

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Wiltshire Constabulary
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

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

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

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

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

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

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

Neighbourhood Policing

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

Developing Citizen Focus Policing

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

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

Developing Practice

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

The Grading Process

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

Meeting the standard

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

Force Overview and Context

Wiltshire Police has:

- 2 basic command units (BCUs);
- 90 Neighbourhood Policing teams (NPTs);
- 83 Community beat officers dedicated to Neighbourhood Policing;
- 90 Community beat managers dedicated to Neighbourhood Policing (one per NPT);
- 137 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

Wiltshire Police is a mainly rural force. It includes the expanding conurbation of Swindon, the historic city of Salisbury and many market towns and villages. The M4 motorway runs through the north of the county and the busy A303 crosses the south of the county.

Wiltshire has a rich and unique heritage - inside the county boundaries are the world heritage sites of Stonehenge and Avebury, and about 20,000 sites of archaeological or wildlife interest. About three quarters of the land in the county is protected as an area of outstanding natural beauty, special landscape or green belt. Salisbury Plain, the largest remaining expanse of chalk grassland in England, divides the county from north to south.

The unemployment rate in Wiltshire is well below the national average at 1.2%, compared to the national average of 3.5%. The armed forces have a significant presence, particularly in the south of the county. Major civilian employers include Airsprung Beds (Trowbridge), Avon Automobile Components (Melksham), Bowyers (Trowbridge), Virgin Mobile (Trowbridge) and Westinghouse Signals (Chippenham).

Demographic description of force area

Wiltshire is a predominantly rural county in the south-west of England. It has a population of 631,000, nearly half of whom live in towns or villages with fewer than 5,000 people. A quarter of the county's inhabitants live in settlements of fewer than 1,000 people. Some 2.55% of the population are from a minority ethnic background and 17% of the population are under the age of 20 years.

Strategic priorities

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

-
- Deliver safe and satisfied communities;
- Take Our Staff with Us;
- Manage Our Risks;
- Communicate Our Success;
- Consolidate and Co-ordinate Effort.

The force vision is: 'Wiltshire - The safest county in the country'.

Force Performance Overview

Force development since the 2007 inspections

- There has been significant investment in level 2/protective services. One of the outcomes of this is the development of a major investigation team and a volume crime team;
- Neighbourhood Policing teams (NPTs) in all areas have been rolled out and are contributing positively to force performance;
- There has been significant progress in the mobile and remote working programme, which will culminate in roll-out in November 2008;
- The force has seen significant improvements with the creation of crime management units (CMUs) in each division;
- The Optimus project enjoys continuing success, and specifically the force has recognised a need to make changes in the way in which policing services are delivered throughout the county to ensure a better service for the people of Wiltshire.

Wiltshire Police has a stated commitment to ensuring that Wiltshire is the safest and most satisfied county in the country.

In the 2007/08 Policing Plan, the force set out its strategic priorities as:

- enhancing safer neighbourhoods;
- strengthening public protection; and
- reducing and detecting crime.

In setting the control strategy, which focuses resources to achieve improved performance against these priority areas, specific stretching measures and targets are also set.

The figures show overall crime is down 1.1%, which equates to 500 fewer offences, while detection rates are up across the board.

The British Crime Survey (September 2007), which measures public satisfaction, rated the force as second among its group of most similar forces (MSFs) for the number of people who think that their local police are doing a good job.

When comparing the force's annual performance figures for 2007/08 with those for 2006/07:

- overall crime is down 510 offences to 44,588;
- violent crime is down 564 offences to 9,050;
- house burglaries are down 172 offences to 1,729;
- vehicle crime is up 52 offences to 4,752;
- overall detection rates are up from 22% to 27%;
- violent crime detection rates are up from 42% to 49%;
- house burglary detection rates are up from 14% to 21%; and
- vehicle crime detection rates are up from 11.5% to 14%.

Compared with its peers in the most similar force groups (MSFs), Wiltshire Police has:

- the second lowest number of house burglaries;
- the second lowest number of vehicle crimes; and
- the second highest detection rate for robbery and vehicle crime.

Neighbourhood Policing

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

Following the moderation process, Wiltshire 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

- Following a consultation exercise in December 2006, 90 neighbourhood policing areas were identified across the Wiltshire Police area. These were mainly based around ward and parish boundaries but also took account of crime and deprivation data. The neighbourhood policing areas are now each served by a dedicated neighbourhood policing team.
- The force comprises two basic command units, Wiltshire County and Swindon, with 23 of the neighbourhood policing areas found at Swindon and the remainder at Wiltshire. The County BCU covers four districts including North Wiltshire, West Wiltshire, Kennet and Salisbury.
- All neighbourhood policing teams have a named contact, which is publicised on the force Website and includes a brief profile of the officer, a generic team e’mail box address and force telephony details. There is a community beat manager (CBM) in each neighbourhood policing team (NPT). Neighbourhood policing teams are supported by community beat officers (CBOs), which are allocated according to the level of recorded crime on each area. There are 172 police officers deployed to NPTs as well as 137 PCSOs. Approximately 32% of the total operational capacity of the force is dedicated to Neighbourhood Policing.
- The proportion of staff assigned to neighbourhood policing has been significant and noteworthy. The force will wish to keep this commitment under review in the light of progress made with delivering volume crime teams and crime management units, for example, and demands from other functions including response.
- The total number of PCSOs taken at 31 March 2008 was 137, 135 of which are Home Office funded and 2 externally funded. Whilst not unusual, there are less than 10 forces in England and Wales with fewer externally funded PCSOs than Wiltshire. 136 PCSOs are aligned to neighbourhood policing teams.
- The force has 184 Special Constables each being deployed to a neighbourhood policing area. A specific recruitment plan has been developed to bolster special constable numbers.

- The force requires a two-year commitment from neighbourhood staff. As most have been in place for only 12 months or less there has been little need for succession planning to date. Five community beat vacancies have been forecast at Swindon, which will be addressed as they occur.
- A clearly defined abstraction policy is in place, which is managed via the Promis IT system. Neighbourhood policing team members are required to self-record any abstractions, with the system found to be intrusively managed by supervisors. It is not clear whether dynamic decision making on abstractions by sergeants and inspectors is being intrusively performance managed in a consistent way. Targets for abstraction are 5% for CBMs and 20% for CBOs. During the fieldwork stage of the inspection there was found to be limited confidence in the quality and accuracy of abstraction data, with the force experiencing 20% abstractions across the board (see work in progress and areas for improvement below). The abstraction monitoring policy was successfully used by one sector inspector to argue for an increase in neighbourhood resources.
- Local priorities and demand in each neighbourhood are understood and documented within the comprehensive intranet website, and there has been some attempt to match individual skills to neighbourhood need, although in most cases staff allocated to neighbourhoods are volunteers.
- The use of former military staff within the garrison town of Tidworth is an example of where skills have matched need. A Hindu PCSO has been employed in a suitable area in Swindon and the force endeavours to ensure that appropriately skilled officers are deployed to high crime areas and rural areas.
- There are established and recently emerging Polish communities within Wiltshire; neighbourhood staff are not chosen specifically to serve these communities, but posters describing employment law in the Polish language were apparent at enquiry offices.
- PCSOs have a comprehensive 12-week training course, which includes community engagement and problem solving and is well regarded. PCSOs are then further tutored during their initial deployment on neighbourhoods.
- All neighbourhood staff have completed the core leadership development programme (CLDP) neighbourhood policing distance learning module, N Calt computer-based training products and induction training that included anti-social behaviour, engagement and problem solving. CBMs are undertaking the CLDP as continuation training.
- The force meets individual training needs for specific neighbourhoods, for example a PCSO was trained as a football coach to allow structured engagement with young people.
- Learning needs are identified by a force process that includes environmental scanning at 6, 12, 18 and 24-month intervals led by key stakeholders (an ACC in this case). A performance needs analysis identifies the outcomes required and, if training is judged to be the right response, then a training needs assessment is embedded in a training definition document. This sets out time frames, constraints,

skills gaps, target audience and more. The force may then buy in a product, design something new or adapt an existing product.

- Ratios of sergeants to neighbourhood staff vary across the force. Most of the force has clustered NPTs with dedicated sergeants supervising across the cluster. In some sparsely populated areas sergeants manage both the neighbourhood and response functions. This a practice that has been reviewed and will cease with the functions separated across the force area.
- In Swindon BCU there are 13 sergeant posts, 11 of which are filled. This results in a ratio of one sergeant to eight or nine staff. In Wiltshire County BCU there are nine dedicated NPT sergeants, and at smaller stations NPTs are supervised by the hybrid sergeants described above. In total there are 24 sergeants for 102 officers and 80 PCSOs.
- There is some evidence that inspectors monitor supervisor cover locally and make adjustments dynamically to meet changing requirements.
- All CBMs receive special priority payments (SPPs) in recognition of the importance of their role in neighbourhood policing, which includes the management of PCSOs and numerous other supervisory tasks.
- Reward and recognition systems are in place on both BCUs and are part of the daily management meeting (DMM) agenda. At Swindon BCU, for example, a written leadership plan includes four award ceremonies per year.
- Staff routinely report recognition of specific cases of good work via email. It is common practice for senior managers to make contact with individual members of staff when their work was found to be exemplary.
- One team's work in relation to anti-social behaviour has been submitted for the Tilley award, and the force has indicated it will seek appropriate recognition for a CBO/CBM.

Work in progress

- Although there has not been a wholesale review of neighbourhood boundaries, work is ongoing in Wiltshire County BCU to ensure alignment of neighbourhoods with community areas that are being defined as part of the move to single-tier local government.
- In Swindon BCU, the move towards establishment of neighbourhood management has meant that the review of boundaries with partners is ongoing.
- Shift patterns are changing to better align supervisors with staff and better reflect the need of the NPTs. This will also assist response supervisors being more aware of available resources.
- Changes in both BCUs are not likely before April 2009 in order to accommodate the revision of IT systems.
- Due to improvements in crime screening and the launch of volume crime teams on both BCUs the original allocation of neighbourhood staff to areas based partly upon crime figures is worthy of review. The force recognises this position and at the time

of the fieldwork stage of this inspection was considering options for redeployment of resources against a new allocation model for consideration later in the calendar year.

- The force is reviewing its ratio of supervisors to staff as part of the overall review of CBO/CBM allocations.
- Swindon BCU is developing a succession-planning strategy for all neighbourhood staff. This is to ensure that there is continuity of customer facing officers and PCSOs in a neighbourhood role. This approach is a positive development which has an application across the force area.
- The force has recognised that PCSOs were not originally included within the investigative skills training provided for all operational staff. As a result, trainers are delivering investigative skills and victim code training to PCSOs locally.
- The force is cross-matching training needs and identified training time to ensure that all opportunities are exploited, evaluation of this training has yet to take place.

Area(s) for improvement

- The force is developing a policy in respect of police support volunteers, this should include their recruitment and management.
- The force is aiming to recruit a police support volunteer manager, which is viewed as a positive development.
- The current boundaries are not routinely reviewed with partners and the community. Recognising the activity being undertaken by Swindon BCU in this regard the force should consider developing a policy to formalise the review process across both BCUs.
- The force should set realistic and achievable abstraction targets for all NPT staff and consider how the decisions reached by supervisors who authorise abstractions might be more effectively reviewed to ensure compliance against force policy.

RECOMMENDATION 1

Her Majesty's Inspector recommends that Wiltshire Police improves its process for identifying emerging and vulnerable communities, ensuring that this is linked to the development of community intelligence.

RECOMMENDATION 2

Her Majesty's Inspector recommends that, in order to ensure that neighbourhood coverage is more comprehensively monitored, PCSO abstraction data is collated and analysed alongside that for neighbourhood police officers.

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 and the Police Authority have a joint consultation and community engagement strategy and the force has deployed a coherent, iterative three-month consultation cycle.
- Community engagement extends beyond the traditional with evidence of engagement through newsletters, parish magazines, the force interactive website, street briefings, football games, coffee mornings and town hall meetings, being apparent.
- Officers at Swindon BCU maintain an ‘anti-social behaviour’ mobile phone, which allows dynamic contact from communities. The phone is passed from officer to officer to ensure permanent availability. This is an innovative approach, which is worthy of consideration across the force.
- Wiltshire library staff are fully trained and act as an information point for Wiltshire Police and carry out a limited enquiry office function. There are approx 150 suggestion boxes across all libraries in the county. A PCSO from Ashton Keynes NPT often travels with the mobile community library team exploiting the opportunity to engage with, for example, seldom heard communities, which this approach presents. This has received wide publicity and has been very well received.
- The Police Authority has allocated named members to each NPT and engagement takes place between the authority and sector inspectors. Nine police authority members now engage directly with local strategic partnership stakeholders.
- NPTs engage with neighbourhood watches (NHWs), and in one case an NHW newsletter, which is produced jointly and distributed by an NHW volunteer and the NPT, furthers engagement.
- Information sharing is generally strong between communities and NPTs. Officers’ attendance at meetings and the force interactive website allows effective information exchange.
- The force contributes to the Wiltshire and Swindon information-sharing network, a multi-partner body governed by memoranda of understanding for information exchange.
- The force has recently invested in a voicemail system, which will further enhance communication and information exchange.
- At Swindon BCU (but not Wiltshire County), the crime and disorder reduction partnership is represented on daily and BCU tasking meetings.

- Community intelligence is generated by officers and responded to at tasking meetings, although an emphasis on crime-related intelligence prevails. Intelligence from one NPT resulted in the closure of a crack house.
- Community intelligence generated by NPTs is placed directly into the records management system IT system (RMS).
- The quality of engagement is checked by chief officers but not in a systematic way. More systematic checking takes place locally at BCU level through the neighbourhood policing/citizen focus boards. The intranet site allows engagement to be checked.
- Local monitoring of engagement at neighbourhood tasking groups allowed the identification of a problem of waning attendance; this was then investigated and rectified.
- Consultation plans on the intranet allow supervisors to check that contacts with key individual networks etc are maintained. All NPTs undertook a self-review after three months. The outcomes informed local action plans, which are overseen by BCU-level neighbourhood policing/citizen focus boards.
- The BCU commander in Wiltshire County is the chair of the community safety partnership for Wiltshire and this is where checks with partners are made to test the quality of engagement across the County.
- Discussion between the inspection team and local young people revealed little knowledge about neighbourhood policing structures or formal priorities, but the young people were aware of and knew local officers and PCSOs and reported generally positive experiences. They were not engaged in joint problem solving but were aware of local initiatives by the police to limit the impacts of anti-social behaviour associated with the night-time economy.
- At Swindon BCU, there is a monthly consultation with Swindon youth club that comprises a one-hour group meeting plus the opportunity for one-to-one discussions. The young people raise issues about their treatment by security staff in shops, and officers feed this back to the shops in question in an attempt to resolve mistrust. This is one example of youth engagement; other similar meetings take place through schools.

Work in progress

- The forces 'mobile and remote working' initiative will allow greater generation and access of intelligence. This will give access to all the information contained within the NPT database. It will enable officers to update the RMS IT system including intelligence submissions and give access to PNC and all other Force information systems. The pilot is underway at the moment with 30 "super users" across the force and full roll out is due in November 2008.

Area(s) for improvement

- The force does not routinely map where specific engagement activity is occurring or yet to take place. This is an activity worthy of further consideration.

- The force understanding of vulnerable communities is not sophisticated and should be enhanced. However, it is worthy of note that the police authority has completed its second assessment of neighbourhood engagement by NPTs in both BCUs. This involved consulting with community leaders with particular reference to diversity.

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 partly evaluated and demonstrates moderate problem resolution at neighbourhood level.

Strengths

- The force uses a problem-solving method based upon the SARA model (scanning, analysis, response, assessment), incorporating EPIC (enforcement, prevention, intelligence and communication) within responses. All neighbourhood priorities are subject to this SARA process and all activity is recorded within problem profiles, which are maintained within the force neighbourhood policing intranet database. The database is universally accessible across the force and provides an audit trail of activity and a repository of best practice.
- Neighbourhood priorities are part of the standard agenda of BCU tasking and the BCU-level tactical assessment contains a useful summary table of ongoing priorities.
- Although chief officers lead on the local criminal justice board and multi-agency public protection arrangements, chief officer engagement with partners at strategic level is an area for renewed focus from the recently appointed Chief Constable, who is working hard to bring partners together in a single strategic partnership forum.
- Partnership activity is strong within the Swindon BCU but less so at Wiltshire County, where contention over the move to single-tier status over the past 12 months has seen something of a stagnation in partnership development. Notwithstanding this, the force has seen the move to single-tier status at Wiltshire as an opportunity to both rationalise and strengthen partnership activity. The previous Chief Constable invited the scrutiny of the Home Office Police Performance Steering Group and the Government Office for the South West (GOSW) in this area and the current Chief Constable is taking a personal interest in the measures currently being led by the Wiltshire County BCU commander to deliver more effective partnership working.
- At Swindon BCU, a focus on neighbourhood management is emerging, with all partners keyed in, developing the concept of neighbourhood forums and the use of strategic and tactical assessments to see what is needed in an area and to make things happen.
- The force can provide examples of co location in housing association premises. For example within Devizes there is an NPT that is located in Sarsen Housing.

- Partnership activity has included weeks of action in Wiltshire during which a broad variety of partners come together to impact on neighbourhood priorities.
- At Swindon BCU, similar activity includes ‘safe and clean days’, which are supported by the Driver and Vehicle Licensing Agency, Trading Standards, TV Licensing, Environmental Health and Refuse services engaged in litter picking and graffiti cleaning and working with communities. Evaluation shows these to be successful and repeat exercises show that there is no slipback.
- Joint strategic assessment is in place at Swindon and is driving activity. At Wiltshire the process is not yet complete (see also work in progress.)
- Problem profile examples submitted show clear evidence that the neighbourhood tasking group approves the closure of priorities. This was also observed during attendance at a Swindon BCU neighbourhood tasking meeting.
- Community safety managers report that there have been joint training sessions on supporting the development of PCSOs in licensing etc. These brought together refuse collectors and others, led at local level by a community safety officer. They have not been evaluated but have received positive feedback.

Work in progress

- Through its Neighbourhood Policing/Citizen Focus project boards, the force is working to enforce better updating of the problem-solving database by neighbourhood officers. Performance on this issue now forms part of the personal development review (PDR) process. A gradual improvement can be seen with regular internal audits within this area.
- The force is planning a multi agency conference on ASB at force level. There have been high level multi agency meetings to aid progression within this area but it is yet to take place.
- Structures in Wiltshire are emerging as part of local government reorganisation. The force is engaged with communities and partners to deliver structures that deliver effective neighbourhood management by April 2009.
- The force is working with GOSW to establish a tasking and co-ordinating group (T&CG) at partnership level in Swindon. Whilst this is being planned there is an ongoing locality debate called “connecting people, connecting places” and this involves data sharing and information management in order to task and co-ordinate NPTs and partners. In the interim however at BCU level, partners attend tasking meetings.
- Processes allow for the consideration of neighbourhood priorities at national intelligence model (NIM) level 1 (BCU). Although there was tasking of NPTs at the meeting attended by the inspection team, there was no routine consideration of neighbourhood priorities nor effective tasking/resource bids in relation to priorities that were listed in the tactical assessment.

Area(s) for improvement

- The force uses its database for the exchange of good problem-solving practice but should consider the development of a forum to more routinely exchange examples.

- The processing of community intelligence is not an established process at Swindon BCU. This situation should be reviewed and resources applied to bolster existing arrangements if required.
- The force should work with partners to develop a structured approach to training in respect of joint problem solving, including a learning needs analysis.

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
Wiltshire Police	+2.4 pp	+1.0 pp	+1.6 pp	-0.6 pp	+0.5 pp	+0.3 pp

Summary statement

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

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

Context

The SPI and KDI statistics are obtained from the Police Performance Assessment Frameworks (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.

- 56.1% 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; 56.1% of people surveyed think that their local police do a good or excellent job, compared with 55.1% 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’.

- 53.6% 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; 53.6% of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with 54.1% in the year ending March 2006.

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

- 12.6% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.
- Force performance is unchanged in the year ending March 2008; 12.4% of people surveyed think there is a high level of anti-social behaviour, compared with 12.4% in the year ending March 2006.

Work in progress

- A review by the corporate development department has illustrated the need for an enhanced inspection capability to complement the SPI data findings. This would feed through the consultation and community engagement Strategy.

Area(s) for improvement

- Wiltshire Police has seen a slight rise in the numbers of people perceiving a high level of anti-social behaviour and is slightly above its most similar force (MSF) group average. This is not a significant trend however but should be monitored by the force to ensure it does not develop.

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

Summary statement

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

Strengths

- The newly appointed Chief Constable has set out a clear vision of a 'safe and satisfied' Wiltshire. This vision is publicised as a strategic aim and can be readily viewed on force literature and the force web site.
- There is an understanding of variations in data over time. The ACC has reviewed presentations of performance data and drills down to neighbourhood level. The LISTEN campaign is cited as an example of why data may change and performance improve. LISTEN stands for:
 - Listen to people;
 - Inspire confidence;
 - Support with information;
 - Take ownership;
 - Explain; and
 - Notify people and is referred to in more detail later in this report.
- National comparative SPI data shows a decline in satisfaction for black and minority ethnic (BME) groups albeit racist incident detection rates have recently improved.
- The force recognises that the impact of the closure of a large proportion of police enquiry counters as part of the Optimus reorganisation programme, which enabled investment in neighbourhood policing, has led to decreases in satisfaction. At the same time the force failed to meet national call handling targets in the Emergency Contact Centre (ECC) and Force Contact Centre (FCC) creating further dissatisfaction. Call handling performance has since improved and stabilised in the FCC from 52% to 91% (calls answered within 30 secs), an improvement of 39%. It has also improved within the ECC from 42% to 70% (calls answered within 10 secs), an improvement of 28%. The overall call answer rate for both FCC and ECC has improved too.
- It is felt that the force's ongoing recovery in terms of volume crime reduction and detection is likely to deliver improvements in confidence and satisfaction.
- Confidence and satisfaction data is routinely discussed at the police authority within a range of committee meetings and is used in target setting for the force.
- Confidence and satisfaction are routinely performance managed at BCU level and BCUs are in turn held to account by the ACC. Each BCU and department has a 'satisfaction board'. The force seeks to achieve 82% on overall satisfaction.
- Chief officers and superintendents will have internal leadership satisfaction targets (80% of force targets) included in PDRs. These must include examples of the boards' problem-solving issues. The ACC is the strategic lead for neighbourhood policing/citizen focus.

- The force has made bold steps to performance manage confidence and satisfaction using local survey data since September 2007, in order to inform personal performance indicators embedded within the PDR process. This was recently automated within the e-PDR system and will be supported by real-time online questionnaires delivered by hand-held mobile data devices.
- Formal and informal community feedback forms an integral part of the force 3 monthly consultation cycles. Formal feedback is achieved through neighbourhood tasking groups (NTG) or police and citizens together (PACT) and informal feedback is achieved through various local meetings such as parish council.
- The force responded to the national performance measure, SPI 10b, by establishing a traffic light system to prioritise responses to anti-social behaviour. The work was researched with Cardiff University and Home Office experts and will be the subject of a partner conference in May, with a view to expanding it throughout the force and with partners.
- In contact management, call handlers do not have visibility of all confidence and satisfaction data but best and worst cases are brought to their attention. They receive direct personal feedback on their performance against national call-handling standards.

Work in progress

- The force is reopening three enquiry counters, having reviewed the closure programme and responded to the results of public consultation and a reassessment of footfall at all offices.
- PCSOs are undertaking victim care visits in relation to all crimes. Outcomes from these are endorsed on the RMS crime record and crime management units (CMUs) scrutinise them informally for learning opportunities (see also areas for improvement).
- Customer relationship managers are now in place on BCUs and will in future take a structured approach to feedback from quality of service and other complaints that have been forwarded disparately to neighbourhood inspectors.
- One of the Chief Constable's priorities is to communicate success. A target of 90 good news stories per month has been set. Recognising that external media might not publish all of these, the force itself promotes many via websites.

Area(s) for improvement

- The force should explore the potential for enhanced searching of its RMS to ensure a structured approach to learning from the useful initiative of PCSOs undertaking victim care visits.
- Having re opened some of the front offices that were previously closed the force should consider surveying the local community to establish if public expectations are now being met.

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

- The Chief Constable has set out a clear vision of 'safe and satisfied' in which neighbourhood policing forms the key component.
- All resources are financially mainstreamed and sustainable. The force has secured a rise in precept (4.3%) which secures the current arrangements until 2010/11.
- A continuous development programme for 2008/09 includes £2 million in additional investment in contact points, volume crime teams and other measures.
- Currently there are 137 PCSOs (slightly above the force establishment and proportion of the 16,000 agreed nationally). The force does not rely heavily on partnership funding to maintain this investment and as at 31st March 2008 only 2 PCSOs were externally funded. The force has undertaken to sustain this figure for coming years.
- The learning and development plan details training to be delivered to maintain and improve neighbourhood policing for officers and police staff.
- The force has maintained a force-level Neighbourhood Policing/Citizen Focus board which is replicated at BCU level, includes police authority representation, and defines and manages documented action plans.
- A development plan has been produced and implemented in response to the areas for improvement identified in the HMIC 2007 inspection and the NPIA report on embedding neighbourhood policing. This development plan details actions to be taken, activity being undertaken, lead respondent, progress made and current status.
- The force is engaged with the National Police Improvement Agency (NPIA) neighbourhood policing programme team and is starting to innovate in collaboration with partners, as well as the Home Office and Cardiff University.
- The Police Authority is actively involved in the governance and scrutiny of neighbourhood policing, with individual members engaged at NPT level checking the quality and extent of engagement.

Work in progress

- The force is currently developing an estates strategy that will incorporate the needs of neighbourhood policing, however there was little evidence of human resource and finance strategies directly supporting sustainability.

Area(s) for improvement

- While the force has been able to demonstrate sustainability for NPTs in some areas, it is unclear how issues such as estates management and IT have been adjusted to support NPTs, for example, the unwillingness of the force to install remote access to the records management system in non-police buildings. There is evidence that this is adversely affecting the delivery of local policing and is inhibiting close partnership working and joint problem solving.
- The Neighbourhood Policing development plan would benefit from naming the lead respondent rather than the post-holder and providing details of the current status of actions, and the document should be dated.

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard
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Meeting the standard

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

Summary statement

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

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

Strengths

- The Chief Constable has driven a LISTEN campaign to champion the importance of service users' views. This has been supported by 20 road shows for more than 2,000 employees.
- The force has published a consultation strategy and employs a consultation manager to ascertain service users' views.
- An increase in investment from £20,000 to £50,000 has enabled an increase in the volume of surveys. All violence and auto crime victims are now being surveyed. Approximately 2000 extra surveys are now being undertaken per year.
- The force accesses the local authority 'people's voice' and 'future (youth) voice' forums.
- PCSOs are undertaking visits to crime victims to in order to offer victim care and feed back victims' views to the investigators.
- The contact management function has been the subject of an enhanced and vigorous performance management process, measuring performance against national call-handling standards.
- In order to enhance the citizen focus approach of NPTs, the force has invested in a corporate voicemail system. Corporate standards for accessibility via this system have been published and are being enforced by supervision.

- The RMS IT system is being used to maintain an enhanced citizen focus through whole processes; for example, custody sergeants flag vulnerable victims on charge sheets, who are then followed through the court stage by the witness care unit, paying particular attention to timescales detailed within the Code of Practice for Victims of Crime. This is a good practice.
- CMUs establish individual victim contracts to agree the best method of keeping those customers informed.
- The force has appointed a customer relations manager on each BCU to drive these issues and to act as a manager for the enquiry office staff.
- The police authority is represented at citizen focus boards at force level and on the Swindon BCU.
- As part of the ongoing governance of neighbourhood policing, police authority members are allocated to each individual neighbourhood and take an active and intrusive part in checking the extent and quality of neighbourhood policing engagement. Their findings are fed back directly to neighbourhood inspectors and are also the subject of discussion at the force neighbourhood policing/citizen focus board.
- A police authority citizen focus committee exercises governance of neighbourhood policing and citizen focus issues.

Work in progress

- Enquiry office staff have been trained to undertake surveys of service users. These are mainly focussed around enquiry office services and environment. These are reviewed and used for personal and organisational learning. In time these will be replaced with touch screen terminals targeting specific groups.
- The force mobile and remote working initiative will deliver the capability for real-time online customer feedback via hand-held devices carried by officers (developmental practice).
- The force has reviewed a previous decision to close enquiry counters in response to media and public concern and is reopening three counters.
- Although the enquiry counter at Swindon (Gablecross) is well designed and welcoming, a private consultation room will be installed to allow enquiry staff to deal more appropriately with the public and to undertake surveys in private.

Area(s) for improvement

- The Police Authority is not represented on the citizen focus board of the Wiltshire County BCU. This was not consistent with the detailed involvement of the Police Authority in other areas of force business.

Quality of service complaints are dealt with effectively

Strengths

- There was little evidence of a co-ordinated approach to communicating citizen focus standards to the public, although the force website does provide clear standards for contact arrangements such as location and hours of counters, named officers, etc (see areas for improvement).
- There is a police authority complaints committee that considers quality of service complaints as well as misconduct-related issues.
- The force can evidence how it has responded to complaints both in the reopening of some enquiry offices and also in its call-handling procedures.
- Chippenham neighbourhood policing area was receiving two to three complaints regarding the issue of 'follow-up' per week. However, since the commencement of enhanced customer surveys this has dropped to zero.
- Within the contact management function the inspector in charge holds a spreadsheet of direction and control complaints. Identified trends and patterns are addressed and resolved through effective senior management intervention overseen by the call management improvement board.

Work in progress

- The Force has recently established a 'pride and standards board' that is chaired by the DCC, one of the aims of which is to achieve a reduction in complaints. Terms of reference have been drawn up and the board has met on three occasions.
- Recently appointed customer relationship managers will manage quality of service complaints, instigating service recovery plans and drawing out trends to improve efficiency and effectiveness. These are currently managed by sector inspectors.

Area(s) for improvement

- The force should communicate to the public the standards of service that can be expected. Whilst a generic agreement has been reached to achieve this specific detail in some functions has yet to be agreed and communicated.
- The force should ensure that customer relationship managers are supported by a robust system, allowing the learning from quality of service complaints to influence the development of services across the force.

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

Strengths

- The force maintains a quality of service action matrix that is discussed at force and BCU boards and illustrates clear monitoring of performance together with actions for improvement, owners and deadlines. This documents clear activity across all elements of the commitment.

- The RMS IT system enables visibility of compliance with the Victims Code, and this is reinforced by a hierarchical review of crime files undertaken at 7 (sergeant), 14 (inspector), 42 (chief inspector) and 80 days (superintendent).

Work in progress

- The force quality of service manager includes quality of service questions within locally focused surveys, however there is a recognition that further development in this area is required. This is scheduled as activity for the current financial year.

Area(s) for improvement

- SPI data on quality of service is not well understood by contact management staff. This became apparent during interviews and focus groups. Although it is understood to be available to inspectors, it is not widely used to drive performance and is an area for consideration by the force.

RECOMMENDATION 3

Her Majesty's Inspector recommends that further improvements are made in the integration of quality of service data to drive performance.

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 partially integrated into BCU and force performance management processes.

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

Strengths

- Corporate standards for customer service have been made clear as part of the LISTEN campaign led by the Chief Constable (referred to elsewhere in this report).
- Corporate standards around accessibility have been published in relation to the recently implemented voicemail system for neighbourhood officers. These apply exclusively to neighbourhood staff.
- The force has invested heavily in training staff in relation to corporate standards. The Chief Constable has delivered 20 two-hour road shows to in excess of 2,000 employees, setting out his 'safe and satisfied' message and specifying standards for customer service.
- The force has almost completed training all front-line operational sergeants and constables in investigative skills training. One day of this three-day course is dedicated to customer focus.

- Contact management staff have had training in customer service delivered by commercial specialists (insight). This has been well received by staff, some of whom declared their scepticism beforehand but found it useful and have refined their approach to customers subsequently.
- The force has ensured that some element of customer service training is included within all force courses. The LISTEN campaign and drivers for customer satisfaction are included in all courses and are catered for all staff, for example investigative skills training. In future a more dedicated customer service training is being actively considered for all staff.
- The force consultation manager has historically provided customer focus training for PCSOs and enquiry office staff. With the formation of the new citizen focus command this is going to be expanded, refined and communicated across the force to target groups of officers from senior managers to NPT.

Corporate standards are branded under the following acronym:

- **L**isten to people (show care and compassion and respond to their concerns).
- **I**nspire confidence (be professional and competent – get things right first time).
- **S**upport with information (explain what will happen and what you will do).
- **T**ake ownership (resolve the situation in a positive manner that meets expectations).
- **E**xplain (explain what we can and cannot do – be positive but realistic and keep your promises).
- **N**otify people (keep people informed about what is happening even if there is not much to tell).
- The standards are widely publicised on posters, flyers and aide-memoire cards, on the intranet, in the force magazine and currently as the default network screensaver.
- Compliance monitoring is via the comprehensive survey system, which feeds directly into PDRs for all front-line staff and which incorporates personal performance indicators of 80% satisfaction.
- Wiltshire County BCU has received a number of collective awards for the delivery of good customer service and adherence to force standards. For example the force was a recipient of the Tilley award for an ASB initiative in Calne.
- Currently, team contact management managers highlight good work by applying for certificates of merit. There are examples of support staff being rewarded for activity.

Work in progress

- There is an awareness of citizen focus throughout the force, however, to improve understanding at key levels, the force is about to extend customer training to supervisors.
- To assist Superintendent to have a full understanding of how far survey data can be analysed; a presentation is to take place at the neighbourhood policing and citizen focus board.
- The contact management senior management team (SMT) have published a reward and recognition policy and secured £3000 from external IT supplier companies to

enable provision of team award yearly, individual monthly, and ad hoc. This is planned to start in July 2008 with involvement from Unison and the Police Federation. Nominations have now been received and an award ceremony is planned for August 2008.

Area(s) for improvement

- The force should consider the issue of contactability standards beyond NPTs and ensure that all staff are aware of, and complying with, force standards.
- The force should ensure adequate Customer Focus training for inspectors. Members of focus groups expressed a desire to be more aware of citizen focus, how to implement it, what it means to them and to the force
- Training in national crime recording standards and national call-handling standards is vested in one person. The force should consider how to increase resilience in this area.
- Focus groups expressed concern that the certificate of merit process within contact management was slow and should be made more responsive to examples of good service.

Performance processes partially include local satisfaction measures, and locally established priorities

Strengths

- The force is continuing to develop its approach to performance management via a force project led by a chief superintendent.
- Citizen focus is visible in the Wiltshire County division PIM documents but the nature of the debate is not apparent. PCSOs are tasked to visit victims of surveyed crime within seven days of a crime being reported; their brief being to provide public and community reassurance at a level of service above that required for the investigation of the offence. This has already provided positive feedback and the force is hopeful this will provide improvements within Wiltshire's MSF.
- Neighbourhood supervisors have recently become accountable for confidence and satisfaction in their areas. Information is available for them to review activity down to individual level and therefore each team member to account. As this was a relatively new improvement to performance management in Wiltshire, it was not possible to evaluate the full extent of its effectiveness. However, where performance management systems highlight an individual's performance, improvement generally follows.
- Inspectors regularly receive spreadsheets with data that is cross-checked with members of the public, who may have been dissatisfied. Any issues identified by this process are addressed with staff where necessary.

Work in progress

- The Chief Constable has instigated a process for bi annual surveys to be conducted, which serve to inform the personal development reviews of certain of the senior

managers across the force. There are also plans underway to double the number of external surveys conducted by the force.

- The Niche records management system enables the measurement of performance in respect of 'keeping people informed' of the progress of investigations, a national quality of service measure. This approach is subject to regular review and enhancement.

Area(s) for improvement

- Members of staff interviewed expressed mixed views as to the extent of customer satisfaction performance measures affecting their behaviour. This perception is likely to be due to a number of factors and certainly not the lack of will on the part of the force. The force should continue to develop means by which all staff are held to account in this regard.
- Although the recognition and reward system is well established, the inspection team saw few examples where it was used to reward individuals for the provision of consistent customer service. The force should continue to develop means by which such activity is captured and rewarded including benchmarking its approach with that of partner forces across the region.

RECOMMENDATION 4

Her Majesty’s Inspector recommends that the reward and recognition systems already in place are enhanced to acknowledge examples of good customer service from across the force.

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Wiltshire Police	-2.4 pp	-1.4 pp	-1.6 pp	6.3 pp

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 is unchanged compared with two years ago.

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

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.3 percentage points less satisfied.

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

Context

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

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

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

Victims of crime and users of police services are surveyed using Wiltshire Constabulary's own user satisfaction surveys, which comply to national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

Strengths

SPI 1e – satisfaction with the overall service provided.

- 79.1% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average for the MSF.
- Force performance was unchanged in the year ending March 2008; 79.1% of people surveyed were satisfied with the overall service, compared with 80.5% in the year ending March 2006.

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

- Force performance was unchanged in the year ending March 2008; 70.4% of users from minority ethnic groups were satisfied with the overall service provided, compared with 72% in the year ending March 2006.

- There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.3% less satisfied.
- Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Work in progress

- Whilst the force has evidenced that it takes action to address the gap in white / BME confidence levels and the gaps are not significant, the low numbers of BME respondents can mean local data is difficult to track.

Area(s) for improvement

- Hand held devices to record immediate feedback to operational staff are now being deployed more routinely; the force should explore ways in which this development might be used to improve on the quality of BME satisfaction data.

Recommendations

RECOMMENDATION 1

Her Majesty’s Inspector recommends that Wiltshire Police improves its process for identifying emerging and vulnerable communities, ensuring that this is linked to the development of community intelligence.

RECOMMENDATION 2

Her Majesty’s Inspector recommends that, in order to ensure that neighbourhood coverage is more comprehensively monitored, PCSO abstraction data is collated and analysed alongside that for neighbourhood police officers.

RECOMMENDATION 3

Her Majesty’s Inspector recommends that further improvements are made in the integration of quality of service data to drive performance.

RECOMMENDATION 4

Her Majesty’s Inspector recommends that the reward and recognition systems already in place are enhanced to acknowledge examples of good customer service from across the force.

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

At the time of inspection fieldwork stage, Wiltshire Police was embarking upon an ambitious and potentially promising programme of utilising mobile data terminals to obtain feedback.

These terminals had a variety of functions, but of particular note was the opportunity to hand the device to the customer at the time of contact with an officer or staff member in order to obtain direct and immediate feedback. This information can then be used to identify trends and on occasion to influence the feedback process used in the personal appraisal of officers.

The contact for this initiative is Adrian Williamson at Wiltshire Police Headquarters.

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.