

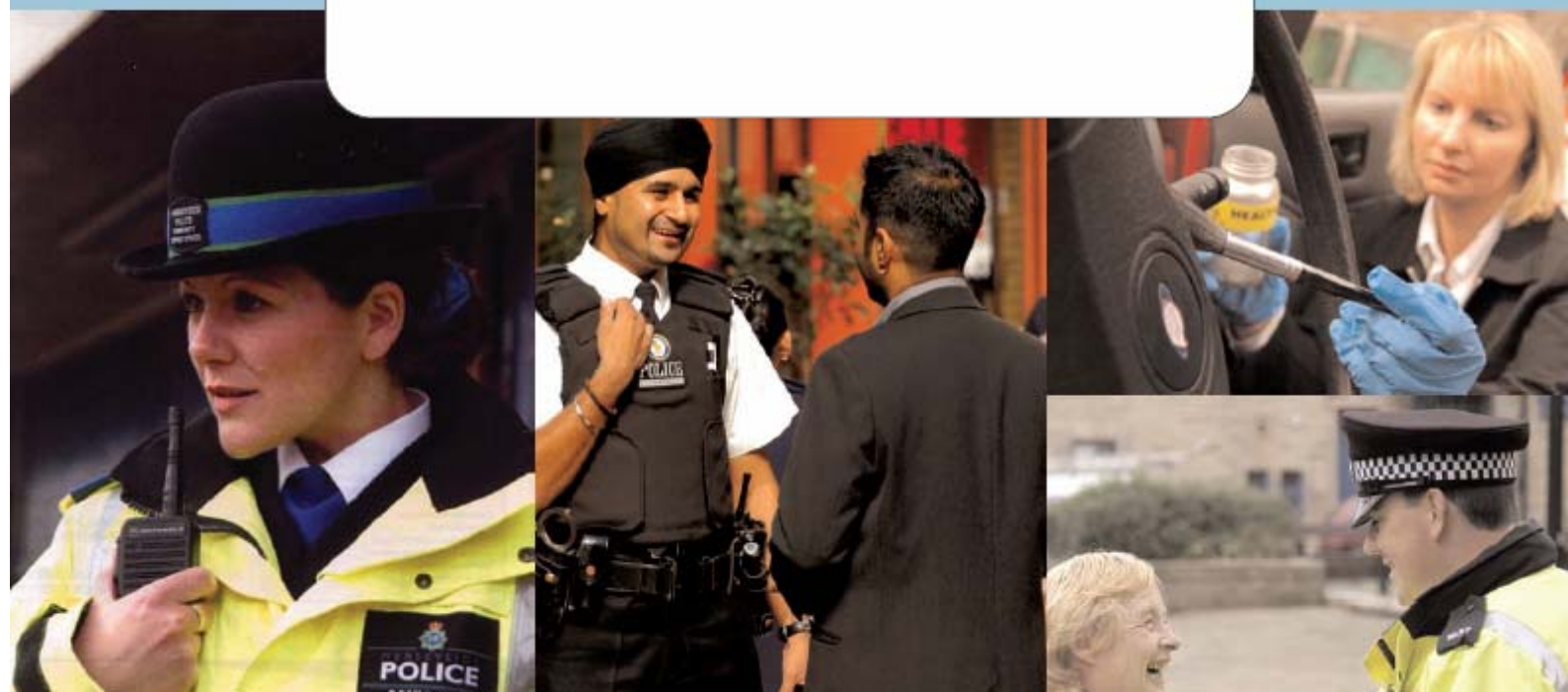
Her Majesty's Inspectorate of Constabulary



## HMIC Inspection Report

Wiltshire Police

October 2007



*Wiltshire Police – HMIC Inspection Report*

*October 2007*

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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 both of the Home Office and of 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://inspectorates.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 has 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 then 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 fewer but more probing inspections. 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 will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). 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.

### Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

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also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

### **Risk-based frameworks**

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

<b>HMIC risk-based frameworks</b>
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

## The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

### *Excellent*

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

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

### *Good*

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

### *Poor*

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

## 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 as a strength in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this 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.

### **Future HMIC inspection activity**

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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

<b>Planned Inspection areas</b>
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

## Force Overview and Context

### 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. There are a number of sites of historic interest, such as Stonehenge and Avebury.

### Demographic profile of force area

The population of Wiltshire (including Swindon) is nearly 631,000, occupying just over 260,000 households. Some 2.55% of the population are from a minority ethnic background and 17% of the population are under the age of 20 years.

### Structural description of force, including staff changes at chief officer level

The command team comprises the Chief Constable and the deputy chief constable (DCC), whose responsibilities include corporate development, criminal justice and professional standards, an assistant chief constable (ACC) with the operations portfolio, a director of finance and facilities, and the director of human resources (HR).

During the reporting period policing has been delivered by three basic command units (BCUs) based at Salisbury, Melksham and Swindon. The BCUs are supported by several headquarters departments at Devizes, including operations support, criminal investigation, community safety, criminal justice, corporate development, HR, finance and professional standards.

In April 2007 divisional boundaries were realigned to complement the force's decision to reduce the number of divisions from three to two. This is an outcome of internal reorganisation that allows restructuring, ensuring the maximum use of resources, and helps to maintain Wiltshire's reputation as one of the safest places in which to live and work in the country.

As at March 2007 the force had:

- 1,232 police officers;
- 962 police staff;
- 121 police community support officers (PCSOs); and
- 184 special constables.

### Strategic priorities

Since April 2007 the force has developed six service priorities:

- delivering a quality service that is visible and reassures;
- reducing and detecting crime (with emphasis on serious and organised crime);
- responding to calls for assistance;
- delivering local policing;
- improving ease of contact and accessibility; and
- developing our organisational capability.

The force's current internal and external mission statement is 'Keeping Wiltshire safe'.

### **Impact of workforce modernisation and strategic force development**

The reform and development (R&D) board, which is chaired by the DCC, oversees three programmes of work, namely infrastructure, modernising operational service delivery and professionalising policing.

Each programme is managed by a chief officer and includes a number of individual projects. The R&D process is comprehensive, with a requirement for pieces of work to be registered and business cases produced in order that appropriate linking and resources decisions may be made.

The process includes the National Policing Improvement Agency (NPIA) programme of work, which is accommodated within the relevant programme as it becomes available. The police authority's chief executive is a core member of the R&D board. The development of the R&D programme has benefited from external consultancy, including work focused on risk management.

### **Force developments since 2006**

The continuing roll-out of a records management system (called NICHE) has enabled the electronic allocation of non-emergency crimes and incidents to the most appropriate member of staff. This has speeded up and streamlined the allocation process, creating ownership and improving quality of service to the public. Also, there is now a single integrated record management system for case and custody.

The Optimus project is an outcome of the force merger debate. The force recognised a need to make changes in the way that policing services are delivered throughout the county to ensure a better service for the people of Wiltshire. The evolution of the Optimus project continues to be and will remain a clear priority for the force in 2007, particularly within the five key areas of local policing, major and serious crime, contact management, response, and reassurance and visibility, which will continue to deliver significant benefits in terms of increased operational effectiveness.

There has been significant investment in level 2/protective services, and one of the outcomes of this is the development of a major investigation team.

### **Major challenges for the future**

The main challenges in the coming year are in the following areas:

- Neighbourhood Policing – the continued roll-out of neighbourhood policing teams across the county.
- Contact management – implementation of recommendations from the HMIC thematic reports *Contact Matters* and *Beyond the Call* and the national call-handling standards, all of which supports the continuation of a planned programme of work.
- Public protection department – as part of the force vulnerability review and restructuring, a new department is being developed to ensure that we make maximum use of our resources in this arena.
- Level 2/protective services – continuation of a major restructuring and investment project that enables Wiltshire Police to respond to demand in this area.
- Change management – continuation of the Optimus project and continuing to deliver a quality and highly professional service to the people of Wiltshire as we go through this period of adjustment and transformation.
- Performance management – to develop our performance management capabilities in line with the new strategic priorities.
- NICHE – continuing roll-out of NICHE, in particular phase 4, which includes:

- vulnerability;
- warrants;
- special property;
- links to courts and the Crown Prosecution Service (CPS);
- a new Police National Computer (PNC) interface; and
- a new investigation log (to include the Victims' Code of Practice).

## Findings

### National summary of judgements

	Excellent	Good	Fair	Poor
<b>Neighbourhood Policing</b>				
Neighbourhood Policing	6	14	21	2
<b>Performance management</b>				
Performance management	6	29	8	0
<b>Protecting vulnerable people</b>				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

### Force summary of judgements

<b>Neighbourhood Policing</b>	<b>Grade</b>
Neighbourhood Policing	<b>Fair</b>
<b>Performance management</b>	<b>Grade</b>
Performance management	<b>Fair</b>
<b>Protecting vulnerable people</b>	<b>Grade</b>
Child abuse	<b>Fair</b>
Domestic violence	<b>Fair</b>
Public protection	<b>Fair</b>
Missing persons	<b>Fair</b>

## Neighbourhood Policing

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

### National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

### Contextual factors

The aim of Neighbourhood Policing is to increase public satisfaction and confidence, reduce the fear of crime and resolve locally defined problems of crime and anti-social behaviour. There is a requirement that all identified neighbourhood areas have a dedicated Neighbourhood Policing presence by April 2007, including:

- increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour issues and building relationships with local people;
- information available from local police forces outlining details of the policing team and explaining how the local community can contact them; and
- the structured means for people to inform the police about issues that are causing them concern and making them feel unsafe, and contribute to the solution.

Police forces should be implementing the Neighbourhood Policing model that is most suited to their local environments and community needs. They must comply with the ten Neighbourhood Policing principles and the findings of the Neighbourhood Policing Reassurance Programme. Forces should engage with statutory and voluntary partners in order to adopt a more efficient and complete service around both crime and quality-of-life

issues.

An inclusive problem-solving approach requires the police and partners to identify and tackle the underlying causes of crime and disorder and implement sustainable solutions.

The implementation of Neighbourhood Policing is a national programme of continued activity leading up to March 2008, when all forces will be required to possess appropriate coverage, community engagement and joint problem solving.

In HMIC's baseline assessment of 2006, Wiltshire Police was graded Poor for Neighbourhood Policing. At that time it was reported that the required neighbourhood teams, governance structures, communication strategy and neighbourhood profiles were in place but that these were felt to be embryonic, the force having been a relatively late starter in adopting the new vision of Neighbourhood Policing.

The Chief Constable has outlined his strategic intent to ensure a sustainable and credible Neighbourhood Policing structure within Wiltshire. This has been delivered by introducing a new policing model via the auspices of the Optimus project, which is also delivering improvements in the Chief Constable's six service priorities, namely:

- delivering a quality service that is visible and reassures;
- reducing and detecting crime;
- responding to calls for assistance;
- delivering local policing;
- improving ease of contact and accessibility; and
- developing our organisational capability.

This ambitious change programme includes the reconfiguration of the force via fundamental reviews of local policing, major and serious crime and operations. Neighbourhood Policing fits within this programme, and the force HR director chairs programme boards both for Optimus and Neighbourhood Policing, on which the police authority also sits.

The resulting reduction in the number of BCUs from three to two has released resources to bolster the level 2 gap, and at the same time has enabled the complete roll-out of all 90 Neighbourhood Policing teams.

## **Strengths**

A written Neighbourhood Policing strategy has been circulated internally and externally. This includes key messages, objectives and activities for both internal and external audiences and takes account of communicating with minority groups. A major launch of the Neighbourhood Policing strategy occurred in November 2006, involving partner agencies who were represented through local BCU steering committees, these being responsible for roll-out and support.

Detailed presentations were made to partners setting out the force's approach to Neighbourhood Policing. Specific marketing materials have been prepared to support neighbourhood beat managers, who are pivotal to the system's success. In addition the force has published newsletters to further inform representatives at meetings and key stakeholders, while also making use of partner publications and web media. Briefings with staff started formally in January 2007. The Optimus website was established to support these briefings. The force approach from the outset has been to communicate and consult with staff.

During the first few months of 2007, the Chief Constable and HR director provided leadership briefings to all middle and senior managers, thereby ensuring that knowledge and understanding of Neighbourhood Policing had been delivered. Other staff have been

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informed of Neighbourhood Policing using a combination of media – the force magazine, briefings, the Neighbourhood Policing intranet website, cascading by managers from leadership briefings, and an internal Neighbourhood Policing pack. A media launch was held in May 2007.

BCU champions were appointed and have seized the issue of consultation and promotion and delivered presentations, which included question and answer sessions and open discussion opportunities for delegates. The champions also ensured that press interest was encouraged and supported.

All households in areas where Neighbourhood Policing teams are in place received a flyer through the door outlining the development and introducing the local teams. The force internet site has been improved and now includes links to the national Neighbourhood Policing website and an interactive map leading to neighbourhood teams and contact details. This is good practice.

The force estate has been reconfigured, with 23 police stations remaining operational and response officers centred on nine hubs. Four enquiry offices remain open to the public. The revised estate strategy has been widely communicated, with appropriate assurances that face-to-face public contact will be enhanced by other means. These include the development of contact points through collaboration with partner agencies, such as the library service.

The Optimus and Neighbourhood Policing projects have been implemented using Prince 2 project management methodology. The HR director is the senior responsible officer and chairs both the programme board and project board meetings. Delivery of Neighbourhood Policing is the responsibility of the HR director. Led by a chief inspector and former chief superintendent, a dedicated Neighbourhood Policing project team supports the ACC. The team will be extended beyond the roll-out of the Neighbourhood Policing teams until at least November 2007, to provide initial maintenance of the model.

The Optimus and Neighbourhood Policing programme boards have met monthly since September 2005. The force has a detailed plan for the delivery of Neighbourhood Policing teams across 90 neighbourhoods, including:

- community beat managers (CBMs), constables and community beat officers (CBOs) and constables to be in place by 19 March 2007;
- 93% of PCSOs in place by 23 April 2007; and
- 100% of PCSOs in place by July 2007.

The force has assembled detailed tracking spreadsheets, which provide management of the implementation targets. Names of officers are listed against each neighbourhood.

Partner milestones are not found within the documentation provided; nevertheless the force has effectively engaged partners in problem solving at a local level.

On the two BCUs chief inspectors are the local champions and have responsibility for implementing Neighbourhood Policing. They are supported by benchmarking against local checklists and the national criteria. They also maintain close links with members of the force project team and are confident that the model is being successfully delivered.

Strategic progress on the delivery of Neighbourhood Policing is monitored by the force's direction, strategy and planning group and by the police authority's strategic development group. The police authority is further represented by dedicated members at meetings of both the Neighbourhood Policing team and the Optimus board.

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The force employs a formula to allocate resources to Neighbourhood Policing teams. PCSOs were allocated according to ratings devised within a Vulnerable Localities Index, while special constables and constables were allocated according to current and historical recorded crime levels. This is a logical approach which allows for some variance as knowledge grows among the teams.

Each of the 90 Neighbourhood Policing teams has been allocated a CBM, and additional CBOs have been allocated to some areas with higher crime rates.

The shift system used for general police duty (response) staff is easily varied in order to provide support for Neighbourhood Policing teams. All response officers have been allocated a default geographical responsibility. As a last resort Neighbourhood Policing teams will supplement the response resources. Held fortnightly across the force, Neighbourhood Policing meetings examine and prioritise any vacancies.

All CBMs are subject to a minimum tenure of two years, and selection processes have been utilised where possible. However, due to the numbers required, not all beat managers are volunteers. National tracking data suggests that in excess of 20% of the force establishment is allocated and deployed to Neighbourhood Policing teams.

All Neighbourhood Policing roles have documented job descriptions. The force has an overarching HR strategy which defines vision and values, with strategic drivers including Neighbourhood Policing, objectives, strategic vehicles and enablers. An annual HR plan supports this approach and includes delivering on the creation of Neighbourhood Policing teams.

Neighbourhood Policing team remits have been published; these detail clear terms of reference in relation to a range of subjects, including crime allocation, beat management and the contribution expected from PCSOs and special constables. All special constables are allocated to a Neighbourhood Policing team.

Abstractions from Neighbourhood Policing teams are managed on the force Promis system, which allows abstraction management to form part of the BCU performance process.

The force maintains an abstraction policy for CBMs and CBOs, which is a good practice. Officers are regarded as abstracted once they are no longer working on their allotted beat. CBMs manage abstractions and report variance from the policy to their management team.

The introduction of a force major investigation team (MIT) has impacted favourably on abstractions from Neighbourhood Policing teams; this is critical to their successful delivery.

In order to involve the public and communities during the early establishment of the model, workshops were held which included, for example, parish councils. At that time there was concern among the public about the potential for reduced numbers of officers. The force used this opportunity to describe the ethos of Neighbourhood Policing teams, including the emphasis on visibility and team problem solving and making use of partner resources, which was well received.

Partners were consulted and involved in how the local neighbourhoods were defined through steering groups based in each crime and disorder reduction partnership (CDRP) area. The Chief Constable and HR director attended police community consultative meetings over autumn and winter 2006/07 to consult on neighbourhood boundaries. Consultation in respect of the broader Optimus programme included the police authority and council partners. At pilot sites there is evidence of consultation on boundary setting with partners, who were asked to comment on the structures of neighbourhoods and their

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relevance to existing ward and partnership structures. This inclusive approach is in accordance with national guidance and is commendable.

Once mapped, the neighbourhoods were forwarded to local authorities for comment from community planning groups, and this feedback was used in their final definition.

Although the force has not published a community engagement strategy, it has circulated guidance on a 6–12 month consultation plan, which includes a cycle of prioritisation, analysis, tasking, action and assessment. The force has produced six examples of local consultation plans, which vary in presentation but include the engagement of minority groups.

Neighbourhood Policing teams started to establish neighbourhood tasking groups in early 2006. Minutes of these meetings illustrate effective local joint tasking. The two-tier approach to local authorities poses some challenges in respect of partnership working, and in recognition the county council is collaborating with the force to develop a neighbourhood consultation model.

Although there was consensus in March 2005 regarding formation of an independent advisory group (IAG), members have only just been appointed. The group is therefore not as well established as others across the region.

The minutes of neighbourhood steering groups and neighbourhood action groups illustrate effective working with partners. Problem priority plans used in each neighbourhood illustrate limited community contribution to responses, despite effective consultation. This should improve as trust in the system and the experience of practitioners develops.

Given the developing model, champions felt that it was too early to say whether partners are really involved and contributing across all Neighbourhood Policing teams, although there are good examples of partnership working within individual neighbourhoods and sectors. Partners attend both tasking and co-ordination (T&C) and neighbourhood steering group meetings.

The force has long-standing information-sharing protocols within CDRPs and partners, which detail the approach to information exchange. Developing effective community intelligence processes is a subject included in a new review of the force intelligence model.

Swindon BCU is leading the force with regard to joint strategic assessments, which are being progressed through the Community Safety Partnership board; the first will be completed in October 2007. The experiences at Swindon will inform the development of this initiative throughout the force. There are no joint strategic assessments at this time, although the former A Division attempted to include partners, and elsewhere partners provide data and are present when the control strategy is set. Champions cite a lack of geographical accountability among some partners as a challenge.

Profile development is now advanced, and statistical, demographic and sociological data for each Neighbourhood Policing team is provided through an IT link to the Wiltshire and Swindon Intelligence Network. These profiles will be subject to six-monthly reviews and are accessible through the force Neighbourhood Policing intranet site. Profile templates pioneered by the pilot sites have been completed by all neighbourhoods and are also available on the force intranet. This section of the profiles includes key contacts, partners, minority groups, major employers, significant locations, priority plans and a 12-month consultation plan. Key contacts are in place in all neighbourhoods, with the other elements nearing completion and completed in 95% (as at 1 August 2007) of profiles. The intranet format allows a simple audit of outstanding elements, and this is used by the force project manager and the BCU project managers to drive completion.

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The force lead for learning and development is also a member of the Neighbourhood Policing project board. A joint approach has been developed to deliver training to PCSOs, CBMs and CBOs.

In order to address a recognised lack of knowledge about Neighbourhood Policing and the role of the PCSO, a series of seminars and briefings were held with all staff on each BCU. The evolving role of PCSOs will mean that such an approach might need to be taken regularly. In addition, the force has employed an external organisation to brief supervisors and managers on leading change management, and this included Neighbourhood Policing teams and the role of PCSOs; this should enhance their future deployment and application within the Neighbourhood Policing framework.

In October 2006 the force implemented the Wider Police Learning and Development Programme (WPLDP). This is a comprehensive programme that is allied to the Initial Police Learning and Development Programme (IPLDP) and aims to provide PCSOs with the clearest possible understanding of their role and the skills to undertake it. The 15-week programme comprises induction, community engagement and classroom phases, is geared towards delivery of appropriate National Occupational Standards and is supported by a comprehensive assessment, quality assurance and verification protocol.

Many established PCSOs have been trained as tutors with the training incorporated elements of the current 15 week course. In addition some specific training events have been held to update more established PCSOs.

In December 2004 a clear policy for the deployment of PCSOs was published. Reviewed in December 2006, this remains current and is supported by a generic PCSO risk assessment, which is available on the force intranet. The policy clearly states the role of PCSOs and provides explicit deployment criteria.

All of this guidance is included within a Neighbourhood Policing implementation manual, which is used by sector inspectors when establishing Neighbourhood Policing teams and acts as a point of reference for all staff.

The traditional special constabulary command structure has been modernised in favour of local management by CBMs. The force has re-drafted the role profile for special constables and realigned them within Neighbourhood Policing teams. Some members of the special constabulary expressed concern about this decision, particularly some supervisors, who feel aggrieved that they have lost their management responsibility.

A new development scheme for special constables has been introduced (the Special Professional Development Scheme). Divided into phases and allied to the IPLDP and WPLDP programmes, the scheme aims to equip officers for independent patrol and relies on a mix of classroom and workplace learning, with assistance from tutors.

A process by which the force can evaluate the effectiveness of Neighbourhood Policing training has yet to be fully developed. The force is, however, cognisant of the need to deliver a solution with work ongoing. This will coincide with the culmination of all Neighbourhood Policing training.

Centrex workbooks were used by CBMs and CBOs for their training in April 2007, and PCSOs were to be trained from May to June 2007. CBMs will also receive initial supervisor training during 2007 and 2008.

PCSOs undertake community placements as part of the WPLDP, and feedback from partners and community placement groups is gathered. This approach helps to shape future training and identifies strengths and areas for improvement.

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The Neighbourhood Policing project team will continue to operate until November 2007 to provide support and assistance to BCUs and partners now that the roll-out of Neighbourhood Policing teams is complete. This decision is subject to review, and the indications are that the project will continue until April 2008. The project team will concentrate on assessment, quality assurance and links with the emerging BCU performance assessment framework.

A force-wide learning and development plan is in place, with presentations about Neighbourhood Policing delivered to most inspectors and sergeants. PCSOs attend a two-day 'field'-based training course, with CBMs following the Core Leadership Development Programme approach to first-line supervision.

The force has completed a comprehensive training needs analysis (TNA) included within the training definition document. Systems for individual TNAs also exist.

The force intends to create approximately 30 Neighbourhood Policing points. These will be locations where Neighbourhood Policing team members can access information systems and make use of other services. The force has worked with the local authority and other partners to locate these to maximise community contact within the context of the geographical area covered, eg one neighbourhood team now uses a local authority-owned e-learning/community meeting room as a contact site.

The force has defined an approach to IT that will allow access from these points, but this plan has not yet been fully implemented. Presently this – together with the fact that CS incapacitant spray, lockers and personal issue equipment are stored at other police buildings – means that some staff are spending considerable time each day away from their neighbourhood. This is an area for improvement (see below).

The force has revised its approach to dealing with volume crime, having introduced BCU-based crime management units (CMUs). These, coupled with changes at the crime and incident bureau, are expected to reduce the level of crimes being investigated by frontline staff, including Neighbourhood Policing team staff. The force has traditionally screened out 15% of crimes, and the revised processes aim to raise this to 40%.

Policy for Neighbourhood Police officers requires that crimes will only be allocated to Neighbourhood Policing teams if the crimes require one or more of the following:

- the offence forms part of a series;
- the investigation requires community-based enquiries;
- no immediate arrest is necessary;
- the offence has an adverse impact on the local community;
- the offence involves ongoing anti-social behaviour;
- the resolution requires long-term community problem solving;
- the resolution requires partnership working.

The allocation of workloads in terms of call/incident allocation is contained within a call management strategy, which covers call grading and distribution. The force is dependent upon sergeants who allocate work to both Neighbourhood Policing and general police duty (GPD) teams. The ability of a sergeant to distribute work appropriately between the two groups of officers is seen as a benefit, and this together with the advent of CMUs is likely to ensure an equitable distribution of work.

The force anticipates that changes brought about within the contact management function and the implementation of the volume crime management model will reduce the crime caseload for front-line staff by 50%. This should release capacity to focus on

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Neighbourhood Policing issues and will be monitored by Her Majesty's Inspector.

The force has provided guidance on police development review (PDR) goal setting for both GPD and Neighbourhood Policing teams, with neighbourhood staff expected to perform around four generic themes, including:

- developing a quality public service which is accessible and visible and that reassures;
- reducing crime and anti-social behaviour;
- detecting crime and bringing offenders to justice; and
- responding quickly to emergency calls.

Example objectives within individual PDRs include:

- establishing local priorities;
- engaging in partnership working;
- gather intelligence;
- develop the team; and
- personal crime reduction and detection targets.

The force has established an effective Neighbourhood Policing database. Activity on the database is accessible to all staff, and it provides a tool for performance management by managers and supervisors.

Police authority members have agreed to adopt a structured questionnaire document to test the development and performance of Neighbourhood Policing teams. Members interview community members to gain a view of progress being made and potential areas for improvement, and results are fed back to the Neighbourhood Policing project board.

Improving performance management in support of Neighbourhood Policing is work in progress, although the central team has established a set of interim performance indicators, which will be implemented in each team.

These include developmental milestones at 4, 8 and 12 weeks after the CBM commencements. Subsequent performance indicators include:

- abstraction monitoring;
- NICHE workload monitoring;
- consultation monitoring;
- priority three-month cycle monitoring;
- T&C priorities monitoring;
- training monitoring;
- public relations; and
- baseline assessment.

The Neighbourhood Policing staff will be held to account by sector inspectors, who in turn will be held accountable by their divisional senior management teams (SMTs). The Neighbourhood Policing champions are undertaking quality checks on delivery and undertaking dip sampling to inform performance management. More sophisticated performance indicators relating to Neighbourhood Policing are not yet in place but remain under development.

The force makes use of the NICHE records management system (RMS) to manage crime and victims and has successfully bid for funds from the Office of Criminal Justice Reform to increase witness and victim satisfaction by enabling additional functions within NICHE. As a result, an electronic investigation log records activity in support of the requirements of the Victims' Code.

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The force undertakes community impact assessments in relation to neighbourhood problems when appropriate. Senior investigating officers also conduct community concern assessments within 24 hours of most major investigations. Force policy requires that the community concern assessment should be reviewed every seven days.

The inspection team reviewed a good example of this policy in action when an escalation of potentially racist violence among youths occurred. A multi-agency 'gold group' met to consider the community concern assessment, and appropriate measures were initiated to address the matter.

The national Neighbourhood Policing team visited the force in January 2007. Following the visit an action plan was agreed, listing a number of activities, persons responsible and outcomes sought.

Following previous inspections by HMIC and the national team, areas for improvement have been a 'standing' agenda item for consideration by the Neighbourhood Policing project board; this is a good practice.

The force has instituted a system of Neighbourhood Policing 'self-inspection' for BCU commanders. This is augmented by a range of local tactical plans for service delivery.

All CBMs are in post, as are all PCSOs. The force has an effective website describing neighbourhoods and contact details and has issued newsletters to reinforce this.

In total 160 officers are deployed to Neighbourhood Policing, supported by 142 PCSOs.

The force has set out clear community engagement guidance for Neighbourhood Policing teams, based on 12-month consultation plans. Where teams are better established, there were clear examples of engagement via street briefings, meetings, surveys and surgeries available to the inspection team.

Recent tracking information shows that 83 neighbourhoods have completed a consultation cycle that identified three priorities. At the pilot site, Adcroft, engagement is well developed, with the local inspector chairing the community safety group, and Neighbourhood Policing well established within the community safety plan.

As part of the engagement on the Seymour estate the Neighbourhood Policing teams held a community clean-up day with the fire and rescue service and other partners. Consultation included a visit to every house on the estate as well as schools and shops. Consultation with young people was achieved via assistance from the youth service.

At Swindon there has been longstanding engagement with partners. Strong leadership by both the partnership superintendent and staff from the local authority has resulted in police being seconded to partner organisations on a part-time basis.

The force is able to demonstrate effective local problem solving while making use of the scanning, analysis, response, assessment (SARA) model, with a focus on victim, offender and location. SARAs are available on the Neighbourhood Policing team intranet database. Priorities that fall within the control strategy are included in tactical assessments for consideration at BCU tasking. Force tracking data describes 247 priorities in place, of which 21% are owned by non-police agencies.

The structural reorganisation of the force has meant that a reappraisal of the roles and responsibilities of the BCU command teams was also required. In particular, the approach to supporting partnership working has been enhanced, with both a superintendent and chief inspector now strongly committed to the approach.

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E Division will have a partnership analyst working within the divisional intelligence unit, and the county council's community safety co-ordinator attends BCU tasking. There is an intention to extend partnership attendance at tasking, which will require careful management. The geographical span of the BCU dictates that daily tasking is undertaken via a telephone conference, and it is intended that partners will take an increasing role in these.

### **Work in progress**

From the perspective of BCU champions, knowledge among the force staff of the Neighbourhood policing model has been low, and this has caused some difficulties in the appropriate allocation of work. This has been somewhat compounded by the ineffective application of the force resource management system 'Promis', allowing some officers to not show themselves as deployable resources. These problems have been addressed and are abating.

Profiles have been built as Neighbourhood Policing teams come on line. The intent over the last year has been to build a capacity structure to comply with national guidance and government requirements. At the time of inspection, Neighbourhood Policing activity was moving into building the necessary capability to ensure that community engagement methods (eg establishing neighbourhood panels to identify and set local priorities) have been achieved to a sustainable level. Joint Neighbourhood Policing problem solving among teams, partners and the public is working in a growing number of Neighbourhood Policing teams but is not yet fully in place.

BCU champions are ensuring that the model continues to develop. An interim set of performance measures has been drafted, and a more comprehensive matrix and model are under development.

The Optimus project was publicly launched, as were Neighbourhood Policing teams, on 14 May 2007. The launch included television appearances by the Chief Constable. A quality assurance project to ensure corporacy in delivery of the force Neighbourhood Policing model has commenced, with the project manager visiting Neighbourhood Policing teams and conducting audits against a checklist, in addition to providing feedback and advice.

The force will continue to develop its Neighbourhood Policing model and has used the BCU commander self-assessment guide to draft an action plan for future development. This is currently being implemented.

### **Areas for improvement**

The force should review accommodation for some Neighbourhood Policing teams in order that sufficient locker storage is provided for staff.

The force should consider use of a risk register for the programme and project board meeting processes.

The force should explore opportunities to make better use of volunteers in support of Neighbourhood Policing.

Recognition of the importance of Neighbourhood Policing across all functions within the organisation remains a cultural barrier, and the force has the full support of Her Majesty's Inspector to continue to challenge this, using techniques such as awareness training, marketing and changes to working practices.

The force is again supported in working closely with partners to ensure that planning cycles and shared values and outcomes are established and aligned more effectively to T&C processes.

**Recommendation 1**

That the force continues to build capability among its Neighbourhood Policing teams, including a clear vision of how the teams can ensure that their work – while maintaining focus on neighbourhood priorities – is closely integrated with the force strategy for the reduction and detection of volume crime.

## Performance Management

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

### National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

### Contextual factors

The force's approach to improving and managing performance recognises, and has informed, the considerable organisational change that has occurred. In order to respond to the challenges of the level 2 protective services gap and the requirements to deliver sustainable Neighbourhood Policing, the force has embarked upon the Optimus change programme. This has resulted in reorganisation from three BCUs to two and the rationalisation of other departments and functions in order to achieve efficiencies. At the same time the force has introduced the NICHE RMS system to provide an overarching IT platform for the future management of its data.

Having only recently implemented the bulk of these changes, the force sees the next step as the re-invigoration of its approach to performance management. This work started in earnest in February 2007 in recognition of the need for a system of performance management, which provides a good fit with its new and emerging structure.

A performance improvement project has commenced, with the intention of delivering the ten hallmarks in the Home Office guidance to 'continuous improvement'. The force has reconfigured its approach at strategic level and revised its planning cycle to integrate priorities, targets, plans and budgets. The police authority is closely integrated into this work.

The force has identified that standard instructions and processes are not clearly defined in all areas of business, manifesting in a lack of corporacy. It is anticipated that the NICHE RMS will enable the definition of clearer business processes, exposing opportunities for improvement.

### Strengths

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A system of accountability exists within the chief officer group (COG), with clear responsibilities and a framework to hold staff to account for performance. The force has appointed a new ACC, who has taken responsibility for driving performance at BCU and department level. Staff state that this new approach has brought additional focus to performance issues.

Each ACPO lead has a defined area of business for which they are held accountable by the Chief Constable. In turn, each has their own performance meetings where they hold their managers accountable. Strategic-level performance is monitored weekly by COG and monthly by the direction and strategy planning group. Each COG member reports upon performance within their portfolio.

The ACC chairs the performance improvement meeting, at which he holds to account BCU commanders, HQ CID and HQ operations.

BCU commanders chair local performance meetings, which are supported by telephone conferencing. BCU and department plans are aligned to force plans, and relevant personal objectives are included at all levels within staff PDRs.

Sector inspectors attend monthly BCU management meetings at which they are held to account. Performance data is presented on a sector by sector basis, enabling close scrutiny of local team performance.

The force's acquisition of an automated call distribution (ACD) system has provided enhanced performance data in call centres, which in turn has led to improved customer focus and greater individual accountability for quality of service. As a result, call handling has been improved and there are now fewer abandoned calls. The force views this development as a possible reason for some of the increase in recorded crime experienced more recently, allied to overarching issues such as the introduction of the NICHE system.

There are a number of structured audit mechanisms in place, which provide for focus upon stop and search, PNC, custody, domestic violence, and compliance with the National Crime Recording Standard (NCRS). A Gold inspection group, chaired by the DCC, has assumed co-ordination of external audits and inspections to ensure that learning and best practice are used effectively to drive improvements.

Both BCUs and departments are subject to quarterly inspections in order to check their activity and achievements against their annual plans.

The force has a written policy on recognition, with evidence of its implementation contained within publications, including *General Orders* and *First Beat*. Police officers, PCSOs and special constables, as well as members of the public, have received awards for special contributions and enhanced performance. Award ceremonies led by the Chief Constable take place twice yearly.

The current force policing plan includes clear statements of intent and outcomes which have been agreed by the police authority. The force has defined a series of key projects, governed by chief officers, to ensure delivery via the reform and development board in order to reflect a renewed focus on performance, the force has changed the title of the service delivery group to the performance improvement meeting. A performance framework is being developed as part of the performance project, and this will include review and revision of all appropriate job descriptions.

Each chief officer updates the Chief Constable on progress on targets and measures within their portfolio at the COG meeting and the direction, strategy and planning group. The DCC has responsibility for the strategic performance portfolio. Performance management is a

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standing agenda item on a variety of strategic meetings, including the COG, direction, strategy and planning, and performance improvement meetings.

The ACC is prioritising driving performance and achieving greater synergy between the National Intelligence Model (NIM) strategic assessment, the policing plan, the budget and performance outcomes.

The PDR system is electronically based and sits within the force intranet structure. Its simple-to-use format allows the setting of smart goals and performance targets. There have been some good examples of smart targets, but there is inconsistency across the force in use of the system.

BCUs encourage feedback as part of the local area agreement (LAA) process, with local strategic partnerships being well supported. Using feedback from the CPS, the force has undertaken analysis into discontinuances of court cases. The learning will be used to enhance the quality of prosecution files.

In order to comprehensively capture views on how further improvements can be achieved, the force has launched a contact management communication forum, involving key stakeholders. This is supported by a contact management opinion survey.

The force website now includes crime figures, which can be easily accessed by the public. Performance statistics for both internal and external use show the latest performance information listed by crime type, which is aggregated to BCU level.

The force meeting structure that links performance to the policing plan and budget has been reviewed and strengthened. The Chief Constable chairs the direction, strategy and planning group, which interfaces with both COG and the police authority performance committee. Strategic NIM, policing plan, and budget products arise from this group. A planning cycle has been developed, which now effectively links these elements.

The force has a strong approach to programme and project management, in which initiatives are subjected to an examination of the business case before being included within the overall development programme. Corporate governance is led by the DCC through the R&D group, which will continue to be the single focus for identifying strategic projects and budgets.

The force head of crime has developed an innovative crime strategy, which exists not as a traditional narrative document but as a selection of web pages, each allowing for the various elements of the strategy to be viewed separately. The pages also link to the relevant targets and performance information.

The LAA at Swindon is increasingly integrating partner activity and targets. The Wiltshire LAA went live in April 2007 and is less well developed, due to its nationally phased introduction being 12 months behind the Swindon LAA.

The force has a clear vision based on the principle of 'keeping Wiltshire safe'. This is reinforced by the Chief Constable's six service priorities:

- delivering a quality service that is visible and reassures;
- reducing and detecting crime;
- responding to calls for assistance;
- delivering local policing;
- improving ease of contact and accessibility; and
- developing our organisational capacity.

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The force policing plan for 2007/08 sets six priorities, which correspond with the National Community Safety Plan. These are governed through the COG and other corporate meetings as well as being effectively scrutinised by the police authority.

The force relies on traditional mutual aid agreements in order to meet high-level demands that cross force boundaries. Agreements are in place for mutual air support, and the force MIT collaborates with others in homicide investigation.

The Wiltshire Police Authority has revised its meeting structure in order to create a single forum to consider performance. Authority functions were split between two performance meetings, one focusing on performance audit, the other on performance targets and outcomes. The new 'performance committee' holds chief officers accountable and is intended to enhance effective engagement. The Chief Constable is further held to account for performance at full police authority meetings held quarterly.

Police authority members monitor performance management by the ACPO team, planning and agreeing jointly set targets. Current priorities for the authority include the force control strategy, contact management, Neighbourhood Policing and protecting vulnerable people.

The police authority has developed an assessment template for Neighbourhood Policing. Members will personally complete these with individual community members in order to gauge, from customers, the quality of the service provided.

The authority is represented on the direction, strategy and planning group and on a variety of other project and programme boards, including Optimus and Neighbourhood Policing. Members also contribute to the work of the Gold inspection group, as well as target setting within the planning process, in order to provide effective leadership and governance.

The force has a well-established NIM and strategic assessment process, which serves to drive operational business. The force level 2 strategic assessment focuses on cross-border activity, but the force is fully aware of significant crime themes, such as criminal damage, which significantly impact upon overall performance and which require a co-ordinated response. There has been debate within the force about whether this crime in particular ought to be included within the assessment and control strategy.

NIM is applied to the selection of policing plan priorities through careful consideration of the strategic assessment and control strategy as well as performance data, iQuanta, LAA and CDRP plans, and the National Community Safety Plan.

The framework for performance management continues to develop in order to meet the evolving shape of the force and will be closely aligned to the priorities, outcomes, measures and targets contained within the policing plan. This work is being undertaken within the performance improvement programme, led by a chief superintendent and programme specialist, and is overseen by a programme board that is chaired by the DCC and that contains all the other chief officers (with the exception of the Chief Constable) and key members of the police authority performance committee.

At a strategic level the current framework is well developed and effective. Below BCU commander and departmental head level, the framework impacts in a limited way upon accountability for performance. The performance management requirements of constables, sergeants and inspectors need to be more clearly directed in order to achieve the force's ambition to deliver high levels of performance. This has been recognised by the force, which, in addition to performance review officers in both BCUs, has appointed performance staff in the headquarters CID, operations and criminal justice department. Their role is to provide local management information and to support teams with timely and appropriate data, in addition to undertaking bespoke analysis, inspection and performance problem

solving.

Operations, crime, BCU and corporate development commanders meet on a weekly basis to discuss current issues. This informal process has enabled a number of impactful changes to take place, following appropriate organisational support, which have had a positive impact on performance. One example is the rapid introduction of CMUs.

The force has developed a system to address poor individual performance, which was agreed with HR and the Police Federation. The approach includes the use of action plans is supported in certain cases. The force can cite examples where probationer constables' performance has improved, or their services were dispensed with, as a result of the implementation of this approach. Nominated personnel officers are part of the BCU SMTs, which is good practice.

Performance data is available through an IT-based performance assessment tool (PAT), which is available to all on the force intranet, providing data relating to crime and customer focus. The development of this tool is ongoing.

The policing plan and the six service priorities are the key strategic drivers of business improvement. Projects, objectives and targets are aligned to these. This approach is well embedded within the force, which is characterised by a noticeable culture of improvement. The ongoing ambitious change programmes, including Optimus, NICHE and the volume crime management model, illustrate a strong commitment and drive for improvement. The DCC is the champion for and chair of the performance improvement programme, which is aimed at delivering 'continuous improvement'. The programme is supported by an inspection and compliance schedule.

The force seeks to ensure that its disparate communities influence the policing plan, and it has involved elected representatives of the police authority. It also makes use of 'the people's voice', which is a virtual consultative group of 5100 individuals who offer feedback. BCU commanders also heavily influence the force plan through their knowledge of local priorities and feedback from police community consultative forums.

The drive for customer focus has instituted many changes within the contact management function. The use of the ACD system has led to a 28% improvement in the volume of calls answered. Marketing material for the new approach describes contact management as 'customer focused – performance driven'.

The Gold inspection group is monitoring progress in relation to delivery of the quality of service commitment, and confidence and satisfaction data is considered in performance meetings at all levels.

The head of crime has implemented a HQ CID performance unit in order to help drive performance improvement within this portfolio. In order to performance manage issues relating to protecting vulnerable people, the force has established a vulnerability review board. Chaired by the ACC, the board focuses upon strategic direction, partnership and performance.

The force employs evidence review officers whose role within the custody environment is to guide investigation activity prior to interview and charge. It is intended that this initiative will deliver more positive charge and conviction outcomes and uplift in the number of offenders brought to justice.

### **Work in progress**

The force has recognised that the approach to performance management has needed

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revision as the structure of the force has evolved to meet this challenge. A tangible product has been the performance improvement programme, which is now established and will continue to deliver initiatives to enhance performance.

The head of crime has developed an innovative crime strategy, which exists as a web domain. This brings together a coherent picture of leadership, roles, accountability, targets, actions and performance indicators and is an effective management tool for dynamically linking strategic aims to individual performance.

As part of the performance improvement programme the force is considering implementation of a balanced scorecard system. Critical to success is the ability for first- and second-line managers to understand their responsibility within the performance management framework, and evidence of this improving was apparent to the inspection team.

The force has placed an increasing emphasis on the timeliness and quality of PDR submissions. The availability of effective data through the PAT, in particular weekly crime reports, has improved supervisors' ability to closely manage the delivery of objectives and measured action. However, as discussed above, more data capture through the extension of data sets available in PAT to include incident reports etc will be required before the system can be judged mature. This is ongoing work within the organisation.

The force has recognised that analytical capability in terms of strategic performance needs enhancing. This is work in progress being tackled by the performance improvement project.

### **Areas for improvement**

It is recognised that the use of bonus payments could be better configured in order to effectively drive and reward performance.

The force acknowledges the need to ensure that first-line supervisors fully understand the importance and responsibility attached to them in managing performance and delivering a more consistent approach. This will be further enhanced by the work undertaken to improve the data sets and the personal performance information available to front-line supervisors.

The force should ensure that its recently implemented CMUs include within their role some elements of 'housekeeping' in relation to recorded crimes. This will make sure that opportunities to detect crimes are not lost as a result of poor administration.

Data sets presented at the force performance improvement meeting that was attended by the inspection team lacked certain information, including any detailed analysis of detection performance. This is recognised by the force as an area for improvement and forms part of the work of the performance improvement project.

### **Recommendation 2**

That the force ensures it has a structured approach that provides clear links between performance data and the individual performance and development review system and that allows the establishment of team and individual targets that clearly support the delivery of force strategic targets.

## Developing Practice

**INSPECTION AREA:** Performance management and continuous improvement

**TITLE:** Executive information system (EIS)

**PROBLEM:**

During implementation of the National Management Information System (NMIS), the need for management information to be readily available, in the right amount of detail and with automated reporting that is readily customisable, was identified by a number of forces and software suppliers. A project was commissioned to determine the most effective, efficient and economic method of delivering an EIS.

**SOLUTION:**

The aim is to provide a single source, an EIS, to present all management information to operational managers and supervisors in the force. In addition to three broad aims:

- facilitate performance monitoring and continuous performance improvement;
- promote a force performance culture relating to policing plans and force objectives; and
- reduce the amount of time spent on producing performance management information;

the following specific aims were identified:

- to deliver an improved system of management information that would:
  - provide consistent management information at force, BCU, CDRP, station and beat level;
  - assist faster identification of trends and improved targeting of resources;
  - reduce time spent on generating data and allow more time for analysis;
  - provide a consolidated point of reference for management information;
  - facilitate the linking of performance to policing plans;
- to deliver an improved system of management information that would facilitate:
  - the use of strategic business intelligence to develop a performance management culture;
  - the use of technologies, including web browsers, to enable access to information;
  - achievement of an information culture by delivering information to the right person, at the right time, in the right format, within a flexible architecture that supports dynamic change. Technology is only the starting point but is crucial to facilitate improved organisational performance and a return on investment;
  - the deployment of technology to shift emphasis from data preparation to data analysis and using technology to achieve faster development times and collaborative working;
- to assist the implementation of most of the recommendations made in the recent report *Service Evaluation – The Provision of Performance Information* by the force best value unit.

Several options were considered before a proof of concept using PBViews software from Performancesoft was completed. A demonstration of the software was given to the force strategic performance group. Following submission of the business case in March 2006, approval to proceed was given in June 2006. PBViews has been branded locally as a PAT.

**OUTCOME(S):**

PBViews is a user-friendly front end to NMIS, effectively a presentation tool and part of the performance platform for Wiltshire Police.

The first stage of the phase 1 roll-out has been achieved using crime information that was displayed through the software to 75 nominated users and also via the intranet and graphic pages and briefing books. For the first time, crime data is available at a central point on a daily basis. A policing performance assessment framework (PPAF) book has been completed, which details performance for all statutory performance indicators (SPIs), as has a user satisfaction book, utilising data from the Home Office Annual Data Requirement. This has facilitated a timely automated process and improved access to core performance data across the force, with information presented corporately. Development of PAT is being driven by feedback from users.

PAT was drawn to the attention of divisional management teams by presentations at each Divisional Management Team meeting and through PAT posters on performance notice boards. Also, there has been wider publication initiated with the force marketing section, and a short article was included in the December issue of *First Beat*.

Wiltshire Police was the first police force to purchase PBViews, the Wiltshire Police model has been demonstrated at police conferences, and a number of other police forces are in the process of purchasing PBViews.

**FORCE CONTACT:** Mr Andrew Tyler, Head of Corporate Performance and Information Management

## Protecting Vulnerable People – Overview

### National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

### Contextual factors overview

In responding to the HMIC baseline assessment report recommendations of October 2006, the force conducted a strategic review of its approach to protecting vulnerable people. The review has resulted in increased resources and centralised accountability mechanisms being adopted, aimed at strengthening capacity and improving the quality of service. This major change in structures was undertaken within a wider review of the force, entitled the Optimus project. The project, which was launched on 1 April 2007, has to date delivered a considerable programme of change, including a revised policing model, strengthening of Neighbourhood Policing and a major restructuring of local policing structures, reducing the number of BCUs to two. Public protection is now delivered locally from dedicated public protection units (PPUs) located within each BCU.

### Strengths

Following the appointment of a new ACC in April 2007, chief officer portfolios have been reviewed and all elements of protecting vulnerable people (PVP) are now the responsibility of the ACC. The transfer of ownership is designed to ensure that consistent leadership and accountability for service delivery and performance are sustained. The ACC chairs the force public protection steering group.

Following a strategic review, all force PVP policy issues and resources now form part of the force HQ CID command structure. The new structure provides defined leadership, accountability and responsibility for the management of risk within all elements of PVP across the force. A new dedicated public protection management team is in place, led by a detective superintendent who has experience in the area of PVP. Each element of PVP also has a dedicated detective inspector with lead responsibility for policy development and/or

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operational command, either at force or BCU level.

The force has invested heavily across these themes, adding the following staff during this year:

- child protection – four detective constables and one administrator;
- domestic violence – four police staff investigators;
- public protection – one detective sergeant and one detective constable; and
- Violent and Sex Offenders Register (ViSOR) – two police staff administrators.

The central referral unit will comprise three police constables, seven police staff investigators and one administrator. This unit is now partly staffed.

All in all this represents investment approaching £1 million.

To ensure local delivery at BCU level, all PVP practitioners are co-located in PPU's. For example, the team at Gablecross Police Station, Swindon, is sited together within modern, purpose-built premises. These working arrangements promote information sharing and facilitate informed policing activity and responses to victims, witnesses and agency partners (for example, to aid the referral process, a social worker is based and co-located within the child protection unit).

The domestic violence, child protection and missing person databases share a common IT architecture, allowing for 24/7 access by staff with appropriate authority levels, via an internet-based application. Full implementation (2007/08) of the NICHE RMS system is intended to further enhance system functionality.

### **Work in progress**

As part of the establishment of the public protection department (PPD), the force has developed a performance management framework, which includes the establishment of key performance indicators (KPIs) and measures and will enable closer corporate management of all themes within the PVP portfolio. This system will be spread into other PVP themes and further embedded.

The force has had examples of supervisory roles in PPU's at sergeant level covering a range of disciplines. This can hinder service delivery and compromise capacity to apply intrusive supervision and/or provide dedicated professional expertise. The force has been acutely aware of the issues concerning the gaps in supervision, and duality of supervisory roles has now been resolved. A detective sergeant (DS) provides dedicated supervision for all public protection officers across the force area. Each child abuse investigation team has a dedicated DS, as does each domestic violence team. The force will continue to monitor to ensure that its revised supervisory staffing levels are adequate.

### **Areas for improvement**

It is recognised that since 2006 the force has invested in raising awareness regarding domestic violence and child protection policy and procedures; for example, in Swindon, joint training with CPS has been completed. There remains a continuing need to address and monitor training provision in this area, which has to compete with other training priorities for resources, time and evaluation, such as IPLDP. At the time of the inspection, targeted domestic violence and child protection training had commenced. This used e-learning techniques and was followed by one day's attendance at force HQ. Such progress is positive, and the force must maintain this impetus to ensure that the training delivered complies with National Centre for Policing Excellence (NCPE) requirements and the national domestic violence delivery plan.



## Protecting Vulnerable People – Child Abuse

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

### National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

### Contextual factors

The force’s response to ensuring child protection (CP) has been revised. Resources located on BCUs are now under the centralised command of the force PPD, led by a dedicated detective superintendent and management team. Public protection staff sit locally at BCU level and include three CP units supervised by dedicated sergeants. The new structures were introduced on 1 April 2007 as part of the Optimus project. By introducing the new structures, the force has clearly recognised PVP as being a priority. There is clear leadership, focus and direction to ensure that the level and quality of service delivered across Swindon and Wiltshire are consistently maintained and meet national standards. Until new structures and working practices have had sufficient time to mature, close and ongoing scrutiny of progress is required by the force, especially in relation to resource levels and workloads. This position is recognised, and good support to BCU teams is forthcoming from force HQ.

### Strengths

As part of its commitment to ongoing development, the force has created an additional superintendent post at HQ to oversee the professionalisation of PVP services.

The force command and control (C&C) system provides an automatic flagging facility that notifies specialist CP staff of any recorded incident relating to allegations of child abuse, eg domestic violence. An integrated IT child abuse case management system provides real-time access and updates to CP staff engaged in child abuse investigations. The force has

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developed domestic violence and CP databases that are integrated, enabling links between these two areas of business to be identified. This is an appropriate use of technology – a fact recognised by the inspection team.

The force has published policy and procedure in respect of investigating child abuse. This is available on the force intranet, and all officers up to the rank of inspector have been issued an operational aide-memoire. Training for DV is under way, and this incorporates a PowerPoint presentation on CP which will be reinforced as part of the DV training. The training programme for 2007/08 is currently being developed by the force trainers, who will consider how to strengthen understanding of CP issues among staff.

The creation of a central PPD to manage vulnerability issues has clarified lines of responsibility and is intended to develop a consistent referral threshold within the force. Such consistency does not yet exist with partners, and the force recognises the need to establish protocols in this regard. A referral threshold for police and social services has been agreed by both local safeguarding children boards (LSCBs), written into force policy and implemented. Lines of accountability extend to vulnerability inspectors, who attend all BCU daily management meetings and fortnightly tasking to represent their area of work.

The rationale for staffing of the units has been examined as part of the review of vulnerability. The force has used the Metropolitan Police CP formula of 60 cases per investigator per year. This approach exposed the need for additional resources, and funding has been approved for an additional three investigators. CP investigators are not aware of any force guidelines concerning abstractions, although vulnerability inspectors are not abstracted to assist with CID cover, etc. Only CID staff are eligible to apply for posts in this function or be prepared to undertake the Initial Crime Investigators' Development Programme (ICIDP) in order to become detectives, which is consistent with best practice. An example of the local structure can be found at Swindon, where the CP unit comprises a detective sergeant (DS) and six full-time equivalent staff, with each investigator holding approximately eight cases on their respective workloads.

Close collaborative working arrangements exist between the police and other agencies, both statutory and non-statutory. Multi-agency CP policies and procedures direct the investigation of CP matters.

To ensure local delivery, all multi-agency CP strategy meetings are attended by the BCUs local PPU detective inspector. CP investigators attend all case conferences. Meetings are held over the appropriate medium, ie face to face or by telephone, depending on the level of priority.

Job descriptions for CP roles are documented within force policy. The force has adopted integrated competency framework requirements, which inform the PDR process. Previously, Child Protection DS roles have reflected a lack of corporacy. In one case, supervisors had responsibility for both CP and public protection issues. These differences were eradicated when staff came under the management of the central PPD in April 2007, which is a positive development.

Supervision and support have been strengthened by the transfer of PVP staff to HQ CID line management.

The co-location of staff dedicated to the various themes within public protection assists information exchange, and the DV/CPU IT-linked database system has increased the number of referrals to the CP unit. Although this assists in the supervision of investigations, it has caused difficulty in responding to all referrals, albeit additional resources have been applied to CP in particular. When the proposed PVP central referral unit is in place, the

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capacity to manage initial referrals will be enhanced, with more effective prioritisation and risk management.

Within the BCU teams, supervisors also maintain whiteboards as a visual reminder of cases being dealt with by each team member. Some qualitative monitoring of interview tapes is also undertaken by the supervisors.

All CP team members are either detectives or are enrolled in the ICIDP course. Each has received an accredited interviewing course entitled Achieving Best Evidence, sex offences investigation training and CP training, as well as training on more recent developments, such as the learning from the Victoria Climbié enquiry and Every Child Matters. All CPU supervisors have delivered training to partner staff, eg GPs, health visitors and other child welfare professionals. LSCBs are currently developing joint training on CP issues.

The bespoke child abuse database is used to record all referrals and can be accessed by call-handling staff in a limited way in order to flag new reports. Call-handling staff have full access to all records on a read-only basis. Use of the appropriate incident codes within the C&C function prompts automatic flagging of C&C logs to Force Intelligence Bureau and vulnerability units. The system provides an effective audit trail by virtue of an automatic time and date stamp on entries. When incidents are initially reported, the system generates an automatic email to the relevant CPU. The system then undertakes a search of other force systems, including the IMPACT nominal index (INI), DV and NICHE systems. The screen prompts the operator to undertake PNC and Child Protection Register, ViSOR and INI checks. Call-handling staff bring CP events to the notice of the force operational response inspector (FORI), who undertakes quality checks. This is a positive development and enables an improved flow of information and intelligence between responsible departments. The force is considering migrating, in September 2007, from its bespoke CP database system to the NICHE RMS to allow further integration.

The database allows quality assurance and audit information to be accessed from the desktop function on the force IT system. The force has commenced an exercise to review, audit and quality assure functionality of these IT systems. The DCC chairs a quarterly vulnerability strategic review group, which has representation from BCUs, criminal justice department, the police authority, Learning and Development unit and the PPD.

A suite of quantitative measures are in place to inform PPD decision making. The COG completes quarterly reviews, and the LSCBs also review this and qualitative PPAF data when defining the development plan for this function.

All PVP investigative staff are located within BCUs and are professionally and line managed by the central PPD. This, together with the effective, integrated IT, helps to identify links between child abuse and other disciplines. Call-handling staff are confident that they would pick up the potential links between DV and child abuse by questioning callers about events, including who lives at the family home and what their ages are.

Multi-agency CP strategy meetings (with social services) are held and are attended by the new CP detective inspector, who is now 'jointly trained'.

### **Work in progress**

A force-level CP referral unit is being constructed. The unit will manage and co-ordinate all CP referrals, arrange multi-agency meetings and allocate work to PPU staff at the appropriate level. The establishment of the unit is intended to remove the need for CP practitioners to manage the necessary administrative tasks associated with cases of child abuse, enabling the focus to be directed towards conducting investigations. Staff working

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within the multi-agency public protection arrangements (MAPPA) process and INI and those working with vulnerable adults will also be located within the unit, ensuring that the necessary links between offenders and victims are made from the outset. A successful bid for £650,000 to fund three additional staff for this unit was successful, and a programme of building work has been undertaken to provide appropriate accommodation.

The multi-agency CP procedures are currently being revised, commissioned by Swindon and Wiltshire LSCBs together with other South West regional LSCBs. When this work is completed, the intention is to have one set of multi-agency CP procedures for the South West region. The procedures will be web based and accessible via the internet. The force is supporting this initiative.

### **Areas for improvement**

The force is represented on LSCBs, the Children's Trust and all relevant sub-groups, including serious case review, training, quality assurance and policy and procedures. The attenders are BCU-based superintendents with partnership portfolio responsibility. This anomaly can hamper multi-agency CP relationships in developing policy and strategy, since those attending the meeting have no direct management control over PVP strategy or resources. This is an area for consideration by the force as the new PVP structure is mainstreamed.

Until the proposed PVP central referral unit is in place, gaps exist in terms of supervisory capacity to manage initial referrals to CP staff. There were 500 referrals for the 12 months to the end of September 2006. Since the linking of the DV and CP databases onto common architecture, the number by the end of the year to September 2007 was more than 2000, which has vastly increased the administration burden, potentially directing staff away from the unit's core function. Each referral is subject to mandatory review to ensure that all issues concerning the involvement of children are captured and risk assessed. This process is further magnified by the necessity to examine links made to intelligence reports, which if not carried out could compromise the health and welfare of a potential victim. This is an area for continued scrutiny by the force in order to ensure that the risks presented by the transitional arrangements are effectively managed.

### **Recommendation 3**

That the force undertakes a review of the impact of the establishment of the central referral unit on the workloads of child abuse investigation supervisors, who have hitherto been stretched by a referral administration burden that has posed risks to their effective case supervision role.

Call management staff report receiving inadequate training in relation to handling reports of child abuse; instead they draw on the knowledge of more experienced colleagues to gauge how best to respond. Current in-force training for such staff is comprehensive but does not include call simulation, thus missing the opportunity to gauge in practice the correct level of questioning when taking initial reports. (They have had DV training that has included some elements of CP.) The inspection team supports the force in conducting an analysis of CP training within the call management function in order to meet any additional training needs that are identified.

The current 15-week initial course for call takers and dispatchers was intended to also provide the opportunity for existing staff to attend (in parts) in order to keep pace with new developments, eg in CP call handling. It would appear that this has not been achieved, due to resourcing challenges within the unit. In conducting the needs analysis described above, and given the considerable amount of recent change, the force should also consider how best to commit to and deliver refresher training for existing staff.



## Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

### National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

*‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.*

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liaison role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

### Contextual factors

It is clear that the force has learnt the lessons resulting from the domestic-related murder of Hayley Richards and the recommendations made by the Independent Police Complaints Commission (IPCC) as referred to in the 2006 HMIC baseline assessment. The focus is clearly upon ensuring that the force gives high priority to giving the right response and necessary follow-up to victims at all times. The force domestic violence (DV) priority objectives are the protection of victims, investigation of offences and signposting of victims to other DV agencies. Implementation of the DV strategy (with partners) is specifically described within the force policing plan.

There is clear evidence that the introduction of new systems and enhanced accountability has led to major cultural change and an improvement in service delivery to victims making reports of DV. For example, following a recent DV-related murder, the case was voluntarily referred by the force to the IPCC, which confirmed that all procedures had been correctly followed and that no further reasonable preventative action could have been taken.

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The force's Optimus programme was geared in part towards releasing resources for investment in level 2 crime. Chief officers have accepted a business case from the detective superintendent (PPD) that investment in public protection is of greater urgency. It has also redirected staff into PVP areas via the newly established PPD. It is argued that, in the medium term, reworking and improving processes in PVP will deliver further efficiency which will allow the originally proposed level 2 crime resources to be reinstated. This will allow the force to meet the continuing challenges of delivering a consistent and sustainable level of service and investigation in DV cases.

## **Strengths**

An IT-based DV system with robust case management, a detailed risk-assessment process and auditing functionality was introduced force-wide in June 2006. The system is based on the 'Cardiff' model, with enhancements generated by the lessons learnt from the Hayley Richards case. The investment in this system and processes is a clear example of the priority given by the force to domestic abuse victims, in ensuring that reports of DV are managed in an effective and timely manner. After initial completion by responding officers, risk assessments are scrutinised and re-assessed by supervisors or managers, depending on the level of risk. The IT system automatically notifies specialist DV staff every time a DV report and associated risk assessment is submitted. DV staff carry out a second-tier review of the risk assessment and make the necessary decisions for further investigation and/or the provision of appropriate support, eg monitoring of outstanding arrests. Prioritised cases are resourced through the BCU daily management meeting.

The force has good working relationships with partners, who ensure that timely and appropriate support is provided to victims of domestic abuse across Swindon and Wiltshire. For example, in Wiltshire, partnership support is provided by a single parent support and advocacy service. The victim support scheme and the voluntary organisation 'Splitz' which provides support services to people who are "parenting alone" and experiencing a crisis also provide support in DV cases.

The DV database generates automatic referrals to CP staff when DV takes place in homes that have children.

The audit of the force DV crime and incident recording processes (by HMIC in April 2007) resulted in the force receiving a grade of Good for management arrangements and, despite only recording minor errors, a compliance grade of Excellent in relation to data testing. These results reflect a major improvement on the previous year's audit.

There has been clear cultural change in the way that officers deal with reports of domestic abuse. As stated above, when the force recently investigated a domestic murder, the case was voluntarily referred to the IPCC, which confirmed that all procedures had been correctly followed and that no further reasonable preventative action could have been taken. This is a commendable practice and a valid test of the new arrangements.

A BCU DV co-ordinator (funded by the community safety partnership) has recently been appointed at Swindon (and in Wiltshire), whose role is to work on reduction strategies and multi-agency solutions. The BCU is in the process of setting up a DV perpetrator intervention scheme.

The inter-agency domestic violence intervention project at Swindon has ceased operating. This has led to an emphasis on support work by police officers, who consequently have no capacity to investigate. The force continues to negotiate with other partners to provide a replacement agency to deliver triage services, a dedicated advice line and direct support to victims. The new co-ordinator will undoubtedly play a key role in developing this approach.

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The establishment of the PPD has provided clear lines of accountability and leadership from the ACC via the chief superintendent (head of crime) and the superintendent (public protection). DV is seen as a priority within the PPD, and it is recognised that previous arrangements placed officers under unacceptable workloads.

Clear lines of accountability exist at senior and local level, where DV team members are now under the direct management of the PPD inspector. In the event of a DV arrest, it remains unclear who will actually deal with the detained person. In effect, most detained persons are dealt with by the prisoner processing team in custody suites. All DV cases are considered in BCU daily tasking meetings, where arrest and custody resource decisions are taken. All DV cases are raised with the duty inspector, outside this process, who makes the immediate deployment decisions.

A prioritisation system based on risk has allowed staff to focus their efforts on appropriate cases. Investigation passes back to front-line staff or the GPD/response or Neighbourhood Policing team, but there are no written guidelines about allocation of investigations, and the picture across the force is mixed. Each BCU has in place its own accountability framework, and the force was developing a corporate approach at the time of the inspection.

The force web-based policing plan has been updated to refer directly to DV, although it was previously implied within the stated aim of reducing violent crime. The issue of DV as a contributor to violent crime is explicitly considered within the force strategic assessment.

The force continues to push hard in terms of implementing NCPE development and risk assessment. The impact of this and other measures to emphasise the importance of DV is that staff acknowledge that DV investigation and performance management are a priority. Guidance on DV is available for all staff on the force intranet.

Call-handling staff are aware of the positive action policy in relation to DV and always treat as the highest priority. Prior to implementation of the force's Optimus reorganisation project, these staff had a clear understanding of whom to deploy. They report that the recent changes have blurred this issue and that the changed roles brought about by the implementation of the Neighbourhood Policing team model have led to some lack of clarity about which resource should respond.

On attending the scene of DV calls, officers will complete a paper-based DV1 initial report and risk data. The information secured at this point is conveyed back to the control room for updating on the C&C log. The officer returns to the station and then enters the details from the DV1 into force systems and brings the event to the attention of the duty inspector to ensure compliance and to review appropriate actions.

As far as possible staff ensure that DV risk assessments are completed in the presence of, and signed by, the victim. The force intends to introduce a DV pack to ensure an appropriate 'golden hour' response, and this will be backed up with an aide-memoire. (This aide-memoire was circulated to all officers in June 2006.)

The DV unit assesses all cases on a daily basis. A daily DV meeting takes place at which each new case is reviewed in term of actions taken, victim safety and any additional steps required. At this meeting risk assessments are sometimes reviewed. There is no backlog in consideration of these cases.

The force's adoption of the NICHE RMS has led to the combining of the service desk and incident recording bureau into a single unit, which is effectively undertaking the work of an occurrence management bureau. The effect is that DV incidents that are recorded as crimes are entered on the NICHE RMS, and a workflow (automatic tasking) alerts DV staff in vulnerability units to the existence of the DV crime file.

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There is no system of action prompts relating to DV, to mirror those available in respect of missing persons, on the force C&C system. Instead, when the code for missing persons is entered, the system displays more detailed standard operating procedures for DV. First contact staff then undertake an address search for previous incidents and forward this data to officers en route to the call.

All DV incidents are recorded and risk assessed at the scene by the reporting officer. This information is then transferred onto the force IT system, which prompts which follow-up actions should be taken by the investigating officer. Staff were aware of the positive action policy, including arrest where appropriate, prompt statement taking from victims to maximise prosecution opportunities, and the planned use of head cameras to provide visual evidence.

The force has instituted a system of DV reporting which relies on an electronic web-based form. An intranet database is used to record and manage all DV incidents within the force. It is intended that this function will pass to the NICHE RMS by the end of the current financial year.

Electronic DV1 forms are forwarded to the vulnerability unit, which can be found within each BCU. DV events are automatically flagged for the information of the vulnerability unit. This allows vulnerability staff to check that DV1s have been submitted appropriately. Warnings and information or intelligence that is based on previous incident logs can be accessed from the force C&C system manually, but there is no integration of these systems, which means that currently staff have to undertake multiple system searches. (An integrated force data search is in place covering all systems outside NICHE.) The electronic DV form contains mandatory fields and generates emails to prompt actions at supervisor level.

When calls are received from victims, call takers complete an initial risk assessment, and vulnerability staff have complimented call-taking staff for becoming more proficient at this. Supervisors in the call centre review the risk assessment and ensure that appropriate actions have been initiated.

The force uses its own risk assessment procedure, which is based on the Cardiff model but with enhancements based on the outcomes of the Hayley Richards case. Multi-agency risk assessment conference (MARAC) risk meetings in respect of DV offenders and victims are undertaken, although at this time the force is not served by any dedicated DV courts.

The DV database includes risk assessment and has delivered efficiencies for both victims and staff. The system provides a robust case management facility, detailed risk assessment and auditing functionality. This is achieved by the electronic DV1 form, which includes an automatic assessment of risk that is based on 19 questions. This can be overridden by staff, although in effect an affirmative answer to the question 'Does this event cause considerable concern' will always invoke a high risk grading.

The E Division DVU DS has developed nine additional risk assessment questions to supplement the existing list used by the force. These are designed to improve the level of focused decision making by the Officer In Charge and supervisors and will be adopted across the force.

The IT systems for DV generate automatic referrals to CP staff and social services when DV takes place in households that include children. This helps to ensure that such cases are not missed but has led to an increase in CP referrals.

Staff interviewed describe unrealistic workloads prior to the advent of the PPD. The force has since ensured that in each BCU there is a dedicated sergeant for DV. (Sergeants previously covered a range of disciplines.)

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A formal review of the resources required for the investigation of DV incidents was carried out as part of the establishment of the PPD. This has resulted in approval for three additional investigators being applied to this work.

Job descriptions for DV staff (co-ordinator and investigator) exist and are based on the NCPE guidance and the integrated competency framework.

The Hayley Richards case remains large in the force's corporate memory, and the force maintains a focus on DV as a result. The force recognises that it needs to ensure that investigators are investigating and to allow others (partners) to provide ongoing victim support.

DV team members have mandatory sessions with the force occupational health function, and specialist support is available if required.

Force policy makes clear the responsibilities of all persons involved in DV investigation. This has been enhanced throughout the year, and training (as described above) has served to reinforce the position of the force. The force has a handover system for priority cases, which appears robust.

DV is routinely managed at daily morning briefings and two-weekly tasking and co-ordination group meetings. The BCU responsible detective inspector attends these meetings to ensure progress on issues and to account to the SMT. The detective inspector also manages staffing, training, resourcing and equipment.

The force undertook a systematic review of protecting vulnerable people services, including DV, in which all specialist staff became involved. Outcomes from this process have been incorporated into a vulnerability action plan, which is being driven by the PPD superintendent. As a result, all staff have been issued with aide-memoire cards and are required to update all relevant actions on the DV database.

The force makes use of comprehensive information about DV, which includes ethnicity analysis of victims and offenders as well as repeat victims, involvement of children, and criminal justice information. This is used to inform discussion at the BCU and force level (and with partner agencies).

DV training commenced on 2 April 2007 and is being implemented for all frontline and specialist staff. This training uses an e-learning approach, augmented by subsequent face-to-face inputs. Staff are also required to complete an electronic pre-read and knowledge check, followed by a one-day input at the force training school. Otherwise any DV training has been circulated either via email or cascaded by line managers. In the interim an aide-memoire and PowerPoint presentation have been circulated and awareness-raising articles published in the force magazine.

Evaluation of this training will be undertaken by learning and development staff in a programme to be completed by Sept 2007.

The joint DV strategy for Wiltshire and Swindon now provides effective strategic direction. A multi-agency strategic board monitors the achievement of objectives, and the DCC represents the police on this important local forum.

The former Domestic Violence Intervention Project at Swindon helped and supported victims. The DCC has committed itself, with partners, to reinvigorating this area of activity, and a longer-term solution was being sought at the time of the inspection.

The force is an active participant in the Domestic Violence Forum, which operates at

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Swindon and Wiltshire and encompasses all practitioners, including the local authority DV co-ordinator. The meeting is well attended and provides funding for cameras and personal attack alarms.

The force holds an annual DV conference for local practitioners, which is well attended. In addition, there is close engagement with partners in the review of multi-agency action plans.

### **Work in progress**

MARAC risk meetings have now been established across the force area which follow MAPPA principles in terms of managing DV offenders and victims and are chaired by the PPD detective inspector in each BCU area.

Two DV co-ordinators are in post in Swindon and Wiltshire. These meet regularly with staff at BCU and force level, contribute to the establishment of MARACs and collaborate in joint working to establish specialist DV courts. The force recognises that successful implementation of DV courts rests upon effective victim support, and so until provisions in this regard are re-established, DV courts will not commence.

The force has recently embarked on a Centrex (now NPJA) based DV modular training programme, which includes distance learning followed by a knowledge check and one day of classroom input. However, the introduction of the new DV risk assessment form (DV1) was not cascaded using any formal presentation. Specialist DV staff use their own initiative and experience to report, interpreting what was expected of them in managing the risk assessment process. A more co-ordinated approach to training delivery in this area should now be adopted.

### **Areas for improvement**

Over the last year, existing DV officer workload levels have increased following the removal of administrative support within DV units across the force. In Swindon and Wiltshire this has been compounded by the closure of the Domestic Violence Intervention Project support organisation (see above). Police officer resources should focus on delivering a dedicated and co-ordinated service (core business) with the minimum of bureaucracy. In that respect the inspection team urges the force to examine all means by which the administrative burden upon finite DV resources can continue to be reduced.

#### **Recommendation 4**

That the force continues to work with partners in order to put in place arrangements to provide domestic abuse victims with appropriate care, advice and support, but that allow police officers the maximum opportunity to undertake their core 'investigative' role. The effective delivery of such victim care will allow the force and partners to move quickly towards the establishment of dedicated domestic violence courts.

It is unclear to many staff who were interviewed how responsibility for detained persons is apportioned. The inspection team urges the force to develop a policy which makes clear the responsibilities and ownership of persons detained in DV incidents.

In order that finite police DV resources can be properly utilised at Swindon, the inspection team urges the force, with its partners, to ensure that the needs of victims are met through a renewed multi-agency approach.

The inspection team encourages the force to continue to develop DV-specific prompts within the C&C function in order to support decision making by operatives.

## Protecting Vulnerable People – Public Protection

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

### National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

- defensible decisions;

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- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

### **Contextual factors**

Wiltshire Constabulary has a well-established public protection structure in place. A total of six dedicated public protection officers are located across the force in each PPU and work alongside other PPU practitioners, thus ensuring that where operational issues overlap, the effective links are maintained.

The central public protection registry sited at the force HQ contains three ViSOR registrars.

The MAPPA co-ordinator is an experienced senior probation officer seconded to the force on a jointly funded basis with the probation service.

The PPU is led by a dedicated detective inspector, also located within the HQ central PPO unit. This newly created post has overall responsibility for public protection resources and policy development relating to the management of registered sex offenders (RSOs) and is designed to ensure that a corporate level of service delivery is achieved.

The force is awaiting the delivery and implementation of the national ACPO public protection policy plus the long-awaited nationally accredited PPO training course, which it considers will further enhance its capability in this area.

### **Strengths**

The reorganisation of the policing model and the restructuring of the force response to PVP resulted in responsibility for the portfolio being transferred from the DCC to the ACC. The ACC now attends the strategic management board (SMB) as the force representative, which previously had been attended by a non-ACPO officer. The inspection team welcomes this decision.

The force is fully committed to the MAPPA process and contributes positively and appropriately at all levels. The attendance of the ACC and the superintendent (the force PPU lead) at the SMB is a clear example of the force's commitment to the MAPPA process. The superintendent attends and chairs all level 3 meetings, which has increased the force's ability to swiftly deploy resources to meet MAPPA requests for assistance, eg surveillance of a MAPPA 3 offender. All MAPPA 2 meetings are now attended by the PPU detective inspector, allowing PPU supervisors to focus on their core role of managing and supporting staff who engage with offenders on a daily basis.

To ensure that an appropriate and timely response to incidents involving RSOs is managed effectively, all RSOs are routinely flagged on the force intelligence system. To further enhance decision making and ongoing risk assessment, all FORIs and contact management supervisors have 24/7 real-time access to the ViSOR system on a 'read-only' basis.

All PPO staff undergo mandatory six-monthly medical assessment. This assessment does not automatically include psychological debriefing. The force is awaiting publication of ACPO guidelines in relation to health screening.

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The MAPPA ACPO lead has passed to the newly appointed ACC, who attends the SMB (attendance was previously at chief inspector level). The DCC has led a vulnerability steering group, which has contributed to the business case for the establishment of a PPD.

Following the previously described root and branch review of PPU arrangements, the force established the PPD, which is accountable through the head of crime to the ACC. The department will include a detective chief inspector and a central referral unit, which will encompass MAPPA, INI and ViSOR intelligence. It is intended that this reorganisation will realise some efficiencies in relation to the 'bureaucratic overhead'.

A seminar was undertaken to give all staff the opportunity to raise issues in an open forum. In addition the force MIT team undertook one-to-one interviews to ensure that the reorganisation captured all of the issues that concerned staff. The force crime strategy has been accepted by the force and includes a development plan for the PPD, which has led to the establishment of KPIs. The development of the PPD was governed by the Acting/ACC, who ran a Gold group that had accountability via the head of crime and that measured progress against delivery of the business case.

The Wiltshire criminal justice board undertakes a governance role in relation to the SMB, and terms of reference exist for both the SMB and a multi-agency policy and procedures group. The force has appointed a detective superintendent to lead this function. He has secured responsibility for both the development of force strategy and its operational implementation. The nine strands of work within his portfolio are each the subject of an action plan.

The development of the force PPD has put all the MAPPA specialists under the line management of the central MAPPA ViSOR inspector, which should enhance the development of a corporate approach.

The force has employed a probation officer who is jointly funded by the police and the probation service to undertake the role of MAPPA co-ordinator. The officer chairs various levels of MAPPA meetings and has some support from DSs on BCUs when necessary. Level 3 MAPPA meetings are chaired by the detective superintendent, with level 1 normally chaired by DSs on BCUs.

Dedicated PPU officers manage level 1 sex offenders and carry out home visits in accordance with ACPO guidelines. The force MAPPA co-ordinator chairs all level 3 and level 2 meetings, which are attended by BCU PPU officers. The co-ordinator drives the MAPPA process through guidance. He is the first point of contact for public protection officers and writes the force annual report on MAPPA. He reports to the SMB on MAPPA performance issues and to the criminal justice board.

There is a Wiltshire and Swindon MAPPA combined sex and dangerous offenders department to ensure the integration of these two important themes.

Current MAPPA guidance complies with draft ACPO guidance. A review is currently being undertaken by the co-ordinator and the PPU inspector. This review will take account of the guidance of the Responsible Authority National Steering Group, due later in the year.

The force is creating a central referral unit, staff and accommodation having been identified. This team will reduce the current administrative burden on investigative staff, allowing them to focus on core business. It is anticipated that the revised structures will deliver economies of scale in terms of bureaucracy, and in particular it is hoped to establish how the burden of INI checks, which currently devour a lot of supervisor time, could be alleviated.

It is intended to establish a sexual offences investigation team. Final agreement has not

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been secured for this work. An independent sexual violence adviser will form part of this team.

The management of potentially dangerous offenders is a function led by the probation service, supported by the force. A review of the service level agreement with the probation service is planned in order that updated terms of reference can be agreed. This is imperative if the core responsibility of the police to manage RSOs is to be adequately resourced and effectively managed.

An information-sharing protocol allows exchange of data in relation to risk. MAPPA uses OGRE as its static risk assessment tool as well as OA Sys and Thornton RM2000. This allows comprehensive integration of partners' risk assessment processes.

Although the force is satisfied that day-to-day service is good, there is a general problem with ViSOR backlogs. The 'current issues' report defines the state of play on ViSOR back conversion of records, which is now under control. At the time of the inspection there were 70 dangerous offender files to be weeded and 260 ViSOR files for back record conversion. The force rightly continues to treat this work as a priority. The back record conversion issue relates only to intelligence gathered on MAPPA subjects between 1997 and 2003, prior to the inception of ViSOR. Records exist for all MAPPA subjects, with all intelligence records complete from 2003 onwards. In common with other forces, Wiltshire Police had undertaken back record conversion work onto the ViSOR interim solution, which subsequently failed. Overtime has been used to address this historical backlog. Two additional ViSOR registrars have been funded and are in the process of being recruited. A strategy has been defined for this team that will enable all historical intelligence to be added to records, thus removing all backlogs, by the end of the financial year. Enhancements to the IT system, enabling 'cut and paste' of intelligence records, has now been introduced, greatly speeding the process of conversion.

There has been some joint Matrix 2000 risk assessment training between the police, probation service and prison service. This was hosted by Avon and Somerset Police, and all operational staff completed the Child Exploitation and Online Protection Centre (CEOP) course, although it is accepted that middle-level managers also need to attend this training. (The MAPPA/ViSOR detective inspector has been trained in the full CEOP suite.)

Emerging MAPPA issues are addressed in the first instance by the force co-ordinator during normal office hours. At other times the force operations room inspector (FORI) is able to call on appropriate specialist staff and can access ViSOR in control rooms.

The force IT systems for other vulnerability areas link and allow cross-searching, and the force contributes to a regional system for CP. MAPPA issues have been incorporated into the guidance on CP issues.

The force recognises that staffing levels in public protection have not kept pace with increasing workloads. The imminent establishment of a central referral unit will decrease the administrative burden on staff, leading to more manageable workloads.

In some instances sergeants have shared responsibility for the supervision of DV cases. They have now been relieved of this responsibility. Officers responsible for offender supervision, have been available by mobile phone to offenders and have sometimes responded to calls for advice from such offenders when off duty. The strengthening of staff and the creation of the PPD has eradicated this. MAPPA caseloads are mixed across the force area, with an average of 60 cases per officer.

Further assessment is currently being undertaken to ensure appropriate staffing to meet demand. This has resulted in one new PPO post and approval for two ViSOR registrars.

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The force has a MAPPA intelligence unit, staffed by three registrars together with a coordinator. A MAPPA administrator is now also in post.

The force has adopted the integrated competency framework requirements for PDR reviews. The PPD has undertaken a review of job descriptions to ensure that they are fit for purpose.

Staff undertake individual risk assessments, which govern their activity and scale of response visits. The force does require mandatory six-monthly medical assessments for staff engaged in public protection, but this does not automatically include psychological debriefing.

There is routine auditing of PPO visits by the MAPPA inspector, and there is a quarterly multi-agency review panel involving senior managers from partner agencies. The force uses a standard audit form to ensure corporacy of record keeping. A joint partner dip sample of cases at all levels is undertaken annually. There is a backlog of reviews, which has been addressed by a revised review process that commenced on 10 July.

BCU vulnerability detective inspectors are now repositioned as central CID staff within the PPD. The force MAPPA manager has ensured that vulnerability sergeants on BCUs now play a role in the supervision of offender risk reviews. These were previously supervised by detective inspectors, but they had had no appropriate training and were found to be not best placed to undertake the style of intrusive supervision required. PPU issues are discussed within unit meetings within BCU teams.

Training of PPU staff is hindered by the lack of a nationally accredited and accepted approach, although all have been trained in a variety of CEOP courses, including:

- the foundation course in understanding child sex offenders;
- interviewing child sex offenders;
- use of Internet by child sex offenders; and
- sex offender and risk assessment and management in the community.

With respect to Thornton Matrix 2000 and ViSOR, all control staff have had some training on PVP issues, including ViSOR training as appropriate.

The SMB calls for briefing papers to ensure that performance is being effectively managed and adheres to an annual business plan. The ACC intends to exercise clear leadership in this regard via quarterly meetings with the force MAPPA inspector.

Potentially dangerous persons are managed through the ViSOR process, enabling some information to be shared with other disciplines. Internal information sharing relies to some extent on the co-location of public protection disciplines. It is acknowledged that all force staff need to come together periodically in a joint meeting. This is presently being considered by the force public protection lead. Operational staff from other departments, eg CP, DV and the high-tech crime unit, attend MAPPA meetings. ViSOR is used to assist in missing person enquiries.

The establishment of the central referral unit will enhance existing arrangements and the force has worked with partners, including education, thereby raising awareness of the role of MAPPA.

A vetting mechanism for the selection of appropriate staff is in place.

## **Work in progress**

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The force has developed and is embedding a performance management framework for those officers engaged in MAPPA. A refined suite of KPIs is in place.

All PPU resource levels, including PPOs, are under review. Current staffing levels are based on historical data. PPOs are all dedicated and not abstracted to supplement other PPU staff or other functions.

To supplement the effectiveness of the central registry, an administrative post is being created. The central referral unit was to be operational by August 2007, when building works were due to be completed.

### **Areas for improvement**

There is no guidance on the force intranet relating to MAPPA policy and procedures. This is an area for consideration and resolution by the force.

The force had a total of 260 cases awaiting back record conversion onto the ViSOR system. These cases are recorded on the system as skeletal records only. The force should treat the resolution of this issue as a continued priority. (A strategy for resolution is being implemented for completion before the end of the financial year.)

Public protection officer workloads are considered to be high. In some cases this has resulted in officers managing offenders while off duty. Such situations can compromise the effective management and supervision of both offenders and the staff allocated to them. The force is acutely aware of the issue and must continue to seek a long-term solution. (Additional PPOs and dedicated supervisors have been recruited and are now in post.)

### **Recommendation 5**

That the force ensures that officers engaged in the management and supervision of registered sex offenders and other offenders are supported by arrangements that provide sufficient capacity and resilience.

It is recognised by the force that many PPU managers and supervisors have yet to receive suitable training. Given the complexity and importance of their role in managing risk on behalf of the organisation, rectifying this should also be treated as a priority. (The detective inspector with dedicated responsibility for MAPPA and ViSOR is now fully trained through national CEOP courses).

**Protecting Vulnerable People – Missing Persons**

GRADE

FAIR

**National grade distribution**

Excellent	Good	Fair	Poor
1	21	21	0

**National contextual factors**

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

**Contextual factors**

In response to HMIC's 2006 baseline assessment, a completely revised approach to the management of missing person reports has been implemented. The investment in and introduction of an integrated IT web-based missing persons database – including an effective recording process, comprehensive risk assessment and case management system – has enhanced the level and consistency of service provided across the force, and the database fully complies with national ACPO guidance.

**Strengths**

NCPE guidance is adopted as force policy and is contained in an aide-memoire document which has been issued to all staff. This includes minimum standards of investigation and an accountability, audit and review framework. Clear accountability is exercised via the head of crime to the ACC.

The force uses an integrated IT web-based database to record, supervise and review the response, risk assessment and subsequent investigation of missing persons at all levels. Any decisions made are electronically recorded in real-time, thereby providing an active audit trail both during and after investigation, and can be accessed by all users located across the force.

The database is also networked to the force NICHE RMS system to identify any linked occurrences. At the creation of new records, the database automatically generates a prompt to create the PNC update, thereby ensuring that accurate records are maintained. The functionality of the database also allows data concerning frequent missing persons to be saved as skeleton records, reducing the need for repeat keying processes, thus increasing efficiency. The database allows an automatic notification of relevant cases to the National Missing Persons Hotline.

Missing person champions exist at inspector level on each BCU. BCU champions also provide training where gaps are identified locally. This approach brings together elements in a co-ordinated response among staff who were previously disconnected from developments

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in policy and procedure.

To ensure that missing person investigations are continually prioritised and actioned, all outstanding missing person investigations are routinely reviewed at daily and/or monthly NIM tasking meetings at BCU and, where appropriate, force level.

Formal review of missing person reports is undertaken in line with national guidance. Staff are automatically prompted by the missing person database system when reviews are due.

Outstanding missing persons are a standing item on the daily divisional management team meeting. Cases are escalated to both BCU and force tasking, depending on risk to the individual.

Risk assessments conducted by force operations room staff lead to decisions about operational deployment. The officers attending then undertake a detailed risk assessment, which is reviewed by the FORI.

The force operates a well-established review process for missing person cases at 48 hours, seven days and 28 days. The database includes a virtual whiteboard which colour-codes cases to identify those which are due reviews. This provides a complete picture at any time of missing person cases and their current risk level.

The database links directly with the National Missing Persons Hotline and downloads relevant information automatically. The force has worked with local authority children's homes to reduce the incidence of repeat cases. This work has been undertaken via the local strategic partnership, and with appropriate links to Neighbourhood Policing teams now firmly established, this is an emerging good practice.

Management information in relation to missing persons is considered at force and BCU performance groups. A performance regime with suites of KPIs has been established and implemented for all PVP areas: MAPP/VisOR, child abuse investigations, DV and missing persons. The remaining areas of PPD performance have been developed and are subject to system implementation to allow data capture.

The risk assessment process is implemented across the force, and is completed by the FORI in the first instance before a fuller consideration by the reporting officer. All level 2 and 3 reports are supervised and managed by team sergeants. Outstanding missing person enquiries are raised at the daily management meeting to ensure that actions are being actively managed.

The force operations inspector retains ownership of all cases until they are handed over to BCU. The force has a clear process for the receipt, management and investigation of missing person reports, which is described in a simple flowchart included in the promotional material. This includes risk assessment and various responses, depending on the grade of risk identified.

Policy in relation to missing persons is owned by the detective superintendent (PPD) and is based on NCPE guidance. A DS develops the policy and provides a single point of contact for continuity across the force. A steering group comprising CID, communications and BCU representatives oversees all this activity. The process for dealing with missing persons was piloted in Trowbridge and Salisbury, and the findings were built into the final model, which was launched on 2 April 2007.

The missing person champions on BCUs deliver some training locally. This approach is helping to bring together elements in a co-ordinated response.

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Effective recording is achieved by use of the missing person database. The system was developed in force and continues to be refined in response to suggestions from staff. The force C&C system prompts with appropriate questions in missing person cases, allowing the call-handling officer to make more effective decisions, which are entered directly into the missing person database. Although the questions prompted by C&C have YES/NO answers, staff use their own experience and judgement to probe so as to better understand risk. Cases regarded as high risk are referred to a call-handling supervisor, the FORI or, in some cases, supervisors on the ground.

Call-handling staff have access to the missing person database, which they can search for historical data to assist officers attending.

The policy document is supported by an aide-memoire and a database system user guide. These are available on the force intranet and include screen shots to ensure that staff are able to operate the system appropriately.

C&C logs created by first contact staff are forwarded to the FORI, who will acknowledge, update and review the risk grading and allocate actions. This process is not allowed to delay the deployment of resources to locations. The log is forwarded at the same time to dispatchers, who allocate resources and inform ground supervisors.

Training for the implementation of the missing person database has been piloted successfully, and the emergency call handlers have been prioritised to receive this training. They have had access to the risk assessment system for some time. Both NICHE and DV training have been force priorities and have delayed training for the missing person database. Nevertheless, use of the IT system is straightforward, and the learning materials and guidance produced are of sufficient quality to support staff in system use. Guidance is available on the intranet.

### **Work in progress**

Upon receipt of a missing person report, first contact staff are prompted as to what questions to ask by the C&C 'drop-down' action menu system. The questions posed assist the operator in making an initial risk assessment. The system is subject to ongoing development to incorporate further enhancements that are intended to assist operators in the gathering of timely and accurate information. Ongoing work continues within the training arena, incorporating missing persons investigations within the investigative skills training package and the professionalising the investigative process (PIP).

### **Areas for improvement**

There is a lack of specific ownership for missing persons enquiries at operational level. Once a risk assessment is undertaken by the initial reporting officer, the ongoing responsibility for enquiries is managed at supervisor level. Until the file is closed, ongoing decision making and accountability pass from one supervisor to another at regular intervals, prompted by the missing person system. The inspection team would encourage the force to review this position in order that any potential risk presented is managed out.

## Recommendations

### Neighbourhood Policing

#### Recommendation 1

That the force continues to build capability among its Neighbourhood Policing teams, including a clear vision of how the teams can ensure that their work – while maintaining focus on neighbourhood priorities – is closely integrated with the force strategy for the reduction and detection of volume crime.

### Performance management

#### Recommendation 2

That the force ensures it has a structured approach that provides clear links between performance data and the individual performance and development review system and that allows the establishment of team and individual targets that clearly support the delivery of force strategic targets.

### Child abuse

#### Recommendation 3

That the force undertakes a review of the impact of the establishment of the central referral unit on the workloads of child abuse investigation supervisors, who have hitherto been stretched by a referral administration burden that has posed risks to their effective case supervision role.

### Domestic violence

#### Recommendation 4

That the force continues to work with partners in order to put in place arrangements to provide domestic abuse victims with appropriate care, advice and support, but that allow police officers the maximum opportunity to undertake their core 'investigative' role. The effective delivery of such victim care will allow the force and partners to move quickly towards the establishment of dedicated domestic violence courts.

### Public protection

#### Recommendation 5

That the force ensures that officers engaged in the management and supervision of registered sex offenders and other offenders are supported by arrangements that provide sufficient capacity and resilience.

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACD	automated call distribution
ACPO	Association of Chief Police Officers

### B

BCU	basic command unit
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### C

CBM	community beat manager
CBO	community beat officer
C&C	command and control
CDRP	crime and disorder reduction partnership
CEOP	Child Exploitation and Online Protection Centre
CID	criminal investigation department
CMU	crime management unit
COG	chief officer group
CP	child protection
CPU	child protection unit
CPS	Crown Prosecution Service

### D

DCC	deputy chief constable
DS	detective sergeant
DV	domestic violence

### E

EIS	executive information system
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**F**

FORI force operational response inspector

**G**

GPD general police duty

**H**

HMIC Her Majesty's Inspectorate of Constabulary

HR human resources

**I**

IAG independent advisory group

ICIDP Initial Crime Investigators' Development Programme

INI IMPACT nominal index

IPLDP Initial Police Learning and Development Programme

IPCC Independent Police Complaints Commission

**K**

KPI key performance indicator

**L**

LAA local area agreement

LSCB local safeguarding children board

**M**

MAPPA multi-agency public protection arrangements

MARAC multi-agency risk assessment conference

MIT major investigation team

**N**

NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NMIS	National Management Information System
NPIA	National Policing Improvement Agency

**P**

PAT	performance assessment tool
PCSO	police community support officer
PDR	police development review
PIP	professionalising the investigative process
PNC	Police National Computer
PPAF	policing performance assessment framework
PPD	public protection department
PPO	public protection officer
PPU	public protection unit

**R**

R&D	reform and development
RMS	records management system
RSO	registered sex offender

**S**

SARA	scanning, analysis, response, assessment
SMB	strategic management board
SMT	senior management team
SPI	statutory performance indicator

**T**

T&C            tasking and co-ordination

TNA            training needs analysis

**V**

ViSOR            Violent and Sex Offenders Register

**W**

WPLDP            wider police learning and development programme