU operational command unit

**P**

PACT Partners and Communities Together

PAT problem analysis triangle

PC police constable

PCSO police community support officer

PPAF Policing Performance Assessment Framework

PRD performance review department

PSG performance support group

**Q**

QoSC quality of service commitment

**S**

SARA scanning, analysis, response, assessment

SGC specific grading criteria

SPI statutory performance indicator

SPOC single point of contact

**T**

TCG tasking and co-ordination group

TTCG tactical tasking and co-ordination group

## Appendix 2: Developing Practice

<p><b>INSPECTION AREA: Neighbourhood Policing</b></p>
<p><b>TITLE: <i>Feeling the Difference</i> Survey Programme</b></p>
<p><b>PROBLEM:</b></p> <p>The public's perception of its own safety and confidence in policing has been a recurrent theme in WMP consultation. It was noted from the surveys conducted in 1998 and 2001 that while the performance of WMP had improved in terms of crime detections and reductions, people's perception of their own safety and confidence in the police did not evidence improvement but remained stable.</p>
<p><b>SOLUTION:</b></p> <p>The <i>Feeling the Difference</i> (FTD) survey programme was launched in 2004 to measure and monitor our progress towards the force vision to 'make our communities feel safer' and improve our understanding of how policing activities impact on public perception. Over 21,000 people are surveyed each year, comprising 1,000 per BCU.</p> <p>The survey populates three force performance indicators:</p> <ul style="list-style-type: none"> <li>- the percentage who feel safe in their neighbourhood during the day;</li> <li>- the percentage who agree their neighbourhood is one where people from different communities can live together harmoniously; and</li> <li>- the percentage who say their local police do a good job.</li> </ul> <p>The FTD data is also used to populate the force balanced scorecard, including dials which relate to trust and fairness. Results are available to OCU level and are the cornerstone of our performance improvement strategy, whereby OCUs evidencing poor or deteriorating performance are engaged in an ASAP delivered by trained analysts from the performance support group.</p> <p>The FTD data also allows the force to explore diversity issues. Analysis by age, ethnicity, gender, disability and religious belief are submitted to the force trust and confidence board and have been used in the force diversity balanced scorecard.</p> <p>The PRD produces a monthly performance analysis bulletin (PRDi). This offers a report on each BCU and explores levers for improving performance. For example, the PRDi has highlighted the correlation between a feeling of safety and the types of crime or ASB which are a neighbourhood problem.</p>
<p><b>OUTCOME(S):</b></p> <p>Prior to FTD, public perception surveys were carried out once every two years. This merely provided the force with a snapshot of performance. FTD has provided OCUs with robust and quarterly data, allowing perception to be closely monitored and trends across time to be identified. The research has enabled the force to better understand community reassurance and has highlighted neighbourhood issues which are influential on how safe people feel.</p> <ul style="list-style-type: none"> <li>• Force initiative <ul style="list-style-type: none"> <li>The FTD survey shows that ASB issues are both prioritised by residents and have a disproportionate influence on safety and confidence. Failures in service delivery around ASB suggest to our communities that we either do not understand the issues that affect them or are not willing to tackle them. The force, therefore, is seeking to address how we respond to reports of ASB by</li> </ul> </li> </ul>

researching the caller's requirements and expectations. The *Joining the Dots* project will use the operations centre to inform callers about the priorities established by the NPTs and, where appropriate, refer callers to their NPT team. *Joining the Dots* will bring together response policing and Neighbourhood Policing into a single process which recognises the customer's perspective.

- Neighbourhood initiatives

FTD shows that youth nuisance has a strong impact on how safe people feel and confidence in policing. In addition, youth nuisance is identified as the biggest crime or ASB problem in neighbourhoods. Neighbourhood teams have responded to the concern about youth nuisance in a variety of ways. For example, the Walsall OCUs (H1 and H2) are part of 'the Fishing Project'. This seeks to engage young people (particularly those on the fringes of criminality) and make school more appealing and relevant. Young people are taught how to fish and these practical experiences are used to deliver the curriculum. Walsall has also rolled out a Junior Watch scheme to 14 schools. With the support of Neighbourhood Watch and partners, Junior Watch delivers workshops to young people on security, personal risk and the negative impact graffiti and vandalism can have on other people. The Walsall OCUs are showing a reduction in the amount of people who say youth nuisance is a problem in their neighbourhood and confidence in the police has increased by 7% in the past year.

Other initiatives to address anxiety about young people and ASB include youth clubs, litter picks, 'little league' football clubs (on F1), 'Graffiti Blitz', where young people are involved in removing graffiti, and young people conducting environmental audits of graffiti and vandalism (on E2).

- Performance outcomes

The force has noted improvements in each indicator since the programme was launched in 2004.

The proportion of people who feel safe during the day is up from 92% in 2004 to 95.5% in 2007/08. People who say their neighbourhood is harmonious is up from 88% to 92.6% and those who say they are confident the police do a good job is up from 65% to 79.6%.

**FORCE CONTACT:**

Samantha Woods, Performance Review Department, 0121 626 5125

**INSPECTION AREA: Neighbourhood Policing**

**TITLE: Performance Improvement Work Process**

**PROBLEM:**

The force identified a need to improve the support that is provided to OCUs to improve performance. It needed a process that would drive performance improvement work and, as a consequence, contribute to overall crime reduction for the force. It recognised that this could only be achieved with staff equipped to undertake the task.

**SOLUTION:**

The cessation of the best value process meant that the force had the opportunity to use a number of skilled individuals who are experienced in analysis, improving processes, inspection and review in a different role. The best value team was merged with the performance improvement team to form the performance support group (PSG) in April 2007. The PSG operates within a process that identifies OCUs to be supported through performance improvement work. It is the role of the PSG to assist trained staff on OCUs to identify areas for improvement and, where necessary, introduce/improve processes in the areas concerned. Staff within the newly formed PSG who will carry out this role are skilled. It was recognised that the members of the command team have a responsibility for their territorial OCUs that includes performance. This process gives ACCs the opportunity to play an active role in supporting performance improvement work.

The process is driven by the performance management board, chaired by the DCC, and attended by the ACCs. Chief superintendent PRD presents an update of force performance and current improvement work and indicates any potential OCUs for support. The meeting provides strategic direction for the performance improvement programme, ratifies performance improvement activities and monitors their progress.

Any OCU good practice identified as a result of improvement work is assessed and disseminated as part of post-improvement review work.

**OUTCOME(S):**

A full post-implementation review has yet to be carried out. However, the performance improvement work process can claim to have contributed to the following:

Process improvements in five key areas:

- Call handling, particularly full and accurate recording of information at the first point of contact and effective transfer of that information.
- Allocating resources, particularly matching resources to demand and briefing the resources effectively.
- Investigation.
- Criminal justice.
- Engaging with partners.

Reduction in total recorded crime:

- Crime for the current performance year is down by 10.62% (25,634 fewer victims than 2006/07).
- There has been a 16% step down in the average number of victims each month. The monthly average is nearly 3,000 fewer than between 2004 and 2006 (down from 24,713 to 20,739).

- Since May 2007, every month has shown a lower level of crime than the lowest month in the last performance year.
- Robbery is down by 17.28% (1,323 fewer victims).
- Vehicle crime is down by 12.74% (4,150 fewer victims).
- Serious harm offences are down by 10.25% (4,048 fewer victims).

OCUs that showed good reductions in crime following support:

- D2: vehicle crime (-32.57%).
- J2: violent crime (-15.24%) and criminal damage (-19.34%).
- M2: criminal damage (-18.19%).

Improvement in levels of public satisfaction:

- All FTD targets are being achieved.
- People who feel safe in their communities during the day: 95.08%.
- People who feel that their communities live together in harmony: 92.66%.
- People who feel that the police are doing a good job: 78.64%.
- People who are satisfied with their contact with the police: 82.51%.

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**FORCE CONTACT:**

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September 2008

**INSPECTION AREA: Neighbourhood Policing**

**TITLE: Contact Counts – K1 OCU**

*Contact Counts* – calling back identified victims of crime on a two-weekly basis by telephone to provide a full update on their case, establish their satisfaction with the service they have received and ascertain how we as an organisation can improve. At this stage, we provide an opportunity for the victim to express their thoughts, provide answers they seek, ensure expectations are managed and learn from feedback. If further enquiries/actions are required, eg, police patrols, supervision involvement, further evidence to assist the case or the officer in charge needs to take further action, this is also activated.

**PROBLEM:**

*Contact Counts* performance figures relating to satisfaction with police service received was identified as poor within the BME community, impacting on the fear of crime perception and the 'making our communities feel safer' arena of the force vision statement. This caused immense concern to the K1 OCU, as community satisfaction is fundamental to our success. Immediate action was required to improve public perception through a quality service process, targeting our vulnerable community groups (BME) in need of more police interaction. To achieve this requirement and meet needs/expectations, the call-back project was activated.

**SOLUTION:**

- Established which community groups seek more police interaction and contact to raise their satisfaction levels (in this case BME victims and, most recently, over 65s). Call-backs are conducted two to three weeks after the incident.
- Upon receipt of identified victims, details are allocated to three call-back police officers on each sector and call-backs are conducted (three sectors).
- A pro-forma is completed for each victim and sent for analysis.
- Feedback of excellent work is sent to the officer in charge and supervisor and lack of contact by the officer in charge is also explored and challenged. The tasking process is also utilised, if appropriate and/or required.
- Lessons learnt have been produced and distributed to officers through training days and feedback.
- Any actions required following call-backs are put in place.
- As sectors own the process, operational officers are aware of the OCU's commitment to customer satisfaction, in turn ensuring that they reflect on their actions and provide a quality service throughout the enquiry.

Future plans: engage partners following the call-back (ie, Victim Support/Age Concern), task PCSOs to conduct personal visits when on patrol, contact victims of ASB, where a crime has not been recorded.

**OUTCOME(S):**

Performance has been dramatically improved and sustained.  
More victims are satisfied with the police service received, impacting on confidence, trust and satisfaction following first-hand experience.  
Officers are more aware of the importance quality service has with the victim and OCU in terms of priorities.

**FORCE CONTACT:**

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**INSPECTION AREA:** Citizen Focus

**TITLE:** Contact Counts – K1

Contact Counts – Calling back identified victims of crime on a two weekly basis by telephone to provide a full update on their case, establish their satisfaction with the service they have received and ascertain how we as an organisation can improve. At this stage we provide an opportunity for the victim to express their thoughts, provide answers they seek, ensure expectations are managed and learn from feedback. If further enquiries/actions are required i.e. police patrols, supervision involvement, further evidence to assist case or the OIC needs to take further action this is also activated.

**PROBLEM:**

Contact Counts performance figures relating to satisfaction with police service received was identified as 'poor' within the BME community, impacting on the fear of crime perception and making our communities feel safer arena of the force vision statement. This caused immense concern to the K1 OCU, as community satisfaction is fundamental to our success. Immediate action was required to improve public perception through a quality service process, targeting our vulnerable community groups (BME) in need of more police interaction. To achieve this requirement and meet needs/expectations the call back project was activated.

**SOLUTION:**

- Established which community groups seek more police interaction and contact to raise their satisfaction levels. (In this case BME Victims and most recently over 65yrs). Call-back are conducted 2-3 weeks after the incident.
- Upon receipt of identified victims, details are allocated to three call back police officer's on each sector and call-backs are conducted (3 sectors).
- A pro-forma is completed for each victim and sent for analysis.
- Feedback of excellent work is sent to OIC and supervisor and lack of contact by OIC is also explored and challenged. The tasking process is also utilised if appropriate and/or required.
- Lessons learnt have been produced and distributed to officers through training day's and feedback.
- Any actions required following call-backs are put in place.
- As sectors own the process, operational officers are aware of the OCU's commitment to customer satisfaction in turn ensuring they reflect on their actions and provide a quality service throughout the enquiry.

Future plans: Engage partners following the call-back (i.e. Victim Support/age Concern), task PCSO's to conduct personal visits when on patrol, contact victims of anti social behaviour, where a crime has not been recorded.

**OUTCOME(S):**

Performance has been dramatically improved and sustained.

More victims are satisfied with the police service received, impacting on confidence, trust and satisfaction following first hand experience.

Officers are more aware of the importance quality service has with victim and OCU in terms of priorities.

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**INSPECTION AREA:** Citizen Focus**TITLE:** Performance Improvement Work Process**PROBLEM:**

The force identified a need to improve the support that is provided to OCUs to improve performance. It needed a process that would drive performance improvement work and as a consequence contribute to overall crime reduction for the force. It recognised that this could only be achieved with staff equipped to undertake the task.

**SOLUTION:**

The cessation of the Best Value process meant that the force had the opportunity to use a number of skilled individuals who are experienced in analysis, improving processes, inspection and review in a different role. The Best Value Team was merged with the Performance Improvement Team to form the PSG in April 2007. The PSG operates within a process that identifies OCUs to be supported through performance improvement work. It is the role of the PSG to assist trained staff on OCU to identify areas for improvement, and where necessary introduce/improve processes in the areas concerned. Staff within the newly formed PSG who will carry out this role are skilled.

It was recognised that the members of Command Team have a responsibility for their territorial OCUs that includes performance. This process gives ACCs the opportunity to play an active role in supporting performance improvement work.

The process is driven by the Performance Management Board, chaired by the DCC, and attended by the Assistant Chief Constables (ACCs). Chief Superintendent PRD presents an update of force performance and current improvement work and indicates any potential OCUs for support. The meeting provides strategic direction for the performance improvement programme, ratifies performance improvement activities and monitors their progress.

Any OCU good practice identified as a result of improvement work is assessed and disseminated as part of Post Improvement Review work.

**OUTCOME(S):**

A full Post-Implementation review has yet to be carried out. However, the Performance Improvement work process can claim to have contributed to the below:

## Process Improvements in five key areas

- Call Handling, particularly full and accurate recording of information at the first point of contact and effective transfer of that information.
- Allocating Resources, particularly matching resources to demand and briefing the resources effectively.
- Investigation
- Criminal Justice
- Engaging with partners

## Reduction in Total Recorded Crime

- Crime for the current performance year is down -10.62% (25,634 fewer victims than 2006-7)
- There has been a 16% step down in the average number of victims each month. The

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monthly average is nearly 3,000 fewer than between 2004 and 2006 (down from 24,713 to 20,739)

- Since May 2007 every month has shown a lower level of crime than the lowest month in the last performance year.
- Robbery is down – 17.28% (1,323 fewer victims)
- Vehicle Crime is down – 12.74% (4,150 fewer victims)
- Serious Harm offences are down – 10.25% (4,048 fewer victims)

OCUs that showed good reductions in crime following support:

- D2: Vehicle Crime (-32.57%)
- J2: Violent Crime (-15.24%) and Criminal Damage (-19.34%)
- M2: Criminal Damage (-18.19%)

Improvement in levels of Public Satisfaction

- All 'Feeling the Difference' targets are being achieved.
- People who feel safe in their communities during the day: 95.08%
- People who feel that their communities live together in harmony: 92.66%
- People who feel that the Police are doing a good job: 78.64%
- People who are satisfied with their contact with the Police: 82.51%

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## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

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

The survey results come from two different sources:

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

### Understanding survey results

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

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

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

### HMIC grading using survey results

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

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

## Understanding significant difference

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

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

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

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