

Her Majesty's Inspectorate of Constabulary



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

September 2008



West Yorkshire Police – HMIC Inspection

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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

West Yorkshire Police has:

- 8 basic command units (BCUs);
- 47 Neighbourhood Policing teams (NPTs);
- 47 Inspectors, 153 Sergeants, and 950 Constables dedicated to Neighbourhood Policing with an additional 2 Inspectors undertaking NPT roles;
- 762 PCSOs dedicated to Neighbourhood Policing.

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

Geographical description of force area

West Yorkshire forms the largest conurbation in the Yorkshire and Humber region, incorporating the major cities of Leeds, Bradford and Wakefield and the substantial towns of Huddersfield and Halifax. Though not the largest sub-region geographically, it accounts for 43% of the region's businesses and also 43% of the region's workforce. West Yorkshire is at the crossroads of the major transport routes from north to south (M1) and from west to east (M62) – the latter linking the west coast ports to those on Humberside, which form a gateway to Europe.

West Yorkshire comprises five local authority districts with the following brief characteristics. Bradford, which developed on the textile industry, has diversified its industrial base in recent years and now has a strong presence in electronics, engineering, printing and packaging and chemicals, as well as media and call centres. The district has a high level of deprivation. In addition to Bradford, towns in the district include Shipley, Bingley, Ilkley and Keighley.

Calderdale is the least populated, with manufacturing accounting for 29% of employment. The main towns are Halifax, Brighouse, Elland and Todmorden.

Kirklees has a high proportion of its population working within the manufacturing sector (27%). It includes the towns of Huddersfield, Dewsbury and Batley.

Leeds is the largest district, with particular strengths in financial and professional services. Its service sector growth has contributed to it being one of the fastest growing economies in the country. It is a main provider of employment for the area and attracts 70,000 people to

the city each day. It is expected to provide one-third of the region's additional jobs up to 2015.

Wakefield has become a major centre for the distribution and retail industry, because of the availability of land for development. It includes the towns of Castleford, Pontefract, Normanton and Hemsworth.

Demographic description of force area

West Yorkshire has 42% of the Yorkshire and Humber region's population. Of West Yorkshire's 2.1 million inhabitants, 11% are from black and minority ethnic (BME) backgrounds, concentrated in Bradford (22%) and to a lesser extent Kirklees (14%). People of Pakistani and Indian origin make up the largest minority ethnic group.

There are 1.043 million people employed in West Yorkshire and job growth is forecast at 0.5% between 2004 and 2007. This represents an additional 4,500 jobs. Despite overall reductions in numbers employed in the industry, manufacturing remains a significant employment sector. Salaries in West Yorkshire are 7.6% below the national average. In terms of deprivation, as measured by the Index of Multiple Deprivation 2004, all five local authority districts are in the worst 25% in the country.

Strategic priorities

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

The Forces three year aim is:

To police in a way that builds the trust, confidence and satisfaction of the communities they serve. This will be achieved by delivering the following strategic priorities:

Reduce Crime and Offending,

- Tackle Anti-Social Behaviour and Create Stronger and more Cohesive Communities
- Increase Public Confidence and Improve Customer Satisfaction.
- Strengthen Protective Services and Reduce Risk to the Public and Vulnerable Groups.
- Strengthen Organisational Management

These priorities will be underpinned by:

- Neighbourhood Policing
- Integrated Offender Management
- Contact Management
- Community Engagement , Partnership Working
- Quality Driven Service
- Protective Services

- Collaboration and Shared Services
- Effective Use of Resources and Workforce Development

Force Performance Overview

Force development since the 2007 inspections

The major development that has taken place in the first quarter of 2008 is the restructuring of the force patrol and neighbourhood policing (NHP) structure. Following on from the earlier work undertaken around the Chief Constable's five 'beacons', which examined the strategies needed to take the force forward into the 21st century, the force has repositioned itself to place neighbourhood policing at the centre of its business. This has led to the creation of 48 inspector-led NPTs, and the establishment of reactive policing as a specialist post. In addition to creating a set of variable shift patterns to enable both reactive and NPT's to work together, the force has created divisional call management units, volume crime teams and prisoner reception units to support its new culture.

Neighbourhood Policing

2007/08 Neighbourhood Policing Summary of judgement	Meeting the standard
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During this inspection the force was assessed against SGC in a number of key areas of Neighbourhood Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

Meeting the standard

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

Neighbourhoods are appropriately staffed (coverage).

Summary statement

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

Strengths

- As part of the programme board deliverables contained within the overall plan, and following lengthy consultation with partners, the force moved to a restructuring of the existing neighbourhoods on 3 March 2008. This finally aligned ward boundaries and police boundaries throughout the West Yorkshire area. Consequently, inspectors' responsibilities are now exactly aligned with the coverage of elected ward councillors to ensure connectivity between local authority, police and crime and disorder reduction partnership (CDRP) boundaries.
- This has allowed the force to link more effectively into the existing structures of community engagement and move from neighbourhood management into more focused locality management.
- There are 47 identified Neighbourhood Policing teams (NPTs) within the force area, an increase of 14 from the previous model. The emphasis has been on servicing the needs of communities rather than adopting convenient policing geographical areas. An example was given of one ward in Leeds that encompasses the city centre and the community at Beeston. Clearly the two communities have separate issues and have been identified as separate communities, albeit in the same ward.
- Neighbourhood boundaries have been created in a process using workload and incident data, as well as population, to define manageable areas that are coterminous with local authority and partnership structures.
- The force has developed a monthly review process of mapping changes in each neighbourhood area, using existing data from joint sources. This enables social and demographic changes to be laid over incident and crime data, as well as

reassurance and satisfaction levels. This is reviewable through the varying levels of engagement between Neighbourhood Policing (NHP) officers and partners.

- Good practice was found in Kirklees, where the use of a tracking database by the partnership provides workload and satisfaction data for localities.
- The force reviewed the composition and structure of NHP during 2007 in line with the Chief Constable's 'five beacons for the future'. The review was robust and resulted in significant investment of staff and supervisors in the updated model, which was implemented on 3 March 2008. Much was built on existing NHP staff, many of whom had worked in the same areas for a number of years. There was wide variance in named contacts, with some very well known by local residents, and others less known because the staff were new and in the process of making contacts and creating links.
- Prior to the restructuring the force had succession plans to ensure that NPTs were providing a constant visible presence within communities. The decision of the Chief Constable to post student officers directly into communities will ensure that at the constable level that visible presence is maintained. In respect of supervisory ranks, human resources (HR), where practicable and in liaison with the divisions, will manage a transfer into an NHP role to allow for a handover period between the incoming and outgoing supervisor.
- All changes to staffing profiles are made known to communications, and the necessary information technology (IT) systems are updated with revised contact details and locations.
- Evidence suggests that police community support officers (PCSOs) are being developed in the role and are then successfully gaining employment as constables within the force. HR has identified this trend, and a PCSO who joins the force as a constable is posted back to the same area to maintain some continuity.
- West Yorkshire, as part of its response to the role of NHP within the Chief Constable's five beacons, has adopted a policy of using NHP as a foundation, building support structures around it. Consequently, NHP is the default role of every officer unless they are posted to a specialist department or unit. As a result of this change, the previous staff selection policy whereby divisions selected staff according to the NPT role profile no longer applies. All staff are posted to NPTs, where they remain until transferred to a specialist role. The exception to this rule is student officers, who at a relevant time in their probationary period will be seconded to a response team so they also experience working within that environment.
- Consequently, the abstraction policy is to be completely reviewed in June 2008, and will be undertaken in liaison with the operations support department in terms of demand for resources for force events. Divisional commanders are currently working to the previous target of 10% of NHP time as a maximum abstraction, and this is monitored through the assistant chief constable's (ACC's) operational performance review (OPR) processes.
- The force has identified 47 clear neighbourhoods, with each team led by an inspector to service the model for West Yorkshire. Staffing levels allocated to NHP now total 47 inspectors, 151 sergeants, 782 constables, and 768 PCSOs. The

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restructuring of NHP has seen an investment of an additional 350 officers into the delivery of NHP. All student officers who join the force start their service in an NPT.

- A revised shift pattern has been implemented after widespread consultation with staff and the Police Federation. The result has been that NPTs are able to deliver a visible service to communities through the seven-day period and during core demand times.
- The Chief Constable has allowed divisional commanders to assess and staff NHP in conjunction with partners, particularly in certain areas where PCSOs are funded through specific partnership funding arrangements.
- The force engaged external consultants to profile the demand for and capacity to respond of response teams. In Bradford the force has worked with the city council in ensuring that adjustments in the city council delivery process reflected the change in areas, as Bradford went from three basic command units (BCUs) to two early in 2008.
- The development of the monthly performance profile document by headquarters performance monitoring will provide a regular update of the changing socio-demographic nature of each neighbourhood; combined with performance information and the developing structures around intelligence from the current review, this gives police and partners good information for decision making and resource levels.
- Linked to the comprehensive levels of community engagement, neighbourhood inspectors are well placed to manage activities within their remit. A good example of this was an ongoing abduction case and the daily reviews conducted with residents and key partners by the inspector and his team.
- Several divisions, in particular Kirklees division, already have a system in place to conduct joint problem training sessions with partners, and the training department should be involved in the evaluation of such training, with the identification of good practice circulated throughout the force.
- The training of both PCSOs and student officers has been enhanced and more emphasis has been placed on problem-solving skills, using both in-force trainers and assistance from other agencies and partners. All student officers are now initially posted to NPTs and these enhanced skills will enable them to be more proactive in dealing with community problems.
- Because of the policy of deploying student officers directly into NHP, training sessions are in place in divisions to increase the capacity for assessing student officers once on independent patrol, and further officers have been highlighted to receive training as Independent verifiers in the Student Officer Learning Assessment Portfolio SOLAP process.
- The staffing levels for NHP are no longer monitored in isolation now that the force has adopted the policy of all staff being deployed to NHP. Within the BCU the staffing of response, volume and crime management unit and the criminal investigation department is at the discretion of the divisional commander. Performance of each of the NPTs is monitored and used to discuss staffing levels in other disciplines and the extent to which they support NHP. The corporate performance reviews and the OPRs, carried out by the deputy chief constable (DCC)

and ACC (operations) respectively, include a discussion around staffing as part of their remit, to ensure that performance and quality of service issues reflect the appropriateness of these levels.

- Neighbourhood profiles assist commanders in assessing the resilience of neighbourhoods and the associated risks to the community and to policing staff. Regular monitoring of profiles by Corporate Development Department (CDD) provides the force with a sliding scale to assess the levels of resources according to levels of risk, based on the resilience of the community and other environmental factors.
- NHP staff receive recognition and reward through the commendations and awards procedures, but the force has also adopted the excel programme, which better reflects the links between quality of service and reassurance and confidence. There are regular awards evenings for staff receiving excel awards.
- The excel programme provides facilities for 'peer recognition', and members of duty groups and specialist departments can nominate colleagues for awards in recognition of their professionalism in policing.

Work in progress

- Leeds North East and Kirklees divisions are in the process of creating divisional excel units to drive an improvement in the connections between internal delivery to enhance effective working and external service delivery to victims and witnesses. This unit will link into the performance monitoring unit for better development of the framework of performance around NHP/Citizen Focus (CF).

Area(s) for improvement

- While the objective is to enable direct contact to be made with PCSOs and NHP officers in every area, consideration has to be given to the full integration of direct contacts with the call-handling structures. There was evidence of direct contacts by email, text message and mobile phone, with good feedback from residents who appreciated not having to go through the force call centre. However, the recording of such calls was patchy and, in some cases, non-existent.
- There is considerable variance between the protocols for abstraction across the force. While it is appreciated that the new NHP structure came into being during March 2008, there is already evidence that the levels of abstraction are intruding into the available time for community engagement, problem solving and high visibility – with comments from residents and partners that officers are failing to turn up for meetings because they are otherwise occupied. With the changes to structure, it is inevitable that NHP officers will be the main focus for abstractions, but this issue is critical for the success of the NHP scheme and should be addressed as soon as practicable.
- Examination of a divisional policy revealed that NHP constables can be abstracted to planned and spontaneous operations; sporting events; scene preservation/management over the medium/long term and other specific duties with constraints regarding length of abstraction.

- PCSOs are generally abstracted from their usual wards to sporting events (usually traffic control tasks); scene guarding; planned and spontaneous operations. Certain PCSOs are funded other than through the CDRP. These PCSOs are effectively ring-fenced to work exclusively in specific areas.
- The sergeants and inspectors in NPTs are also occasionally abstracted to perform duties in response, custody and the contact management unit as part of the divisional resource management routines.
- The force needs to accelerate the development of the use of volunteers. This was an area for improvement in the 2007 inspection and it is apparent that little has been done to improve the situation since then.

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

Summary statement

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

Strengths

- The force has a published community engagement strategy, available over the intranet, that identifies the levels and range of activities that divisions and departments are required to adopt as part of their ongoing business planning and management.
- The inspection team found comprehensive evidence of both formal and informal engagement structures. Formal structures included community contact points, with venues and frequency available on the West Yorkshire NPT public website and email, with dedicated public email addresses published on the force website and managed daily by supervisors.
- Meetings of tenants' and residents' associations encourage a joint approach to problem solving, with members of the public being part of the resolution. These tend to be based within micro-communities, possibly only a few streets in size. Local beat managers and PCSOs attend these either by invitation, or as a standing item.
- Ward forums at which police attendance is encouraged or invited are attended by local councillors, and these forums are used to discuss ward-based issues and concerns. The issues can often form the basis for neighbourhood management group (NMG) agenda items, and are communicated to NPT supervisors in person, by phone or by email.
- Area committee meetings chaired by locally elected members provide the public with opportunities to raise specific or general questions or concerns and encouraged to report them in person to the police attendees. These meetings are also an opportunity to inform the public about any successes, albeit in sanitised form, and any necessary safety alerts, information appeals and crime trends.

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- Neighbourhood watch continues to be a valued avenue through which the force can generate public confidence and obtain community intelligence. Members of the scheme can receive emails containing key messages and safety alerts. These key contacts can also be asked for information or intelligence on specific crime types.
- Members of Bradford South's NPT East provide a regular contact point in the foyer of the Asda store in Rooley Lane every Thursday between 6pm and 8pm. The contact point provides people with an opportunity to discuss any local issues with NPT officers and get useful advice on how to avoid becoming a victim of crime.
- The use of technology and partners' systems was also evident in creating communication links; for example, on the force website the NPT site contains regular news updates relevant to the wards. Each ward has its own page, and this is used to share success stories and encourage contact, including, if necessary, participation in various initiatives. Visitors to the sites are encouraged to subscribe to email alerts for updates.
- Inputting the phrase 'Neighbourhood Policing' into the force website's search engine will return the maximum 100 results covering articles dating back over the last 12 months. The divisional press officer plays a role in this engagement.
- The force fully utilises partner email and message systems. For example, Kirklees council has an email system that the police, with appropriate negotiation, can use to send key messages or advice to every single Kirklees employee. Negotiations are currently under way with Kirklees neighbourhood housing for a regular NPT article in its quarterly newsletters. Some area committees, tenants' and residents' associations and ward forums have their own newsletters and police are welcome to use these.
- Local initiatives such as Your Community, Your Call were used to encourage the public into meetings in various locations within Kirklees. In some areas this was designed to give the community a voice. In other areas the meetings were held in order to give the public greater confidence in reporting through a series of reassurance presentations. The common theme was that opinions expressed by the public were used, together with a collation of the concerns of local elected members, to formulate locality priorities for inclusion in the annual policing plan.
- The information obtained from the neighbourhood action surveys provides divisions with a greater insight into the characteristics of its population and identifies the areas where reassurance activities would have the greatest impact on public perception. The process actively engages with communities at local neighbourhood level to capture levels of reassurance and community intelligence to drive partnership action plans.
- In addition to the above, in both Leeds North East and Kirklees divisions, there was abundant evidence of information being shared at different levels in police and partner meetings. This applied both to regular locality meetings and to themed meetings such as the race hate management group.
- The main thrust of the NMGs in Kirklees is to bring front-line staff to the table to discuss specific tactical options and initiatives. All attendees have signed up to the Kirklees information-sharing protocol, because this allows for detailed discussions to be held around individuals and families.

- The NMG's is the main arena where community intelligence is utilised to drive the process. Attendees are given the opportunity to raise concerns that have been brought to their attention by members of the public, or which have become apparent through incidents etc. These concerns are then prioritised and used to create new agenda items. Minutes are taken at the meetings, and community intelligence is recorded at this stage.
- These structures are supported by the programmes of work being led by the head of media and marketing, many of them involving social networking sites as well as the use of telecoms and IT services. The appointment of a press/media officer for each division is enhancing the capabilities of the NPTs to make the best use of alternative communication strategies.
- The force has a structured surveying process using scheduled and thematic surveys to assess the quality of the service provided. The force also uses dip sampling of contacts through the quality assurance dip sampling (QADS) system and database through which supervisors are required to sample set numbers of contacts and submit evidence. The system is monitored to ensure issues highlighted are addressed through training and performance appraisals.
- The force call-handling systems adopt a similar approach through the use of QualTrak, which requires supervisors to monitor live calls and dip sample tapes for evidence of good or poor practice in relation to call handlers.
- The force has developed the mystery shopper system introduced during 2007. Visits are conducted as any normal visit would be, with nothing to distinguish the 'shopper' from a genuine member of the public. If staff suspect they are dealing with a mystery shopper, they are asked to continue to deal with them as they would with any other person – their suspicions may be wrong, and mystery shoppers will have been advised not to identify themselves as such.
- Staff are asked to note that the overall purpose of these visits is to gain a picture of standards of service delivered and facilities within help desks, with the aim of identifying best practice and areas for general improvement – it is not intended as a means of appraising individual employee performance or addressing development or discipline issues. Any reporting and analysis of the results does not name individual staff members/officers.
- In addition to the above, there is peer group reinforcement of quality through the excel programme, which allows in force recommendations and nominations from peers and supervisors to highlight good practice, coupled with positive reinforcement through screensavers, posters and podcasts.
- The West Yorkshire Police Authority public perception survey is a postal survey used to collect West Yorkshire residents' perceptions of their local area. The authority has received almost 10,000 completed surveys over the last 12 months.
 - 62% of residents of West Yorkshire said they thought the level of anti-social behaviour (ASB) in their area had either stayed the same or decreased in the last 12 months.
 - 39% of residents of West Yorkshire said they thought the police could be relied on to be there when needed.

- 36% said the police were dealing with things that matter most to their community.
- The Chief Constable has delegated authority to his neighbourhood inspectors for deciding on operational policing responses in partnership with other agencies and stakeholders, recognizing that those based locally are more aware of the problems and their solutions.
- There was substantial evidence of information being shared through existing protocols between NPTs and neighbourhood contacts, as well as at the CDRP and local strategic partnership (LSP) levels. However, there was little evidence of this being much more than day-to-day business or the development of reactive responses to identified problems.
- In Kirklees a sergeant is stationed in the local authority offices to handle day-to-day contacts and monitor the tracking database around residents' complaints. This information feeds into the community profiles, with frequent analysis alerting officers to changes in communities and associated risk factors.
- Following concerns raised by local residents at a public meeting regarding alleged speeding motorists in the Tyersal Road area, officers from North West Leeds' West Outer NPT organised a dedicated day (Tuesday, 22 April) to target the issue. Children at Tyersal primary school teamed up with their local NPT to raise awareness about road safety. The purpose of the day was to make the community aware of the problem, and get drivers to watch their speed and be conscious of their surroundings when driving. The NPT, together with Leeds road safety and schoolchildren from Tyersal primary school, used speed indication devices in the area to provide an instant indication to drivers of their speed.
- The performance management unit within CDD has developed a neighbourhood-level performance and profile package that will relieve Divisional Intelligence Units (DIU's) from much of the data processing they have traditionally involved themselves with. Additionally the formation of the excel units at BCU level will provide another avenue of information delivery.

Work in progress

- In North East Leeds the DIU is reforming to incorporate a dedicated analyst for NHP so that appropriate intelligence can be fed to them. However, there are no direct links to local authority information sources. A seminar on intelligence, to be held in June, will be used to determine what and how it will deliver to NPTs.

Area(s) for improvement

- The force and police authority (PA) use existing structures as far as possible to deal with the growing emphasis on locality and neighbourhood management structures. CDRPs and LSPs also use these forums. The time is appropriate to review the range and focus of existing community engagement meetings to streamline information flows and further embed joint problem-solving and decision-making processes.
- While there is evidence of information sharing, and locations where police officers work within local authority structures to provide daily contacts and problem-solving advice, there is a lack of force-wide embedded systems to handle community

intelligence and the use of partnership analysts. Consequently, intelligence was reactive to existing problems rather than being predictive to inform decision making at police and local authority levels.

- The intelligence review currently ongoing will be making recommendations in this regard. Visits to Kirklees and Leeds North East revealed emerging systems, but not to the extent encountered in other areas.

Joint problem solving is established and included within performance regimes.

Summary statement

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

Strengths

- Joint problem solving is established and included within performance regimes. The force joint problem-solving strategy is the Resolve model that incorporates problem identification, comprehensive analysis, identification of ownership, adoption of action plan, monitoring and review mechanisms, resolution and feedback to the public processes. The database is the force data warehouse for the sharing of good practice and problem-solving initiatives available through the force intranet
- The delivery mechanisms are the NMGs, which consist of key members of the police, partners and community, operating under documented guidance and with the ability to link into level 1 tasking and co-ordinating, as well as local authority structures.
- These groups are being further developed to involve the joint action groups (JAGs) being instituted in each NHP area and in which similar representation will engage in problem identification and resolution at a tactical level. Where problems are unable to be resolved at that level, they will link into the NMGs.
- In Leeds, premises have been identified and are being developed into a community centre, supported by police, local authority and other agencies. These premises will also provide one-stop-shop provision for accessing services and will be occupied by both PCSOs and constables from the local NPT. In addition, a youth engagement worker is embedded within the unit, with funding to develop the police diversionary provision against ASB.
- There were examples of information sharing and a joint approach to problem solving. In a comprehensive school a video from a mobile phone highlighting certain offences had been uploaded to YouTube. The school cooperated with the force in dealing with the participating individuals, exchanging information on past and present pupils so that the individuals could be identified. The force project manager for the management of police information is reviewing the existing protocols for compliance

- In Huddersfield there was evidence of joint intelligence and information sharing with all agencies and voluntary groups involved in dealing with incidents resulting from the night-time economy. This involved tasking and briefing sessions on Thursday, Friday and Saturday evenings. This joint approach has been ongoing for several months, with a substantial reduction in calls for service and a reduction in recorded offences of violence.
- The force is working with local neighbourhood managers and submitting joint bids for funding, as opposed to individual agencies making separate applications. Agencies have realised they are all 'chasing' the same funding opportunities and this provides a more robust approach, with more focus on how all the services and agencies can benefit.
- There is a blank template available through the force intranet to assist officers at all levels who are developing links with neighbourhood-level groups.
- The inspection team attended problem-solving group meetings in two divisions and found that information was sufficient for the problems under discussion.
- The force has engaged in joint strategic assessments with partners for a number of years. The inspection team was presented with examples from the Leeds, Wakefield and Kirklees divisions reflecting local priorities, problem areas and analyses of information and intelligence that were agreed by local authorities and partner agencies.
- These priorities are kept under continual review by the chair of the meetings and amended as required. Any action requiring additional resources or funding is negotiated between the agencies through the NMG and JAG structures.
- Tasking arrangements from the joint strategic assessments are owned at the varying levels of problem solving within the force. LSPs feed into the NMGs, which in turn feed into the developing JAGs. This ensures that appropriate levels of responsibility are allocated and delivered against each priority. Examples presented to the inspection team concerned issues around domestic violence in a particular locality in Kirklees, and specific activity around race/hate issues in North East Leeds.
- Information from council databases is overlaid with police incident reports to identify 'hot spot' areas, which are then analysed and taskable options considered. In addition, targeted investment from local support networks and groups enhances their involvement and communication with the public. This is aimed at preventing 'social exclusion' of minority communities.
- At level 1 TCG, community priorities are now the mainstream business of the NHP system in West Yorkshire. However, there is still a requirement for those officers to fulfil their responsibilities around volume crime and other quality of service indicators forming part of the performance review processes. The development of a broader range of indicators by CDD will assist in developing neighbourhood responses from other divisional units. However, despite there being service level agreements and memoranda of understanding in place for other divisional resources/units, there was little evidence that level 1 tasking and co-ordination had reached a stage where NHP was yet able, other than for single initiatives, to draw down significant specialist resources to tackle priorities in competition with volume crime.

- From 2006 onwards, all officers within the neighbourhood areas of the time received bespoke problem-solving training around the West Yorkshire resolve model. However, the changes on 3 March have resulted in substantially increased numbers of officers, including student officers, who will require training. Student officers have problem solving as part of their foundation training, and a training needs analysis has been carried out for those officers new to NHP. The training department is currently arranging the provision of this training and consideration has been given to including partners within it.
- The area around a large council-owned estate in Leeds has raised questions regarding the council's policy on resettlement and the housing of non-local residents – in particular, residents from black and minority ethnic (BME) communities. The council has responded to the increase in tension, particularly around young people, by delivering a 'show racism the red card' initiative into local schools in partnership with Stop Hate UK. In addition, the provision of a youth inclusion officer from the local authority supports the local NPT.
- Through the levels of engagement with the community, the details of problems highlighted are recorded in minutes of the various meetings and actioned to key partners, including the police. Problems are kept on the agenda until feedback is given or they are resolved. This is also minuted.
- Where the priority arises from emails or informal contacts, supervisors are responsible for monitoring completeness of actions and can, on occasions, use the QADS system to ensure the complainant has received a suitable response.
- NHP performance is assessed across a range of indicators, including volume crime, ASB and satisfaction and confidence. The resolution of problems is part of the performance profile examined during the monthly OPRs conducted by the ACC (operations).
- The inspection team was presented with substantial evidence of a range of operations and initiatives in relation to localised problems that demonstrated the commitment and ownership of NPTs and partners.
- NPT officers in Bradford North division joined forces with local mosques to help make Ramadan as safe and crime-free as possible. Joint patrols made up of NPT officers and members of mosque committees patrolled the streets to provide a reassuring presence and to act as a deterrent. In previous years there has been a marked increase in reports of low-level damage and youth nuisance during Ramadan in parts of the city. The initiative was a success, with a marked reduction in complaints.
- A West Yorkshire Police community trust fund grant was awarded to help provide a diversionary scheme for pupils of Normanton Freeston business and enterprise college and referrals from the youth offending team. The young people, aged between 13 and 15, attended a Saturday morning course and were taught motorbike mechanic skills, with subtle messages about the law and where it is appropriate to ride off-road bikes. Staff from the partnership ASB unit worked together to deliver the initiative.
- Young people were encouraged to perform songs they had written about the dangers of drugs in a concert organised by West Yorkshire Police and Northern Rail

and its Northern Trax initiative to promote national drugs week. Students from schools and youth services across the county took part in the 'Three Minute Wonder' concert at Bingley arts centre, performing songs they had written themselves. The event was endorsed by singing star Corinne Bailey Rae and attracted entries from songwriters of all ages from Leeds, Bradford and beyond. The songs were judged by a panel that included an EMI records executive, and among the guests at the concert was the DCC.

- The force has developed a problem-solving board that has an overview of the range of options available to the force and is seeking NPTs to be more innovative in their approach to problem solving with partners. NPTs are encouraged to take a more risk-based approach to tackling issues rather than relying on tried and tested methods. The fear of failure has been removed and there is a very open approach to tackling issues. The force has engaged with local universities to develop some of the approaches to problem solving.

Work in progress

- Locality management is developing in Kirklees division to complement the existing focus on neighbourhood management. There are seven neighbourhood management areas in Kirklees, each overseen by an inspector. Locality management takes the principles of neighbourhood management down to ward or estate level and allows a more tactical approach led by sergeants and police constables. With locality management as the context, there are plans to include a locality-based community safety planning process, to be called a JAG. This group will provide the necessary overview and strategic drivers for neighbourhood management. The inspection team was provided with documentation around a locality focus on domestic violence, which demonstrated a high level of interaction and co-ordination among partners on a locally identified problem.

Area(s) for improvement

- Local authority databases are fully utilised to record calls for assistance, resulting in the deployment of NHP staff to local problem-solving activities. These deployments will involve a multi-agency approach, using both police and local authority personnel.
- Although this deployment provides a more timely response, several outcomes accrue: a lack of awareness of workloads; dispatch staff in Area Control Rooms unaware of these calls and trying to deploy NHP officers further; a lack of awareness of repeat calls when NHP officers are off duty; and a lack of surveying of satisfied residents (because survey samples are drawn from the incident logging system). Further considerations relate to compliance with the national crime recording standard and national standards for incident recording. This needs to be addressed quickly.

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

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
West Yorkshire	+3.6pp	+3.6 pp	+2.0pp	+1.4pp	-4.9pp	-3.7pp

Summary statement

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

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

Context

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

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

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

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

Strengths

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

54.8% 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; **54.8%** of people surveyed think that their local police do a good or excellent job, compared with **51.2%** in the year ending March 2006.

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

52.6% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is **not significantly different** to the average for the MSF.

Force performance was **unchanged** in the year ending March 2008; **52.6%** of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with **51.3%** in the year ending March 2006.

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

13.8% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is **significantly better** than the average for the MSF.

Force performance was **unchanged** in the year ending March 2008; **13.8%** of people surveyed think there is a high level of anti-social behaviour, compared with **17.4%** in the year ending March 2006.

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

Summary statement

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

Strengths

- User satisfaction ratings: assessment of user satisfaction in relation to ‘keeping people informed’ and, to a lesser extent, ‘actions taken’ has shown a decline since the start of the year. The latest results indicate a continued deterioration in satisfaction with these areas of service delivery. A key element of keeping people informed is the production of letters sent to victims at key points following the report of a crime – performance in this area is variable across divisions and user satisfaction trends are mixed, with City and Holbeck seeing significant declines in satisfaction, but Calderdale seeing a significant improvement (but from a relatively low starting point).

- Gap in user satisfaction between BME and white victims of crime: there is a relatively wide gap between ratings of overall user satisfaction for BME victims compared with those from a white ethnic background. This is subject to further research aimed at identifying and delivering service delivery improvements. The findings from the research have been incorporated into the quality of service project plan and include recommendations around community engagement and relationships (with both established BME communities and emerging communities), internal communications, review of police/PCSO mix and NPT shift patterns, process review (speed of response and actions taken), education on the call-handling/crime reporting process and influencing internal attitudes.
- Public confidence and perception: the latest results from the PA public perception survey has indicated a static public perception that the police in their area do a good job. The latest results, while not statistically significant, are below the year-end target and are slightly lower than at the end of last year.
- Community surveys conducted before and after major deployments have provided an understanding of the impact of crime and the value added by multi-agency activity. This is a critical element of the Operation Brava planning cycle. The surveys initially identified the growing fear of gun crime and allowed the force to tackle the matter proactively.
- The OPR carried out by ACC (operations) and the quarterly corporate performance reviews by the DCC involve discussion of satisfaction and confidence data down to neighbourhood levels.
- QADS 2 can be profiled to identify specific types of incidents together with the resources allocated to the incident. This will enable a far more effective tool in the evaluation of how the force is delivering a level of service to customers. It provides a National Intelligence Model (NIM) lead focus on assessing the developing risks in particular areas and enables a more effective management of risks having an impact on confidence and satisfaction levels.
- The use of the tracking database in Kirklees identifies satisfaction or otherwise with responses to residents' concerns. This enables the NPTs to be alerted to particular areas of concern among members of the public so that processes can be analysed and made bespoke to a particular area to meet expectations.
- Building on the survey work carried out by the CDD performance unit, divisions also engage in key surveys and satisfaction testing with local authority and CDRP partners.
- Contact management is regularly quality sampled through the use of the QualTrak system and held to account through the ACC's and DCC's performance reviews.
- Users of police services are regularly consulted through an extensive survey programme. Approximately 20,000 customers are contacted each year and asked about the way they were treated and whether they were satisfied with the service they received. Local divisional commanders are presented with the findings each month, to let them know how well their customers think they are doing.

Work in progress

- QADS coverage has been improving, but is rather low. However, the process and supporting system are being developed to coincide with a relaunch in 2008, in which the Chief Constable will undertake QADS and deliver a media strategy to inform and remind officers and staff of the value of the process and its inclusion in the performance management processes.

Area(s) for improvement

- Call-handling results, particularly relating to answer times for 999 and non-999 calls from the public: performance for the year to date is significantly below target and there is little likelihood of achieving the target by year-end.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

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

Strengths

- With regard to strategic finance and HR plans aimed specifically at sustaining NHP, no such plans currently exist because the force has repositioned itself to undertake and provide NHP led services. This change in emphasis has resulted in a reversal of position in that NHP is the norm, with built-in sustainability, and other areas of specialist policing, including response, are now the areas that bid for funding to maintain their sustainability.
- The force is undergoing a comprehensive review of its current building stock to ensure that it fits with the future drive of policing in West Yorkshire. Significant building replacements are required, with a five-year capital and private finance initiative programme currently being considered. To enhance the integration of NHP, there is encouragement for officers to identify premises that may be suitable for co-location. Any such premises are submitted to the centre, where the estates management team will conduct a full feasibility review.
- Learning and development is driven from the centre through training and development plans around NHP officers and support services. There is a good balance of delivery between Bishopgarth, the force training facility and the divisional training officers. Problem-solving training is introduced into both student officer and PCSO training programmes. Performance development review (PDR) is used as a tool to identify any gaps in skills identified by the individual or supervisory.
- The force has a properly constituted and managed NHP programme board that has tracked and progressed actions from the 2007 inspection and National Policing Improvement Agency (NPIA) assessments. The force has produced an updated plan that identifies plan owners, monitoring and key implementation dates.
- Each division in West Yorkshire has a superintendent linked to the CDRP and local partnership agendas. In the Leeds and Bradford partnerships, encompassing

multiple divisions, there is a dedicated 'town hall' superintendent whose role involves the management and development of partnership delivery.

- The relationships that have developed are strong and on occasions subject to challenge from key partners, but there is evidence of pragmatic and agreed responses delivering improvements from these challenges.
- There are agreed processes for problem resolution through identified contacts in local authorities, criminal justice agencies and other partners.
- The ACC (operations) is the Association of Chief Police Officers (ACPO) lead for NHP, while the DCC leads on CF, and associated force programmes around quality of service, the victims' code and national call-handling standards, which are linked. The Chief Constable's vision is demonstrated by roadshows, briefings, positive media coverage and highlighting the links between CF and NHP.
- The NHP delivery programme board is led by the ACC (operations) and managed by a chief inspector. There are plans and activities falling out of the force's own self-assessment, 2007 NHP inspection and a recent NPIA benchmarking document.
- The chief inspector also organises quarterly seminars, led by the Chief Constable, at which latest developments, emerging issues and feedback sessions from NHP inspectors are recorded and managed into an updated delivery plan.
- The DCC undertakes the quarterly review in which organisational and policy issues are reviewed. This is informed by the monthly OPRs conducted by the ACC (operations), during which NHP and quality of service are key issues. Consequently there is a clear overview of staffing, policies and performance of NHP.
- The Chief Constable has set out his requirements for NHP within his 'five beacons for the future':
 - NHP is fundamental to how the force operates as a service, supported by the other key priorities of reducing crime and managing demand.
 - The need to work more closely with local communities, giving the public ownership when agreeing local priorities and being accountable to them for delivering local policing.
 - Effectively protecting the public by providing protective services, tackling regional, national and international serious and organised crime and terrorism, preventing the exploitation of vulnerable people and providing local reassurance to combat fear of crime.
 - Empowering staff to be creative and innovative in changing the organisation, taking local responsibility and accountability for improving policing and providing a quality, customer-focused service.
 - Being a flexible, modern and diverse workforce, working as a team and being equipped to meet the challenges of policing in the 21st century.
- The PA has oversight of NHP through its performance and scrutiny committee structures. Additionally, through link members for each division, the PA is involved in the OPRs and comprehensive performance reviews. Elected members are also

involved in NMGs, often as chair, giving them a comprehensive overview of all levels of activity around NHP.

Developing practice

See Appendix 2.

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard
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A Citizen Focus ethos is embedded across the force, establishing an initial baseline.

Summary statement

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

Strengths

- The DCC has responsibility for the delivery of the National Quality of Service Commitment (NQoSC) and the development of service delivery across West Yorkshire. The DCC chairs the quality of service and CF project board that encompasses the NQoSC and the force excel programme. The key themes monitored by the board include contact management and NHP, workforce development and IOM.
- The force has a confidence and satisfaction strategy that demonstrates the key actions to build confidence and trust in police services. These are to improve satisfaction with the service, expectations of the service, and the perceptions of customers of the service. Work is already being undertaken across the force affecting the key actions and this is captured in a comprehensive action plan that includes prioritisation of key activities. Elements of the action plan are tasked to specific divisions and departments, with the products of these captured on 'e-plans' to ensure transparent management of the work and the opportunity to learn from differing approaches across divisions and departments.
- Monitoring of communications with the public takes place through the force and area control rooms, requiring supervisors to undertake QualTrak monitoring activities in relation to service delivered over the telephone. This involves dip sampling tapes of conversations between the public and the call handlers and listening in to live conversations to improve operator standards.
- Users of police services are regularly consulted through an extensive survey programme. Approximately 20,000 customers are contacted each year and asked about the way they were treated and whether they were satisfied with the service they received. Local divisional commanders are presented with the findings each month, to let them know how well their customers think they are doing.
- The PA has oversight of community confidence and reassurance through its performance and scrutiny committee structures. Additionally, through link members for each division, the PA is involved in the BCU OPRs and comprehensive performance reviews, during which performance in these areas is discussed. The

authority carries out its own work in relation to monitoring confidence and satisfaction, and also links with elected members involved in NMGs, often as chair, giving a comprehensive overview of all levels of activity.

- The performance review meetings chaired by ACPO officers ensures that each department has its performance measured on a regular basis, with cross-functional improvement actions identified, local plans refreshed and implementation monitored. The performance cycle includes formal feedback to the PA, where improvement activity within all functions of the force can be monitored, thus fulfilling the authority's duty to secure an effective and efficient service.
- The PA has a good understanding of performance in relation to a range of indicators, eg numbers of incidents, crime detections and crime reductions. The performance of the force is discussed at the quality of service steering group, of which the PA is a member. The PA is tied into the quality of service commitment (QoS) and has an understanding of how the correlation of performance links with performance in service provision and delivery.

Work in progress

- The conclusions of the final Zionova report (Research Document) have been produced on victims of crime, members of the public and staff. It was found that Asian and Africans have a poor expectation of the quality of service they will receive from the police. They do not think the police are an integral part of their community but feel they should be. Internally there is a desire to support victims, but staff feel frustrated about engaging with emerging communities and identify that the force training department should be reviewing the skills required by NPTs. These new skills should provide them with proactive responses to engagement with new and developing communities.

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

Strengths

- The Chief Constable has agreed to do his own QADS of NPTs, crime division and uniformed teams. In addition, a clear message to the force of the importance of customer satisfaction is delivered in the quarterly NHP seminars led by the Chief Constable.
- The professional standards department (PSD) maintains a database of all 'control and direction' complaints, and analyses of all complaints are used to inform force policy, identifying any training needs to feed into the training and development strategies.
- Comprehensive survey programmes are carried out, linked to other feedback mechanisms through partners, community links and linked websites, informing the organisation of the effects of changes in policy and delivery. This information is used as part of the corporate performance reviews and OPRs to drive performance changes and amend policies.

- Information provided from the surveys is processed and each division is provided with a report identifying the key priorities of the community surveyed and detailed location maps of where those priorities exist. This enables the development of action plans in conjunction with partners to target the priorities identified.
- The information obtained from the neighbourhood action survey provides divisions with a greater insight into the characteristics of their population and identifies the areas where reassurance activities would have the greatest impact on public perception. The process actively engages with communities at local neighbourhood level to capture levels of reassurance and community intelligence to drive partnership action plans.
- Press/media officers on divisions undertake press/media scanning as part of their role. The media department is sufficiently resourced to conduct its regular business and has now assimilated NHP as day-to-day business. The *Your Police* newspaper, regularly featuring NHP issues, is funded by West Yorkshire Police at £150,000 per year and is delivered to 800,000 homes three times a year. This includes a facility for readers to use a Freepost tear-out leaflet to forward views on policing. In addition, an internal publication, *The Beat*, regularly features NHP events. The additional investment by the PA into BCU based media officers is a significant investment aimed at improving the public's perception of policing and proactively seeking out positive news stories to build up reassurance and confidence.
- Reflector groups are established on BCUs to capture the public's views on the police service being delivered. These will include individuals who have been subjected to an enforcement action, as well as those requiring services as victim complainants etc. Feedback is processed and used to improve systems and the development of the CF agenda throughout the force.
- The force website contains a range of information to the public regarding the force. Each week, West Yorkshire Police receives hundreds of calls from members of the public asking for the answers to questions. Over 500 of the most popular questions and answers are now available on a national police 'frequently asked questions' website run by the police national legal database. It provides information to the public about situations they will come across in their everyday lives, such as personal safety, ASB, what to do if an alarm is sounding, when to report a road traffic collision to the police, and fixed penalty notices.
- The force publishes a 'quality of service to the public' policy on the webpage, using it as the basis for measuring activity and reality checking. It is published as follows:

We deal with a wide range of contacts from the public for various reasons. For each contact, the Force should deliver a level of service to the public that meets their needs and expectations.

We need to:

- *provide a high quality service which is responsive to the needs of users, particularly victims, witnesses and children;*
- *improve public confidence in the criminal justice system, including increasing the confidence of minority ethnic communities and, year on year, the satisfaction of victims and witnesses; and*

- *ensure that personal contact with the police, which is one of the strongest influences on overall levels of trust and confidence, is a positive experience.*

To do this we must:

- *publish details of how people can access our services in their area, e.g. police station opening times;*
- *provide a range of ways to access our services which address the security, comfort and welfare needs of users and ensure information is accessible;*
- *listen so that we properly understand the nature of people's enquiries and explain how they are going to be dealt with;*
- *act with integrity and treat everyone we deal with politely, fairly, openly and with respect;*
- *give priority to enquiries that require an emergency response, set targets and monitor our performance;*
- *take people's concerns seriously and explain what we are doing to address them, including whether or not we are taking action and why;*
- *wherever possible, provide people with the name and the contact details of the person dealing with their case;*
- *keep people up to date on the progress of our enquiries at convenient times and in an agreed way, adhering to any requests they may have made about confidentiality;*
- *contact people to let them know whether we are still actively investigating their case and when we will review that decision;*
- *inform people when action is taken against a suspect and, if they want to receive the information, what the action was;*
- *make it easier for us to learn from concerns expressed by the public to build confidence both in the systems of accountability and the police; and*
- *respond and investigate complaints and, if we have made a mistake or acted incorrectly, apologise and take steps to prevent it happening again.*

Quality of service complaints are dealt with effectively

Strengths

- PSD records and stores its direction and control complaints on an IT system. Use of the system provides opportunities to access management information on individuals and key behaviours and provides the basis for PSD inputs into managerial and supervisory courses. While there are inevitably some cases that result in disciplinary proceedings, the emphasis from PSD is to promote positive messages and

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behaviours via courses, newsletters and individual counselling. Each issue is action planned to ensure learning is fed back into the organisation, for example by providing input into training. PSD can have a bespoke input around a specific problem that has been subject to frequent complaint.

- The shift in emphasis has been mirrored by the PSD champions in each division who are taking a more interventionist role into complaints and encouraging supervisors to be more proactive in their resolution. Of informal resolutions, 70% now take place on divisions.
- PSD is focusing on standards and how supervisors impose corporate standards on individuals. Perception of the organisation can be influenced through the behaviour of officers, their attitude and their use of and the appearance of police equipment.
- A lessons learned bulletin is published by PSD, and the department works in partnership with HR to ensure that all staff are required to maintain standards and that inappropriate behaviour that may not lead to formal disciplinary proceedings is captured as a 'near miss'.
- The promotion of positive messages through the excel programme assists this process. Recognition and praise for good work is included in force publications, local newspapers and on the website. Recently the force has highlighted the excellent work and commitment by a former special constable from Bradford who has been commended for over 15 years work for West Yorkshire Police. The story was featured on the force website:
- *Hoshiar Singh has been awarded a certificate of commendation by Divisional Commander Sarah Brown for his significant contribution to improving Police / Community relations. Hoshiar worked as a Special Constable for 17 1/2 years and during that time was promoted to Section Officer and presented with a Good Conduct and Long Service medal. Since finishing as a Special Constable he has continued his links with West Yorkshire Police and is Vice-Chair of the Minorities Police Liaison Committee which aims to promote better understanding between the police and Bradford District communities. Hoshiar is also a founding member of the Bradford South Hate Crime Scrutiny panel which monitors police hate crime investigations, providing guidance and support when necessary.*
- Media and marketing are closely aligned to the force systems for capturing public attitudes to policing services locally and dealing with emerging national issues that may impact on local confidence levels. Positive messages regarding the safe environment within West Yorkshire are constantly conveyed in articles, and linked to the way these reflect the levels of service being provided by the force.

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

Strengths

- Monitoring of compliance with the NQoSC is undertaken by the quality of service board, which meets quarterly and is chaired by the DCC. In 2005 West Yorkshire

Police commenced its roll-out of the QoSC. In doing so it created a QoSC strategic project steering group. Over time, this project board has become the quality of service board, chaired by the DCC, which in addition to the QoSC is responsible for CF and all connected initiatives being undertaken by the force.

- Given the broad range of activities being managed, the minutes of the QoSC board feed into the risk management matrix managed by the force risk and insurance manager and are discussed at the risk management meetings.
- Quality of service features on PDRs and the performance of officers is considered on a broad range of indicators and not based purely on process and arrests etc. The excel programme is capturing 'good work', with an impact on confidence levels among the public, and people are being recognised for that 'professionalism'.
- Quality of service performance measures are discussed at the board meetings and during the quarterly corporate performance reviews. The DCC, being responsible for both, is in a key position to influence the development of initiatives and to hold commanders accountable for their delivery. Feedback from both the board and the reviews influences the rates of development of workstreams in the key areas of contact management and NHP, workforce development and IOM.
- Performance is not only based on crime detections and reductions. Satisfaction and confidence levels of the public drawn from survey data feature as part of the review process. Commanders are held to account for the levels of confidence and satisfaction in their areas of responsibility, with action plans being agreed where significant trends are developing.

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

Summary statement

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

Strengths

- Soon after his arrival in force the new Chief Constable, Sir Norman Bettison, commissioned an appraisal of the organisation to identify the way in which West Yorkshire Police should do business in the future. It was based on the views of chief officers and senior managers and is supported by the police authority. This plan identifies opportunities for improving services in the light of new and emerging local, regional and national policing requirements.
- The audit identified:
 - five organisational aims, or 'beacons', to focus and guide the future;
 - a series of cultural changes that will underpin these aspirations;
 - five priority processes that are key for service improvement;

- some structural ‘question marks,’ which might show how best to achieve the ‘beacons’.

The five ‘beacons’ for the future

1. Neighbourhood Policing is fundamental to how the force operates as a service, supported by the other key priorities of reducing crime and managing demand.
2. Working more closely with local communities, giving the public ownership when agreeing local priorities and being accountable to them for delivering local policing.
3. Effectively protecting the public by providing protective services, tackling regional, national and international serious and organised crime and terrorism, preventing the exploitation of vulnerable people and providing local reassurance to combat fear of crime.
4. Empowering staff to be creative and innovative in changing the organisation, taking local responsibility and accountability for improving policing and providing a quality, customer-focused service.
5. A flexible, modern and diverse workforce, working as a team and equipped to meet the challenges of policing in the 21st century.

How our culture needs to change

- Building greater trust and confidence between the public and the force.
- Taking problems seriously, accepting responsibility for them and telling people the results.
- Going the extra mile and acknowledging others who do the same.
- Making it personal - promoting responsibility, ownership, initiative and innovation.
- Delivering on promises, challenging poor performance, promoting professionalism and pride.
- Celebrating successes by giving reward and recognition.

The five priority processes

- Work is under way in each of these areas, championed by a chief officer.
 1. Review the way the force polices, to deliver **Neighbourhood Policing** and work with partners to provide a local, responsive police service.
 2. **Contact management**, including all aspects of call/contact handling to provide a better, more personal, quality of service to people who turn to the force for help.

3. **Offender management**, including case handling and custody, to provide an efficient and effective service from arrest to the end of the justice process.
4. **Planning and performance management**, measuring the right things, which matter most to the community, encouraging problems to be solved locally and for the public to be valued.
5. **Workforce development**, people are the most important asset, recruit so as to develop a flexible, competent and diverse workforce.

Has the force got the right structures?

- Does the force use the most appropriate means of delivery - neighbourhood, BCU, district or force?
- Is the force supporting effective, local decision making and accountability?
- Does it shape service structures through effective partnership working?
- Does it meet demand most effectively through flexibility of people and resources?

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

Strengths

- Standards of service delivery are published on the force website and contained within the policy statements, as shown in the box.

We need to:

- provide a high quality service which is responsive to the needs of users, particularly victims, witnesses and children;
- improve public confidence in the criminal justice system, including increasing the confidence of minority ethnic communities and, year on year, the satisfaction of victims and witnesses; and
- ensure that personal contact with the police, which is one of the strongest influences on overall levels of trust and confidence, is a positive experience.

- This is further reinforced through the work being done under the excel programme and linked to the force confidence and satisfaction strategy, which has three strands:
 - **Confidence and trust:** By underpinning this with solid sustained performance delivery, and visible uniform patrols at a local level that are accountable, easily

accessible, empathetic and deliver on promises, the reassurance demanded by service users and the wider community of West Yorkshire will be provided.

- **Satisfaction with service:** The force can influence customer satisfaction by consistently delivering a quality service, developed with the involvement of service users. This will be achieved by following the principles of excel both internally and externally and by instilling the 'Team West Yorkshire and Proud' ethos.
- **Expectations of service:** These can be influenced and enhanced by effective communication and engagement strategies that are consistent across the organisation, but bespoke to local needs and demands. A force-level communication strategy is an essential and fundamental part of this approach, and should underpin all workstreams.
- Media and marketing are seen as an integral part of the process in driving up levels of satisfaction and confidence within the community. Positive messages are delivered through a range of opportunities, using technology, texting, email and the more traditional news sheets that are distributed to every home in the county. In addition, the news sheets are now bespoke to identified communities.
- The appointment of press/media officers in each division is beginning to deliver broader communication of these principles/aims, both internally and externally, through printed leaflets, posters and news articles, together with the use of technology in the form of websites, SMS messaging and email forums.
- The force has invested in software (iposter) that will allow NPTs to publish their own news sheets for specific neighbourhoods and communities. Linking in with the BCU based media and marketing officer, the news stories can be produced in a range of different languages, together with professionally produced graphics and photographs.
- A review of force training programmes has been undertaken to ensure that NHP and CF are built into each and every aspect of service delivery training. Beginning in 2005, with perceptions of service from a customer's viewpoint, a gap analysis was carried out that informed the work of the quality of service programme board, leading to the delivery of the excel change programme.
- The excel programme, while it involves the training of staff, is more fundamentally programmed to change the culture of the organisation through awareness and positive reinforcement of service through rewards and recognition. This will not be short term. In addition, the Chief Constable's vision for the force using the five beacons will be supported by a change in culture.
- Supervisors are an essential part of the process of change culture and the seminars being led by the Chief Constable and his ACPO team constantly provide the drive to enforce the messages around the values of the organisation. The team approach to service delivery is a key message, with increasing the confidence and satisfaction of users a responsibility of all members of the force.
- The cultural changes and elements required to support the 'beacons' are:
 - building greater trust and confidence between the public and the force;

- taking problems seriously, accepting responsibility for them and telling people the results;
- going the extra mile and acknowledging others who do the same;
- making it personal – promoting responsibility, ownership, initiative and innovation;
- delivering on promises, challenging poor performance, promoting professionalism and pride.

- There has been significant investment in the training of call handlers, and particularly those staff involved in the recently introduced contact management units. This involves a more interventionist conversation with the caller to ascertain what their problem is and how available resources, including partners' resources, could be dispatched to resolve the issue.

- Excel training and the development of excel units in each division are localising the survey and satisfaction data and focusing on how to improve services at a local level. This will include the delivery of customer service improvement modules by the divisional training officers.

- The force uses organisational learning to address many of the issues identified by members of the public in feedback. In particular, the analysis of complaints by PSD provides opportunities for improvements in service. Identified common areas of complaint are scrutinised to identify 'what went wrong', and this is used to deliver training and raise awareness among staff.

- The force policy is clear and available over the intranet. Out of office is used and monitored. The email policy is clear and unambiguous. The website is very good and enables better public access and understanding of contacts. Voicemail is regularly monitored to ensure messages are current.

- Each BCU is required to undertake a gap analysis around contacts as part of the OPRs, and they are subject to the mystery shopper systems. The force recognises that IT communication is not available to all, and is actively pursuing opportunities for engagement with the public through partners and other agencies.

- Underpinning the work of the NHP and CF boards, the Chief Constable's mandate from the five beacons is that development of force systems should:
 - ensure a better service for those members of the community who do not have English as their first language;
 - adopt a 'one stop' approach when dealing with customers;
 - portray a consistent force approach to NPT contact numbers;
 - enhance public awareness of the call-handling process;
 - use media links for continual informing and updating.

- The changing emphasis in the force is centred on delivery of services to the public rather than based on a traditional approach of detections, arrests or numbers of

prosecutions. The force capability to analyse data and feedback from customers is enabling the proactive identification of actions by teams and individuals that impact on the levels of confidence and satisfaction at a local level. BCU management meetings identify good practice in the area of service delivery, which is recognized in a variety of ways, including commendations and good work minutes, within the excel framework.

- Excel has become the brand for delivery of quality of service. It also provides the main forum for the capture, publication and recognition of good work by teams or individuals. Recognition is either delivered locally or through the force awards ceremonies presented by the Chief Constable.
- The Chief Constable and his ACPO team feature on the force webpage and its link to 999 TV. These short podcasts allow the ACPO team to explain their values and how the force vision is being pursued, in particular how NHP should impact on service delivery at a local level and lead to greater public confidence in the service delivered.
- The force has a robust inspection and performance regime that holds all commanders to account for delivery of service and quality of service considerations. The use of QADS, QualTrak and the new excel units ensures that the force is collecting, collating and analysing data at team and individual levels to ensure delivery of its commitment to the public.
- The force recognises the contributions made to enhancing the reputation of the force by providing the public with a positive experience through a variety of both formal and informal processes. The management teams on areas are alerted to 'good work' through the daily meetings where activity is reviewed and appropriate recognition is given. This may range from a PDR entry to a more formal commendation at divisional or force level through the excel awards scheme.

Performance processes include local satisfaction measures, and locally established priorities

- The OPR carried out by ACC (operations) and the quarterly corporate performance reviews by the DCC involve discussion of satisfaction and confidence data down to neighbourhood levels. Building on the survey work carried out by the CDD performance unit, divisions also engage in key surveys and satisfaction testing with local authority and CDRP partners.
- QADS 2 can be profiled to identify specific types of incidents, together with the resources allocated to the incident. This will enable a far more effective tool in the evaluation of how the force is delivering a level of service to customers. It provides a NIM lead focus on assessing the developing risks in particular areas, and enables a more effective management of risks that impact on confidence and satisfaction levels.
- The use of the tracking database in Kirklees identifies satisfaction or otherwise with responses to residents' concerns. This enables the NPTs to be alerted to particular areas of concern from members of the public, allowing for processes to be analysed and made bespoke to a particular area to meet expectations.

The force can demonstrate:

a) The relevant SPIs remain stable as a minimum.

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

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

	SPI 1e		SPI 3b	SPI 3b
	Satisfaction with the overall service provided		Satisfaction of users from minority ethnic groups with the overall service provided	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 Yorkshire	-1.0 pp	+4.8 pp	+4.0pp	+5.8

Summary statement

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

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

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

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 5.8 percentage points less satisfied.

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 Yorkshire's own user satisfaction surveys, which comply to national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

Strengths

- The force has shown a 4.8% improvement in user satisfaction compared to the 2006 data, to sit marginally below the MSF average of 82.4%.
- The force has closed the gap between white and BME satisfaction data, having improved BME satisfaction by 4% to stand at 74.9%. This is seen to be through better understanding of community needs, investment in CF training, new improvements to systems of witness care, more active involvement of the independent advisory groups, and the delivery of better community engagement through NHP.

SPI 1e – satisfaction with the overall service provided.

81.4% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is **not significantly different** to the average for the MSF.

Force performance **significantly improved** in the year ending March 2008; **81.4%** of people surveyed were satisfied with the overall service provided, compared with **76.5%** 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 **significantly improved** in the year ending March 2008; **74.9%** of users from minority ethnic groups were satisfied with the overall service provided, compared with **70.9%** 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 despite the actions taken by the force as indicated above remain **5.8** percentage points less satisfied.

Developing practice

See Appendix 2.

Appendix 1: Glossary of Terms and Abbreviations

A

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

B

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

C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

D

DCC	Deputy Chief Constable
DV	Domestic Violence

G

GO	Government Office
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H

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

HSE Health and Safety Executive

I

IAG Independent Advisory Group

ICT Information and Communications Technology

liP Investors in People

IS&T Information Systems and Technology

L

LCJB Local Criminal Justice Board

LSCB Local Safeguarding Children Board

M

MAPPA Multi-agency Public Protection Arrangements

MPR Monthly Performance Review

MSF Most Similar Force(s)

N

NCRS National Crime Recording Standard

NIM National Intelligence Model

NHP Neighbourhood Policing

NPIA National Policing Improvement Agency

NSPIS National Strategy for Police Information Systems

O

OBTJ Offender brought to Justice

P

PCSO Police Community Support Officer

PFI Private Finance Initiative

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

Appendix 2: Developing Practice

INSPECTION AREA: Neighbourhood Policing
TITLE: Business against Crime in Leeds
PROBLEM: Retail crime trends in the city centre were not being addressed and an existing retail crime initiative was ineffective in achieving a reduction in acquisitive crime.
SOLUTION: Utilising best practice as identified by Action against Business Crime (AABC), a partnership between the British Retail Consortium and the Home Office), the chief inspector NPT identified key partners within the city centre, including those from commercial and retail organisations and the council. He then established a steering group, chaired by the divisional commander and subsequently a company; Business against Crime in Leeds (BACIL) was formed as a non-profit making partnership. The initiative was commenced in October 2005 and was ready to go live six months later. It focused on a proactive approach, gathering community intelligence from partner members to be used to identify crime trends and suspected offenders. Each member of BACIL has a radio that is monitored and operated under professional protocols. The system is used for daily briefings and live intelligence, including alerting members to the presence of suspected offenders of note within the area. The principle operates of a maximum of 'three strikes and you're out'; if an individual comes to the attention of the initiative due to an arrest or an incident of ASB, that person would be excluded from member premises after three incidents, or fewer if the incidents are considered to be of a serious nature. Exclusion contracts are personally served on individuals by the local NPT, indicating the terms and time limit of the exclusion. Exclusions are enforced by each member: if the excluded person is found on the premises, they are proactively approached and their immediate departure requested. Information is exchanged with the local division to assist with its offender management process, and with other similar crime reduction partnerships throughout the region.
EVALUATION: The initiative has contributed to a significant reduction in recorded crime in the city centre in the period from June 2006 to May 2007 compared with the same period the previous year. A survey of the members was conducted in November 2007. The survey revealed that members are very satisfied with the initiative to date, which may indicate why there has been a large increase in membership of BACIL over an 18 month period. The key points for success include the following:

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- BACIL is not perceived as a 'police' scheme, as it requires the active participation of each member to submit intelligence and enforce the exclusions.
- The initiative has a dedicated manager, PC Andy Johnson, who co-ordinates the daily briefings, collects and inputs intelligence, arranges monthly TIA type briefing/forums for members and undertakes the process of information sharing with the police and other schemes.

EXTERNAL VALIDATION:

The Safer Business Award has recently been presented to the initiative by AABC, recognising that the scheme is professionally managed to set national guidelines.

OUTCOME(S):

Theft-type crimes were reduced significantly in the year following the initiative's launch in June 2006, compared with the same period in the previous year.

The initiative has also resulted in an improvement in reassurance and in perception of the police (results obtained from a survey of BACIL members conducted in November 2007).

The vision for the further development of BACIL is to expand into the night-time economy.

INSPECTION AREA: Neighbourhood Policing
TITLE: Quality assurance dip sampling 2
PROBLEM: <p>The QADS system was initially designed to allow and facilitate dip sampling of patrol officers performance.</p>
SOLUTION: <p>QADS 2 has been redeveloped to align quality assurance to the force changes that have taken place (NPTs, response and crime teams). The system has been developed to focus on NPTs, response and crime teams, with different bespoke questions applied to each team to reflect the varying roles of these teams within the organisation.</p> <p>The new system allows remote access not only to incident-based material but also to crime details, which will be imported over from Niche, so allowing better interrogation and preparation before the dip sample takes place.</p> <p>It will also allow the filtering of crime types to allow command teams to allocate a themed QADS month or look at a particular problematic crime/incident area or geographical location.</p> <p>The questions for the existing three areas reflect the types of work delivered by these teams and allow for additional free text to achieve better understanding of the responses provided in order to develop and enhance areas of strength or weakness and react to the needs of the individual.</p> <p>Those completing the QADs will also be directed to initiate a positive conclusion to the interaction rather than leaving it on a negative tone.</p> <p>QADs is also applied to scenes of crime officers and is on pilot with domestic violence. In the future it will include contact management units and will look at police-initiated activities (stop/search, road checks, etc).</p>
EVALUATION: <p>QADS 2 to be evaluated. QADS 1 was found to be an immensely successful tool; hence the decision to upgrade its functionality.</p>
OUTCOME(S): <p>Improved customer feedback and enhanced opportunity to identify organisational learning opportunities.</p>

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INSPECTION AREA: Neighbourhood Policing**TITLE:** Neighbourhood Policing performance bulletin**PROBLEM:**

While the force has a number of management information products to support performance improvement/monitoring, there have previously been no specific performance products to assist local/senior management teams in understanding the specific and varied activities undertaken by NPTs, along with their potential outcomes. This has been a particular issue in respect of PCSOs, where joint funding streams with partners make it particularly important that we can demonstrate how PCSOs are contributing to NHP and providing value for money.

SOLUTION:

The force has committed itself to providing a management information bulletin that will identify activity and outcomes at NPT level. The content will range from details of officer abstractions/vacancies/turnover, crime levels and incidents through to outcome. The force has increased its volume of surveys so that satisfaction and confidence levels can now be published for every NHP area within West Yorkshire. The bulletin is undoubtedly proving challenging, as a number of areas identified for monitoring, such as media scorecards, problem-solving initiatives and integrated offender management (IOM) clients, have historically been captured/monitored in an ad hoc manner and therefore datasets are limited. However, this is being addressed in a number of areas either by tapping into existing processes or by establishing new data-collection systems. A new system has already been established for PCSOs whereby daily activities and the use of powers can now be recorded via a force e-form accessible via the force intranet. The new e-form replaces existing paper-based forms that proved bureaucratic and inaccurate. It is envisaged that divisional bulletins (including data on each neighbourhood within the BCU) will be updated monthly and utilised during team performance reviews. Clearly, the bulletins will also be a good data source for senior management teams and the command team when they evaluate the impact/strengths/weaknesses of NHP through the force's existing performance framework (i.e. corporate performance reviews and OPRs).

EVALUATION:

Following consultation with key stakeholders, the bulletin was launched in March/April 2008. It is anticipated that the content of the bulletin will be reviewed formally (probably around four to six months) after its launch; however, feedback from operational officers, performance managers, etc, will be welcomed, and revisions are expected to be made as appropriate.

OUTCOME(S):

It is envisaged that the NPT bulletin will assist managers and neighbourhood officers in understanding the activity taking place in their locality, and will help to focus and drive performance improvements in the NPTs, resulting in improved public confidence and customer satisfaction.

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INSPECTION AREA: Neighbourhood Policing/Citizen Focus
TITLE: Peer nomination scheme
PROBLEM: Reward and recognition of staff within the organisation. This is an opportunity for peers rather than supervisors to recognise and highlight the good work of colleagues who deliver against the force excel principles: <ul style="list-style-type: none">• delivering on our promises;• making it personal;• putting in the extra effort to succeed;• taking your problems seriously. It is designed to reward not only those officers or staff who are always recognised (noteworthy arrest etc) but the 'unsung' heroes who go about their work in a professional and diligent manner but rarely receive the plaudits.
SOLUTION: The peer nomination scheme commenced in October 2007 and is designed to select monthly winners to receive reward and recognition. The winners are selected by a validation panel and are awarded with excel goody bags and certificates presented by local management teams. Out of the peer winners, four are selected to receive additional recognition and reward by means of screensaver entry and PDR entry. The winners are also included in a monthly feature in the force newspaper <i>The Beat</i> .
EVALUATION: Review set for six months time in the week commencing 1 April 2008.
OUTCOME(S): The scheme has been well received by staff within the force, not only in divisions but in departments and at all levels. <ul style="list-style-type: none">• 1st month – 15 nominations;• 2nd month – 89 nominations and 31 winners (this includes the four winners selected for screensavers);• 3rd month – 38 nominations and 15 winners (including the four screensavers);• 4th month – to date 10 nominations. The feedback from divisions and departments has been extremely positive.

Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

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

The survey results come from two different sources:

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

Understanding survey results

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

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

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

HMIC grading using survey results

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

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

Understanding significant difference

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

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

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

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

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