



**HMIC Inspection Report
Cambridgeshire Constabulary**

October 2007



Cambridgeshire Constabulary – HMIC Inspection Report

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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

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.

HMIC risk-based frameworks
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.

Planned Inspection areas
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

Cambridgeshire is a medium-sized county, occupying a strategically significant location as a main link between the Midlands and East Anglia. The county has a resident population of 716,000, in 297,000 households. This population is set to grow substantially over the coming decade, with large-scale housing development scheduled within the East of England Plan, in particular at Northstow, a new town planned for the south of the county.

The two major conurbations are Peterborough and Cambridge. While Peterborough is a significant city providing modern regional shopping attractions, it also has some of the most deprived wards in the country. Cambridgeshire has substantial rural areas and numerous local market towns, making up approximately 13% of the county's households. Major roads such as the M11, A1 and A14 cross the county, as does the east coast main rail route.

Demographic profile of force area

The pattern of economic development in the county means that there are some notable variations in population spread, economic standing and patterns of industrial growth. Cambridgeshire has also recently seen rising numbers of migrant workers, particularly in the north of the county, linked to EU accession states. The southern half of the county falls within the London commuter belt, with associated high housing costs in Cambridge and the surrounding villages. The city also has a substantial international reputation as one of the leading academic centres in the world. As such, it is a popular tourist destination as well as being home to a large number of students, making the population relatively young and affluent.

In the north of the county, Peterborough's recent expansion with the Hampton development was recognised when it was assigned city status by the Deputy Prime Minister. It has a large number of black and minority ethnic and other minority communities, with in excess of 70 languages being spoken, and its demographic complexity poses some significant policing challenges.

Strategic priorities

The force continues its move towards embedding Neighbourhood Policing and has identified all of its 31 neighbourhoods, both in the pathfinder BCU and in the other two BCUs. The project team consists of an inspector (business change manager), a full-time project manager and a full-time project officer, who spearhead project developments. There are also ten workstreams, each with identified leads.

An essential component of Neighbourhood Policing, customer focus, is at the heart of current force development: the force believes that everyone who makes contact with the organisation should receive a first-class service. Through the customer relationship management project team, improvements are being achieved in customer satisfaction from first contact through initial follow-up and to post-incident customer care.

Force developments since 2006

As part of the 2006 HMIC baseline inspection process, the force received only one grade of Poor, for managing financial and physical resources. The force was revisited during April/May 2007 by HMIC's finance and resources adviser, together with PricewaterhouseCoopers, the external auditors.

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The inspection found evidence of significant improvement, particularly following the appointment of a permanent director of finance with chief officer status, in line with good practice. The appointment is linked to fundamental changes and improvements in the finance service and associated culture across the force and the police authority. A number of other improvements were noted during the course of the inspection, for example the force has established a change management directorate, reporting to a change management board, which is designed to integrate the work of all business units and promote an improved corporate focus on business change within the force.

The force and the police authority will need to avoid any repetition of the revenue budget overspend that occurred in 2006/07. The force recognises the need, in particular, to manage police officer overtime so that budgeted savings are secured in reality by local operational managers. This will include imposing standards of supervision and recording practices, along with detailed profiling of the seasonal trends in overtime incidence.

In the longer term, the force will need to consider a replacement for its Integra system and should address the possibility of a shared service solution for finance IT systems with other forces.

The overall improvement was such that the grade of Poor should be revised to one of Fair and Improved.

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Findings

National summary of judgements

	Excellent	Good	Fair	Poor
Neighbourhood Policing				
Neighbourhood Policing	6	14	21	2
Performance management				
Performance management	6	29	8	0
Protecting vulnerable people				
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

Neighbourhood Policing	Grade
Neighbourhood Policing	Good
Performance management	Grade
Performance management	Good
Protecting vulnerable people	Grade
Child abuse	Good
Domestic violence	Good
Public protection	Good
Missing persons	Good

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Neighbourhood Policing

GRADE	GOOD
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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 (NPTs) in place by April 2008. For local communities this means:

- increased numbers of police community support officers (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 NPT; 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 satisfaction and confidence, reduce the fear of crime, and resolve locally identified problems of crime and anti-social behaviour. There is a requirement that all identified neighbourhood areas will have a dedicated Neighbourhood Policing presence – an NPT – by April 2008. This means that every community should have:

- increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour issues and building relationships with local people;
- information from local police officers outlining details of the policing team and explaining how they can be contacted; and
- the structured ability to tell the police about issues that are causing concern and make people feel unsafe, in order to shape a problem-solving response to those issues.

The force identified Southern BCU as a pathfinder for the roll-out of Neighbourhood Policing; this has now been joined by the remaining two BCUs. There are now 31 identified neighbourhoods, each comprising a number of beats aligned to ward boundaries. While individual officers may be allocated to one or more beats, each neighbourhood benefits from

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its own dedicated team. Southern BCU has 11 NPTs, Central 12 and Northern 8. Each team is headed by a sergeant, supported by police constables, PCSOs, special constables and volunteers. Inspectors maintain a wider district- or sector-based responsibility.

As part of the inspection process, a telephone survey of 100 randomly selected residents was carried out, asking six questions about respondents' experience and their views on how Neighbourhood Policing is being delivered. Cambridgeshire scored above the national average for two of the questions, within the national average for two, and below the national average for the remaining two.

Strengths

- The force has identified all of its neighbourhoods (31) and NPTs are in place and embedded in each BCU.
- The force's share of the government target for PCSOs is 195; it reached this target in April 2007.
- A turnover of PCSOs is forecast and the force retains a number of successful applicants on a waiting list, all of whom are encouraged to work in a volunteer capacity for the force until formal offers of appointment can be made. Volunteers are used appropriately in support of Neighbourhood Policing objectives.
- The Neighbourhood Policing project board remains in place and oversees a number of project workstreams. A plan is in place to integrate Neighbourhood Policing into the Safer Communities directorate following closure of the project and completion of an evaluation phase.
- Neighbourhood Policing is an agenda item at crime and disorder reduction partnership (CDRP) meetings and is discussed at local strategic partnership meetings. Furthermore, a representative from the County Council sits on the Neighbourhood Policing project board.
- The force implemented a positive action plan to recruit a number of PCSOs with language skills; these officers are now deployed in communities where their skills are utilised to good effect. There are 18 such officers in the force, with a further 45 potential PCSOs from visible ethnic minorities still waiting to join. The linguistic skills held by officers are maintained on a force-wide skills register.
- The force utilises community contact officers and a community engagement manager on each BCU. The role of the former is to provide a co-ordinated networking and communication service between NPTs, the community and both statutory and voluntary agencies. The community contact officers also create and maintain directories of local contacts and support the co-ordination of neighbourhood panel meetings by arranging venues, publicising the event and circulating agenda papers and minutes. The community engagement manager provides leadership in the development and implementation of engagement across the BCU.
- The force interacts regularly with the national Neighbourhood Policing Project Team and has conducted a number of self-assessments, which have in turn generated action plans that are progressing well towards implementation. A gap analysis tool is used by BCUs on a six-monthly basis to identify barriers to the progression of Neighbourhood Policing.
- The force has produced a *Newcomers' Guide* which is published in 14 languages

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and includes key information to inform and advise newcomers to the county from overseas. Examples of policing issues included are cycling safety and drink-driving. Partners also feed information into the guide, in order to identify concerns facing different communities across the whole community safety arena. The force has worked with the local criminal justice board and other partners to secure funding of £20,000 from the Office for Criminal Justice Reform to publish this guide, and work is ongoing to secure funding for future editions. NPTs take these documents into the community, and they are also available at key community sites such as GP surgeries and libraries. Further copies of the guide are available online, which is seen as the long-term home for the guide. The force has recognised that this should become a living document, and printed copies soon become outdated.

- The force has developed an action plan database that is updated by each NPT. This includes details of all priorities and the plans in place to address them, along with details of engagement activity both past and planned. There are plans to broaden the database's availability to partners when further developments in IT are introduced, but nonetheless this is an effective and corporate method of managing problem-solving action plans.
- Each BCU has a Gold group that meets regularly to discuss Neighbourhood Policing issues with partners. This affords partners and key staff the opportunity to raise with the BCU commander any concerns they might have regarding implementation of Neighbourhood Policing.
- A community engagement strategy has been in place since 2005. This has been the subject of a recent review involving partner agencies to confirm its continued relevance.
- The force learning and development department has produced a Neighbourhood Policing learning and development matrix to identify which training packages each particular rank and role within NPTs should receive. Inspectors and sergeants are using some of the leadership modules from the Centrex Core Leadership Development Programme along with the seven dedicated Neighbourhood Policing modules. The Neighbourhood Policing modules are also being used beyond this initial audience of inspectors and sergeants to include NPT staff at constable, PCSO and special constable level.
- The force uses an electronic message system, E-cops, as a method of interacting with the public. E-cops now has in excess of 6,500 subscribers and is an innovative method of communicating with NPTs. It is an email newsletter scheme through which the force keeps subscribers informed about local crime information, community news and policing activities in local neighbourhoods. A regular email bulletin from the local NPT tells subscribers what is happening in their area. The initiative provides direct and easy access to NPTs and is a means of staying in touch with community issues. It is free of charge, and designed to complement existing Neighbourhood Watch schemes and initiatives. A survey found that 72% of respondents felt more satisfied with policing in Cambridgeshire as a result of E-cops. For those without internet access, E-cops information can be printed off and posted through letterboxes or handed out.
- As well as E-cops, a number of other measures and methods are in place to inform the public about their NPTs. A local policing summary has been delivered to every household in the force area, in accordance with statutory requirements. The force publishes an 0845 number, and the switchboard puts callers ringing this number through to an NPT number. A range of posters, leaflets and newsletters are

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displayed in prominent premises, are handed out at meetings, and are posted through letterboxes. Teams themselves decide upon the most appropriate locations in which to display such material.

- The force website contains information and news in 12 languages. The Chief Constable conducts fortnightly podcasts (600 hits per month) and there are plans to diversify and offer podcasts in other languages. The website has clear links to, and up-to-date information regarding, NPTs across the force.
- A network of community/neighbourhood panels is in place across the force area and the force is able to demonstrate evidence of increasing public attendance and input.
- A community cohesion unit based in Peterborough employs four multi-lingual PCSOs. These officers' skills facilitate contact and engagement with non-English-speaking communities in the Peterborough area.
- Key individual networks are formally in place and details are recorded on the community contact, hate crime and Neighbourhood Watch databases. One of the project workstreams is to merge the three databases to provide a single reference point.
- A limited number of anti-social behaviour co-ordinators and community safety officers from partner agencies have been given limited access to the force intranet, allowing them to search police records to assist problem solving with anti-social behaviour. The force is looking to roll this out further.
- There has been a move away from the production of thematic analytical products, such as theft and damage profiles, towards the breaking down of work to the level of victims, locations and offenders, across BCU and force boundaries.
- Reality checking revealed good awareness among the public of the Neighbourhood Policing concept and the identity of local officers. Awareness was equally strong in urban and in rural areas.
- A number of NPT members hold a Certificate in Community Policing, which the force arranged in collaboration with Cambridge University and which includes problem solving as a core element. Furthermore, in conjunction with Anglia Ruskin University, the force supported members of NPTs to participate in the management of an anti-social behaviour course.
- Force-wide processes are in place to recognise the work of NPT staff, including the introduction of development plans for personal development reviews (PDRs), award processes at force and divisional level, bonus schemes and flexible working practices. The human resources (HR) workstream of the Neighbourhood Policing project board is further enhancing the issue of rewards and recognition for NPTs by awarding credit in the promotion process when staff are able provide evidence of performance against the governing principles of Neighbourhood Policing.
- The force is aligning special constables to NPTs but acknowledges that retention of specials who joined to perform a more reactive policing role is potentially an issue. The force is working with the Special Constabulary to address this issue and improve retention rates. The force has produced a three-year strategic development plan for the Special Constabulary. This plan supports the National Special Constabulary Plan in that it directs deployment to three key areas: in order of priority, Neighbourhood Policing, events and reactive support. The plan goes on to further

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deploy special constables to four 'niche tasks': crime reduction, public reassurance, anti-social behaviour, and attendance at and investigation of minor (neighbourhood) crimes.

- The force has implemented an abstraction policy that gives a clear definition of what is and what is not an abstraction; for example, if NPT staff are allocated a full tour of duty to undertake reactive duties on their neighbourhood, this is not considered to be an abstraction. The monitoring of abstractions at a local level is the responsibility of the respective NPT sergeant and BCU staff officer (who are responsible for any pre-planned abstractions). The force is in the process of preparing a structured rolling programme to monitor abstraction levels from NPTs pending development of an electronic solution in 2008.
- The diversity unit is working to map communities, and has recruited a dedicated traveller liaison officer to engage with this particular section of the community. The post holder, a PCSO, is based within the rural team and has force-wide responsibility for engagement with the travelling community.
- PCSO deployment procedures have been fully marketed across the force, for example by way of a series of 'toolbox talks' to all first and second line managers and the force control room. The same input has also now been delivered to chief inspectors. There is a dedicated PCSO microsite on the force intranet, which promotes not only the deployment procedures but also all their powers. The deployment procedures have been personally supplied to each PCSO and their line managers. The deployment procedures also feature in the 2007 patrol directory (and will soon be available via an enhanced BlackBerry package).
- Each BCU is involved in multi-agency problem-solving groups as a member of the district CDRP. Such groups cover anti-social behaviour, vehicle crime and burglary. In addition, locally based multi-agency groups are formed as needed to address issues of local concern.
- The force crime reduction co-ordinator undertakes problem-solving training for county Neighbourhood Watch groups. This includes explaining the problem analysis triangle. This training is to be extended and included as part of the start-up process for all new Neighbourhood Watch groups across the force area.
- Communities are becoming involved in aspects of problem-solving activity. An example of this took place in Waterlees, where an environmental day of action was organised in response to community concerns. Members of the public joined forces with a number of statutory and voluntary agencies in a clean-up operation that saw graffiti removed, fences painted and door chains fitted.
- Force systems have been changed to ensure that coterminosity exists following boundary changes from beat to ward codes. Neighbourhood priorities are displayed on both the internal force microsities and external websites, so that call handlers, service centre staff and control room operatives can access such information freely.
- A Quality of Service Commitment project has been established and part of its work involves the 'mapping' of the customer journey through various stages of contact with the force. Close liaison takes place between this project and the Neighbourhood Policing project board.
- As a consequence of long-standing complaints, performance information relating to the control room and service centre is made available to the public and partners at

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panel meetings. There is evidence that public understanding of the issue has benefited as a result and there has been greater use of the 0845 number.

- The force has utilised the Vulnerable Localities Index and Mosaic methods to examine the make-up of its neighbourhoods, staffing deployment with partners, and its resident communities.
- Operation Outlook (launched in January 2007) was used by the force as a means of gathering community information. Staff received briefings that stressed the importance of such information and its relevance to organised criminality and terrorism.
- BCU commanders hold NPTs to account through an action plan database. This is reinforced by neighbourhood panels holding NPTs to account for delivery against priorities. Furthermore, there is a series of quantitative performance indicators for NPTs, incorporating intelligence submissions, action plan involvement and community engagement activity. BCU commanders also hold sector commanders to account at one-to-one meetings as well as through the daily management meeting. The force uses SWIFT (an external agency) and quality of life surveys to measure confidence and satisfaction.
- The HR action plan (Neighbourhood Policing workstream) confirms that all job descriptions and role profiles for NPT staff have been reviewed and agreed.
- Although most NPTs are based at police stations, the force has carried out a considerable amount of work to develop pilot sites for policing 'points of presence' away from police premises and in local communities. Six pilot sites were identified; however, a lack of funding has meant that work has ceased, although one site in Buckden has gone ahead. The force is engaging with the SPAR supermarket chain to potentially use their premises for this purpose.

Work in progress

- Anticipating the end of the Neighbourhood Policing project in March 2008, the project team has identified the need to quantify to the force, and nationally to ACPO and the Government, the benefits of Neighbourhood Policing. The force has prepared a benefits realisation plan, which seeks to determine the benefits of the Neighbourhood Policing project and identify how those benefits can be measured. The plan will also assess and measure the barriers to the Neighbourhood Policing project and outline what measures are required to mitigate them.
- BCUs are beginning to make use of joint action groups and neighbourhood action groups to address problem-solving issues identified at neighbourhood panels. The joint action groups will convene to ensure a co-ordinated response to priorities and will not have a fixed membership.
- Data from partners is beginning to inform the setting of neighbourhood priorities. All NPT members will receive training in collaborative problem solving supported by workshops.
- A manual of Neighbourhood Policing has been produced to provide advice and guidance to neighbourhood officers and staff in performing their role. This is an overarching document containing roles and responsibilities, neighbourhood profiles, engagement activity and communication. A number of areas are yet to be introduced, including training and problem solving.

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- Marketing officers aim to produce a formal communications plan for each of the 31 neighbourhoods, showing key milestones and identifying dates when particular events such as neighbourhood panel meetings will take place. It is intended that this will enhance community engagement and increase community participation in the setting of priorities.
- While there is some evidence of partner contribution to the force strategic assessment, the involvement of all partners is some way off. The force is working towards production of a joint strategic assessment in October 2007, and work is ongoing to involve more partners in this process. The local area agreement, through the Cambridgeshire Community Safety Strategy Group, is responsible for commissioning a joint strategic assessment and has invited key individuals to take part in a number of stakeholder days to inform the process of producing such a document.
- Joint problem solving is happening in at least one-third of neighbourhoods, but remains an area the force is keen to develop, as some partners have yet to commit fully to the BCU tactical tasking and co-ordination group (TTCG) process. The director of intelligence has drafted a proposal to incorporate a partner-led level 1 TTCG, focusing solely on neighbourhood issues. It is envisaged that police officers would attend as enablers rather than chair the meetings, and these partnership tasking meetings will synchronise with BCU TTCG meetings.
- The training delivery manager for learning and development is responsible for delivering Neighbourhood Policing training and is a member of the force Neighbourhood Policing project board. A working group has been established to identify training needs for NPT staff and a plan is now in place to manage the implementation of this training programme.
- Funding has been obtained for new software – ‘incident file’ – which is similar to the force crime management system – ‘crime file’. The two systems will be integrated. Incident files will track non-crime incidents, such as reports of rowdy youths, to ensure that all activity relating to such incidents is managed effectively and that the force is giving a quality service to victims and callers. The incidents will be allocated to individual NPT officers, along with action plans, and will be monitored by supervisors.
- Engagement plans are beginning to emerge for the NPTs, detailing not only what options are available but also a timetable of activity. Measures will be put in place to demonstrate how this activity will be recorded, measured and audited.
- The force is trying to improve engagement with hard-to-reach groups over the coming year. Research has suggested that young people are unsure of how to contact the police and therefore an emphasis has been placed on engagement in schools.
- Plans are in place to carry out a level 1 evaluation (a reactive questionnaire-based evaluation whereby participants provide feedback on how beneficial the learning was in relation to their new role) of the current Neighbourhood Policing training programme. This will be undertaken once an individual has completed all the Neighbourhood Policing modules. A full level 3 evaluation is planned for the future, when the training is fully embedded, but this process has yet to be documented.
- Joint problem-solving processes are inconsistent across the force. The assistant chief constable (ACC) has led a drive to improve this and the Neighbourhood

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Policing project board tasked an inspector to draft a paper outlining the current position. This highlighted key areas and the board has established a dedicated workstream to fully embed problem solving across the force.

- Pockets of effective problem-solving practice exist, but the whole process needs to be formalised and examples of good work captured for wider dissemination. This is beginning to take shape through an action plan database that captures problem-solving activity.
- Some problems persist with recruitment and retention of officers into the NPT role, a view also supported by partners. The force recognises this issue, which features on the Neighbourhood Policing project board risk log, along with a list of countervailing activities. The force continues to validate the high status attached to Neighbourhood Policing work, and this should eventually bear fruit.
- The force is seeking to implement a duty management system by the end of 2007 which will facilitate the electronic capture of information relating to abstractions.
- A number of performance indicators for NPTs are currently subject to consultation.
- There are innovative plans to assign a number of PCSOs to ‘virtual’ communities without a specific geographic area – for example, eastern European and other minority groups.
- Supervisory ratios are especially high for NPT sergeants, who manage up to 15 staff in some areas, while their colleagues in the criminal investigation department and response teams manage far fewer officers. It is acknowledged that a number of additional sergeants have been recruited to NPTs in the Southern BCU to reduce the overall staff-to-sergeant ratios.
- A headquarters (HQ)-based workforce modernisation board receives and actions specific enquiries surrounding PCSO issues from any member of staff, most notably from front-line NPT sergeants and inspectors or the PCSOs themselves. In each case, if a new issue is raised, the HQ team researches the issue, identifies a solution or reiterates existing guidance/policy, and promulgates it across the force. Despite the efforts of the workforce modernisation board and the presence of a deployment plan (see above), PCSOs state that they are occasionally being deployed outside the remit set out in this plan – for example, to record crimes and take witness statements. The force must maintain its efforts to ensure that such activity is minimised.
- There is evidence of partner attendance at force and BCU tasking meetings and the force is working with partners to produce an aligned service delivery plan based on a number of shared priorities.

Areas for improvement

- A lack of awareness is evident among some front-line staff as to how the three competing priorities – ‘today’s jobs today’, Neighbourhood Policing and sanction detections – link together. There is a view that ‘today’s jobs today’ (Operation Crossfire) can be managed, but that Neighbourhood Policing automatically suffers as a result, and that Neighbourhood Policing work can be carried out but crime cannot be detected simultaneously. It is acknowledged that the senior management of the force has worked hard to address this issue, but the views detailed above were articulated in focus groups.

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- While there is a demonstrated will among NPT staff to focus on Neighbourhood Policing, some teams consider themselves an 'easy target' for abstractions and feel undervalued, particularly as the special priority payment is not awarded to NPT staff but is to response teams. This perceived slight is exacerbated by the fact that NPT staff have inherited the investigative workload previously carried by response officers.
- The neighbourhood profile documents produced by the force's analysts are extremely comprehensive, containing a significant amount of statistical data. In advance of each neighbourhood panel meeting, the analyst prepares an update document, which again consists primarily of statistical data. Feedback from partners and NPT staff is that both documents are too lengthy and that members of the public who attend the meetings take little interest in them. The profiles should be considerably shorter, with less emphasis on police crime data as the basis to inform neighbourhood priorities.
- The time required by analysts to maintain and update the neighbourhood profiles – especially when more than two neighbourhood panels meet within a short period of time – is placing a significant burden on analytical capacity. The force also lacks a sufficient number of intelligence researchers, which exacerbates the difficulties in producing and maintaining neighbourhood profiles.
- No structure is evident for neighbourhood profiles to be updated or amended beyond the present process, in advance of the panel meetings. If community intelligence is gathered, or a critical incident occurs, there is no mechanism to update the profile and thus the profiles are not living documents. Partner input varies across local authorities, and partners have expressed concern that the profiles are too police-focused.
- There has been a concerted drive to gather community intelligence as part of Operation Outlook. However, problems persist in how the intelligence is stored, linked and processed – linking is not sufficiently robust to allow for easy retrieval. Furthermore, poor awareness persists among analysts of the relevance of community intelligence, particularly in relation to its proximity and importance to neighbourhood priorities.
- Partners and NPT supervisors consider that some of the identified neighbourhood areas are too large; the force has indicated that it is prepared to review the original boundaries.
- Each NPT officer is expected to spend at least eight hours per week on crime investigation work. The rationale is to improve NPTs' knowledge of victims, trends and offenders in their areas. There is, however, a danger that officers become embroiled in case file preparation, and spend time completing full court files rather than addressing community concerns.
- The force project team receives data from each BCU for onward transmission to the national Neighbourhood Policing Project Team; however, there is no method or process to confirm its validity or accuracy.
- The force distributes newsletters on behalf of each NPT, introducing officers, outlining progress on priorities and reporting on general NPT issues. However, partners and the public in some areas consider these documents to be bland and of limited value. While it is unclear whether this applies to other areas, the force could usefully analyse the value of the newsletters to the communities they reach.
- The force uses letterbox engagement as a means of ascertaining community views.

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An example of this is cards with slogans such as ‘How can we make your neighbourhood safe?’ and ‘It’s your neighbourhood, have your say’. These detail dates and venues of meetings or surgeries, and also request members of the public to identify their top concerns. There was evidence that these cards are available in public venues, although concern was expressed about the amount of time taken to deliver them. The force could benefit from an evaluation of the engagement cards and the extent to which they feed priority setting.

- The force has recognised that longer-serving officers have a wide skills base, for example in firearms, searches or family liaison, and accordingly there is a high demand for ongoing training, which in turn results in further abstraction from their core roles.

Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: Neighbourhood Policing benefits realisation plan

PROBLEM:

The Neighbourhood Policing programme plan contains:

- an achievable coverage plan for PCSOs and other NPT members to April 2008;
- an achievable implementation plan to deliver effective community engagement and joint problem solving to April 2008; and
- detailed consideration of cost and sustainability beyond 2008.

Anticipating the end of the Neighbourhood Policing project in March 2008, the project team recognised the need to quantify, locally and nationally to ACPO and the Government, the benefits of Neighbourhood Policing. The purpose of the benefits realisation plan is to describe the process for determining the benefits of the Neighbourhood Policing project, and to identify how those benefits should be measured. The plan will also assess and measure the barriers to Neighbourhood Policing and determine what measures are required to mitigate them.

SOLUTION:

Assessing the benefits of the Neighbourhood Policing project is an important aspect of the programme and has captured the interest of the national Neighbourhood Policing project, as well as of other police forces.

OUTCOME(S):

The benefits realisation plan is an 'evidence bank' for the force against which any future changes to Neighbourhood Policing processes must be measured, to ensure that the benefits of Neighbourhood Policing are not diluted or negated.

FORCE CONTACT: Mrs Heather Clarke – 01480 428091

Developing Practice

INSPECTION AREA: Neighbourhood Policing

The community cohesion unit in Peterborough

PROBLEM:

In the year April 2005 to March 2006, a total of 162 hate crimes were reported to the police, together with 452 hate incidents reported through normal police channels and the Open Out reporting centres. It is suspected that these figures do not give a full picture of the problem, and that there is a level of under-reporting that never comes to the attention of the relevant agencies. For some of the 'new communities' and those living on the margins of communities, a range of social, cultural, linguistic and political reasons may explain why crimes and incidents go unreported.

SOLUTION:

In order to make the management of hate crime incidents more efficient, and to promote better accessibility for hard-to-reach communities, a community cohesion unit was established in Peterborough. The unit comprises one inspector, one sergeant, two detective constables (hate crime investigators), two police constables and four PCSOs. The four PCSOs have been appointed on the basis of their language skills and faith and cultural knowledge. In addition to core PCSO duties of providing a visible presence and reassurance, they are tasked as appropriate to engage with new arrivals and other minority communities, as well as providing support and reassurance to nominated victims of hate crime.

OUTCOME(S):

Between them, staff in the community cohesion unit speak ten languages and understand all the major faiths represented in Peterborough at the current time. Staff have been deployed to reassure victims of hate crime and have been able to establish significantly more productive relationships.

FORCE CONTACT: Inspector Mike Sampson – 01733 424454

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Performance Management

GRADE	GOOD
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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

Cambridgeshire Constabulary was graded Good in the 2006 baseline assessment, and under the strong and active leadership displayed by the Chief Constable has built on this position throughout 2006/07. The force's performance management framework remains robust and incorporates the monthly force performance challenge group (FPCG), with a number of subgroups reporting to it. Examples of such groups in operation at the time of inspection were Crossfire (which focuses on the management of citizen focus performance) and the diversity steering group (which manages all diversity-related performance issues on behalf of the FPCG).

An HQ-based quality assurance team (QAT) examines key areas of business throughout the year and reports to the ACPO team. The work of this dedicated internal inspectorate takes place across three 'tiers' and has attracted considerable interest from other forces.

Strengths

- There is clear leadership from the ACPO team and evidence of effective interaction with the police authority (PA).
- Performance information is generated for the police authority on a quarterly basis and the authority research officer has access to iQuanta. The PA interrogates the ACPO team through the scrutiny and audit committee, and there is a formal process for raising challenges.
- An excellent internal audit regime exists through the QAT. A programme of

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inspection activity is carried out on three tiers, covering all areas of force business. The QAT has been the subject of interest from other forces as a beacon of good practice.

- The force has developed innovative practice in terms of performance management in the other key areas inspected. In Neighbourhood Policing, the force is working on a programme to identify business benefits, which has attracted interest from a number of other forces. The force has also developed a strategic assessment dedicated solely to protecting vulnerable people (PVP). This too has been the subject of enquiries from peers.
- From the monthly force executive board (FEB) meetings, three key topics are identified and a team brief is emailed to every manager in the force. It is then each manager's responsibility to discuss the three topics with their staff. A feedback sheet must be completed, including nil returns, and the FEB then reviews the feedback.
- The content of annual policing plans is displayed on posters in all stations and departments, and is being incorporated into the PDR process. There is evidence that staff at all levels are aware of policing plan priorities.
- The force has adopted the *Home Office Guide to Good Practice – Performance Management* within its processes.
- Support departments – notably HR, information and communications technology and finance – play a key role in the corporate planning process for both the force strategic plan and the annual policing plan. The HR plan is an appendix to the annual plan and reference is made throughout to capital and mid-term financial plans. If specific actions are highlighted in the planning process, progress is monitored through a delivery database, overseen by the strategic development department and accountable to the FPCG.
- The force's three-year strategy and annual plan are produced by the policy and planning manager, who has incorporated a formal feedback mechanism into the annual planning cycle to find ways of improving the involvement of key stakeholders.
- National Intelligence Model (NIM) structures are aligned to the force strategic planning process, with strategic assessments feeding the identification of force priorities.
- Internal feedback is mainstreamed in force business, and a range of mechanisms to obtain the views of staff were evident. These include FEB 'Starburst' events, 'back to the floor' days and automated feedback links built into the force intranet.
- In order to regularise the use of the 'back to the floor' initiative, a corporate framework has been introduced. This enables comparisons to be made and corporate themes to be more clearly identified. On a quarterly basis, the evidence recorded in this framework is brought for examination to the FPCG.
- The force is currently meeting with the external providers, Doria, to further improve its collection methods, and is exploring possible efficiency gains in the process. It regularly hosts the regional activity-based costing (ABC) practitioner meeting and, through its chairing of the meeting, is able to tap into available best practice.
- Management of the ABC programme has been given to the head of the corporate

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performance department to run as a specific operation, called Abacus. This has done much to raise its profile with uniformed and support staff, underlining the importance of the programme's accurate completion.

- The recent police data quality review audit in April 2007, conducted on behalf of the Home Office by PricewaterhouseCoopers, found that the corporate arrangements for the force, and specifically the crime and user satisfaction data, were good. The audit also highlighted a robust quality assurance process that enables quick intervention by chief officers when data quality issues are highlighted.
- The production of all force plans, strategies and delivery mechanisms is the responsibility of the strategic development department, which promotes a corporate style of documentation and reporting on delivery.
- If a particular BCU is struggling with performance, this becomes a matter of corporate accountability, evidenced by the holding of 'days of action', where HQ support groups such as traffic and dog units are called in to support the BCU.
- The force has transformed the internal scrutiny process for finance and resource usage; the arrival of a new finance director, of ACPO rank, has provided the required leverage to make intrusive scrutiny of resource and budget management an everyday event.
- Comparative data is used routinely within the FPCG meeting, individual BCU meetings and department performance meetings, and also in the Crossfire meeting chaired by the Chief Constable.
- Every analytical and QAT inspection report contains a section that refers to most similar forces. The force routinely scans for best practice and has recently sought such practice from other forces regarding, for example, vehicle and burglary sanction detections. The QAT is very active in comparing findings and activity with other forces, and twice a year compares the force 'tier 1' results with other forces in the region. The force also draws upon the published *SPI Good Practice Guide* for opportunities to improve performance. In terms of efficiency savings, regional comparisons are made with a view to identifying and sharing good practice with other forces.
- The force is an active member of the regional collaboration project as part of the Eastern Region six counties group. At present there are plans to explore over 20 areas for collaborative work on both a regional and a sub-regional basis. There is a full-time regional director and a central team funded by the six forces, along with a nominated lead in each force who co-ordinates the work (currently within the change directorate). Cambridgeshire has taken the lead in producing a regional case for legal services and a sub-regional case for IT.

Work in progress

- The improvement needed to make better use of ABC data, and to ensure that collection methods are robust and comprehensive, has been recognised in the finance improvement plan. The force has created a two-tier approach to resolve the identified issues. Firstly, a strategic group under the leadership of the deputy chief constable (DCC) ensures, at a corporate level, that arrangements are in place to promote the collection and use of ABC data; the police authority is represented on Operation Abacus. Secondly, a practitioner group puts Operation Abacus into action.

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Abacus itself is 'owned' by the strategic development directorate and representation on Abacus includes personnel from the strategic development directorate and the corporate performance department as well as the finance department. This operation was designed to implement the activity analysis component of the ABC requirement, which has been mandatory since 2004. It measures the activities of front-line staff and the results are used, together with other management information, to 'cost' the work against the different Policing Performance Assessment Framework domains. The data collected is also used to inform an assessment of the amount of time staff spend on front-line policing, which, if targets are achieved, will generate financial benefit to the force.

- To promote a more coherent and comprehensive approach, the force is currently conducting a detailed analysis of 12 months of customer data and responses built up through the SWIFT surveys. SWIFT is a professional market research organisation, with considerable experience in the field, which is under contract to a consortium of forces to perform user satisfaction telephone surveys. This analysis will rely primarily on the SWIFT data provided over the course of the preceding 12 months, supplemented by the results of force-wide initiatives to establish customer satisfaction in specific areas. The final report, presented to the FPCG meeting in May 2007, advised that:
 - the demographic profile of victims has changed little;
 - during the second half of 2006/07 there has been a significant increase in satisfaction with ease of contact;
 - satisfaction with action taken by the police has deteriorated;
 - the force is unable to meet its 'how well were you kept informed' target; and
 - there has been a significant increase in satisfaction with overall service provided.

This has led to the Chief Constable commissioning a chief superintendent-led action plan to address all the recommendations in the analyst's report. This action plan will be monitored through the FPCG.

- The force is developing a robust resource allocation model, examining force systems and processes, and incorporating a shift modelling tool that allows modification in response to a number of variables. The DCC is overseeing the implementation of the review findings.

Area for improvement

- The force is some distance from implementing joint targets with CDRPs and other partners, although a force planning and policy officer is due to spend 1.5 days per week working with Cambridgeshire County Council to draw systems closer together.

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

The force has a dedicated public protection department (PPD) headed by a detective superintendent, supported by a detective chief inspector and two detective inspectors. The PPD comprises a public protection team (PPT), child and domestic abuse investigation unit (CDAIU) and a paedophile and internet team. The majority of PPD officers work from locations around the force, with centralised strategic and operational accountability and control. Strategic responsibility for missing persons rests with the head of the major investigation team (MIT).

Strengths

- The PPD holds its own fortnightly TTCG meeting, fully in accordance with NIM principles. This brings together the PPD management team and is split into five sections:
 - current CDAIU objectives and priorities;
 - updates;
 - staffing and abstractions;
 - emerging issues; and
 - forthcoming events.

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The meeting allows the PPD management team to make informed decisions regarding the prioritisation of intelligence, enforcement and prevention activity. The TTCG document also includes the current performance figures pertaining to CDAIU and public protection work, along with details of all child deaths occurring in the force area regardless of whether they are suspicious or not.

- The force produces a specific PVP strategic assessment on a yearly basis. This examines in detail performance over the previous year and emerging trends likely to affect the PPD, and recommends priority areas for departmental activity over the coming year.
- Child abuse and domestic violence feature prominently in the 2006/07 policing plan.

Work in progress

- From the PVP strategic assessment, the force has produced a strategic development plan to address the issues raised therein and other changes likely to impact on the work of the PPD. This will be implemented and monitored over the coming year.

Areas for improvement

- There is potential for confusion at ACPO level as, although the ACC holds portfolio responsibility for all aspects of PVP, the Chief Constable represents the force on the local safeguarding children boards (LSCBs).

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Protecting Vulnerable People – Child Abuse

GRADE	GOOD
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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 CDAIUs sit within the PPD. There is a CDAIU sited on each of the three BCUs, although strategic and operational accountability is held centrally. A central referral unit (CRU) receives all referrals, conducts all research and initial strategy discussions with social care services, and allocates referrals for investigation by the respective CDAIU.

The terms of reference for the CDAIUs incorporate intra-familial child abuse, offences involving breach of trust, child homicide and unexpected child death. Each CDAIU has two detective sergeants (one of whom is jointly responsible for domestic abuse investigation) and eight dedicated child abuse investigators holding the rank of detective constable. The three teams are managed by the two HQ-based detective inspectors. The CRU is made up of one detective sergeant and three detective constables, along with a small number of police staff. As of April 2007, there was only one recorded CDAIU vacancy across the force.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- The Chief Constable is the force representative on the LSCBs and takes an active role in all Safeguarding Children matters.
- There is consistent representation on other LSCB groups from members of the PPD management team. For example, the detective superintendent sits on the executive group and the serious case review panel while the detective inspectors sit on the safer employment and potentially dangerous offenders subgroups.
- Protection of children forms an integral part of the dedicated PVP strategic assessment document produced by the force, which identifies current and future trends.
- A clear and unambiguous protocol is in place between the force and Cambridgeshire County Council's Office of Children and Young People's Services in respect of the investigation of child protection matters.
- Supervision of, and support for, child abuse investigation from the PPD management team is strong. Supervisors are expected to meet regularly with their staff on a one-to-one basis and, in turn, PPD senior managers meet regularly with supervisors. This is supported by a bi-annual development day for all PPD staff.
- A clear accountability structure is evident within the CDAIUs that is not only well known by all members of the units but is supported by a graphical representation of the departmental meetings profile.
- The CRU is the single point of receipt for all child abuse referrals and has clear processes for interacting with the Office of Children and Young People's Services incorporating the conduct of all initial strategy discussions and agreement of the appropriate investigative route.
- CDAIU staff routinely undertake a series of documented checks on all referrals, the results of which are clearly recorded.
- The CRU is automatically informed of any child missing from home, by way of an automated link to the force missing from home database.
- A clear and widely publicised standard operating procedures (SOP) document exists which outlines the roles and responsibilities of CDAIU/CRU staff. The document can be accessed through the PPD microsite on the force intranet system, CAMNET.
- The SOP details a process whereby a series of bi-weekly meetings take place at divisional level with social care services, during which single-agency investigations are reviewed to agree any future action for either agency.
- The CDAIU structure adheres to the National Centre for Policing Excellence (NCPE) model, in that the child protection and domestic abuse disciplines are housed within the same team and share a supervisor. This facilitates the sharing of intelligence, experience and dialogue on current cases.
- The PPD has worked with the force QAT to produce a template that directs staff to conduct a series of quality checks, which in turn are reviewed by a detective inspector. If any problems are identified, the inspector is tasked with drawing up an action plan.

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- Evidence of proactivity in the protection of children is illustrated by way of the paedophile and internet team. This team takes a national lead in targeting online child abuse and can provide examples of many successful cases.
- There is good knowledge among front-line staff of the reason for submission of a form 101, indicating the presence of a child at a domestic abuse incident.
- The three CDAIUs are well resourced. In addition to the CRU, there is a total of six detective sergeants (although three share responsibility for domestic abuse staff) and 24 dedicated child abuse investigators.
- All child abuse investigators are qualified detectives, either on appointment or by completing the Initial Crime Investigators' Development Programme when appointed to the CDAIU.
- Individual performance is linked to the PDR and objectives are set to cover a three-month period, monitored monthly. For example, an objective exists to improve the force understanding of CRU business and how best to deal with young missing persons. This is linked to prolific missing persons and how police and partners can improve their understanding of what motivates children to abscond, as well as how they can improve information-sharing arrangements.
- Case conference minutes and/or notes are retained within the CRU while the case is live, and are accessible online by way of the INTREPID system. Detective inspectors routinely follow up actions emerging from case conferences to ensure completion.
- Child abuse features prominently within the 2006/07 policing plan.
- There is evidence of joint training with partners. For example, CDAIU staff have attended LSCB training in respect of safer employment, online child exploitation and sexual offending against children.
- Role profiles and job descriptions for CDAIU staff are up to date and available on the PPD microsite to demonstrate to the force what roles are performed.
- The CDAIUs operate a 24/7 force call-out system. A qualified CDAIU senior investigating officer is contacted and attends all child deaths, as appropriate, and deals with all urgent child abuse enquiries. This is supported by a second call system whereby trained staff can be called in to deal with incidents.

Work in progress

- The force is introducing the case administration tracking system to manage child abuse investigations, replacing the current INTREPID system.
- There is no clear performance framework for CDAIUs, although a number of performance indicators exist. This deficiency is being addressed by the force.
- The rationale for staffing the CDAIUs was set following a best value review, conducted following the Climbié Inquiry. The force has recently invited an external expert to conduct a review of the CDAIU structure.
- Of the current detective sergeant establishment, only three have completed the 'Initial management of serious crime' course; there are plans for the remainder to

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attend the course, which is a fundamental requirement given the complexity of many cases investigated by the CDAIUs.

- The CDAIUs are developing a tri-force agreement with Norfolk and Suffolk to utilise staff when investigating police perpetrators in child abuse allegations.

Areas for improvement

- Concern was expressed by front-line staff of different ranks and roles regarding their understanding of child abuse issues. Examples were given of front-line officers recording written statements from child victims/witnesses, rather than obtaining a basic account prior to requesting a video/DVD interview. There is scope for the PPD to further raise awareness of the work of the CDAIUs.
- The force has amended the referral process for CDAIU staff to access welfare resources, from a mandatory basis to an optional one. Some dissatisfaction is evident with this system from staff and supervisors alike, as it relies on completion of an intrusive questionnaire to identify who may benefit from a referral to the welfare department. There was reluctance on the part of some staff to complete this questionnaire, and a view that the force had changed the system purely on financial grounds.
- Resilience within the CRU has the potential to affect performance, in that the unit does not routinely work weekends and thus often starts the week with a number of referrals to input manually on the CRU database. Similarly, the CDAIU presently works only one Saturday in four, leaving weekend cover at a minimal level.
- The SOP details grading criteria for dealing with referrals (SOP Section 5.3.7) as follows:
 - Level 1: Child has suffered significant harm and a joint enquiry is required.
 - Level 2: Has not met the threshold for a joint enquiry but may represent a child in need.
 - Level 3: A referral that is likely to be provided for information purposes only.

Each level has strict timescales within which checks must be completed and action taken. Level 1 cases are meeting the set targets, but the target for completing the level 2 process (48 hours) is not always being met, although it is acknowledged that such instances are comparatively rare.

- Although the PPD has a clear mechanism for recording and disseminating recommendations from Part 8 or serious case reviews, knowledge and awareness among the CDAIUs in general of this facility was poor. Part 8 reviews are carried out when a serious incident occurs involving death or serious injury to a child. Each agency involved is required to participate and explain its actions and the underlying rationale. A final report is prepared with a series of recommendations, if applicable, for agencies either individually or collectively.
- The force uses a 'child abuse marker' on the command and control system to assist in gathering accurate data in respect of child protection. However, present data suggests that the number of crimes recorded and detections obtained is falling, when evidence exists elsewhere to suggest that the number of referrals is rising. The

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force should clarify the criteria for using this marker and examine the workload and capacity of CDAIUs, to ensure that criteria and requirements for investigations (both singly and jointly with social care services) are being met. This will help to ensure that cases appropriate for investigation are not being prioritised simply on the basis of the CDAIUs' capacity, as opposed to the fact that a crime has been committed.

- The force should examine the processes whereby referrals are recorded as crimes. A QAT report covering the period October to December 2006 revealed that only 22% of the cases dealt with by the CDAIUs were recorded as crimes.

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Protecting Vulnerable People – Domestic Violence

GRADE	GOOD
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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/liason 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

Specialist domestic violence officers (SDVOs) are based in the PPD and are situated alongside child abuse investigators within three CDAIUs across the force. There are two dedicated SDVOs at detective constable rank deployed in each CDAIU. They are supervised by a detective sergeant who holds joint responsibility for child and domestic abuse investigations. In addition to carrying out victim care, the SDVOs will, whenever possible, assume responsibility for investigations relating to serious domestic violence perpetrators. Although SDVOs are based on BCUs, strategic and operational accountability and control are held centrally by a detective chief inspector within the PPD.

The force has been a key partner in the development of both specialist domestic violence courts (SDVCs) and multi-agency risk assessment conferences (MARACs). In addition to this, a number of independent domestic violence advocates (IDVAs) – funded by the County

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Council – work alongside the SDVOs in managing the risks posed to victims of domestic abuse.

The specific comments in this section should be read in conjunction with those contained in the generic protecting vulnerable people section of the report.

Strengths

- A clear and widely publicised SOP document exists, which outlines the roles and responsibilities of SDVOs in the CDAIUs. The SOP can be accessed through the PPD microsite on the force intranet system (CAMNET).
- Domestic violence forms an integral part of the dedicated PVP strategic assessment produced by the force.
- In the 2006 Home Office domestic violence SPI8 audit, the force was graded as Good in respect of both management arrangements and systems for recording domestic violence data.
- The force is well advanced in the use of SDVCs and MARACs, with force-wide coverage planned for 2007/08.
- Strong arrangements are in place to refer children involved in domestic violence incidents to partners – for example, every referral involving a child under five years old is forwarded to the designated nurse for child protection. All referrals involving children aged from five to 18 are forwarded to social care services, and all domestic violence forms relating to school-age children are forwarded to the education authority.
- The CDAIU structure adheres to the NCPE model, in that the child protection and domestic abuse disciplines are housed within the same team and under the same supervisor. This facilitates the sharing of intelligence, experience and dialogue on current cases.
- The ACC chairs the force domestic violence steering group, which was convened in February 2007 to address recording issues and any other matters pertaining to domestic violence. Domestic violence is also a standing item at the monthly FPCG meeting chaired by the Chief Constable.
- A dedicated domestic violence lead at detective chief inspector level has raised the profile of domestic violence across the force and has ensured compliance in completing domestic violence referral forms by front-line staff.
- Supervision of, and support for, SDVOs from the PPD management team is effective; supervisors are expected to meet regularly with staff on a one-to-one basis and, in turn, PPD senior managers meet regularly with supervisors. This is supported by a bi-annual development day for all PPD staff.
- There is a high level of awareness among front-line supervisors of what is expected in the response to domestic violence incidents. All are familiar with the positive action policy and feel accountable for the actions of their staff if a power of arrest exists and is not used.
- IDVAs work closely with SDVOs in formulating and managing safety plans for

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domestic violence victims. IDVAs are funded by the County Council and line managed by the county domestic violence co-ordinator.

- Front-line officers complete a SPECSS (a list of potential risk factors pertaining to domestic violence incidents namely Separation/Pregnancy/Escalation/Cultural/Sexual assault/Stalking risk assessment at the scene of every domestic violence incident. An ongoing risk assessment process is progressed by the SDVO completing an additional part of the SPECSS assessment, determining the level of risk for each individual case. Initial risk assessments are always recorded on the INTREPID system. Risk is then periodically reviewed and high-risk cases can be flagged for IDVAs, who ask 20 set questions based on the Co-ordinated Action Against Domestic Abuse risk assessment model.
- There is evidence of effective supervision of SDVOs, and active involvement in the management of their caseloads.
- Domestic violence is included within NIM processes and discussed at daily management meetings. Locating outstanding offenders is tasked to response and NPTs and the BCU has a 'top ten' list of domestic violence offenders/houses, with whom front-line staff are familiar.
- SDVOs receive a comprehensive training package. They are all accredited detectives, or are working towards accreditation, and have received specialist domestic violence training modules, formal training in the SPECSS risk assessment model, MARAC training and an input on forced marriage and honour-based violence.
- Centrex-compliant domestic violence training has been delivered to force control room staff, police service centre staff, response officers, NPTs and supervisors, and lesson plans have been delivered as part of the Initial Police Learning and Development Programme.
- The force QAT routinely inspects a number of domestic violence referral forms on a monthly basis. A domestic violence data quality spreadsheet is completed each month, with a clear expectation of management action to improve performance.
- The force has been instrumental in establishing the Eastern Region forum to discuss best practice, working together to create savings and developing joint initiatives. Current examples include the provision of regional training.
- The force makes excellent use of a range of NIM products to inform domestic violence work. This not only includes the strategic assessment (see above), but also temporal analysis, problem profiles and results analysis.
- Domestic violence investigation features prominently within the 2006/07 policing plan.
- Role profiles and job descriptions for CDAIU staff are up to date and available on the PPD microsite to demonstrate to the force what roles are performed.

Work in progress

- The absence of a clear performance framework for the CDAIUs, incorporating SDVOs, is being addressed by the force.

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- A protocol is being drawn up to formally link multi-agency public protection arrangements (MAPPA) and MARAC processes, to ensure consistency. This should be extended to include standardised performance measures, incorporating partnership data, so that an up-to-date and accurate picture of domestic violence issues across the county can be established.
- The force is heavily involved with partner agencies in establishing a domestic abuse unit, within which a number of agencies would work to provide a joined-up service to victims of domestic abuse.
- The force records domestic violence cases on the INTREPID system but manages them on the separate crime file system. However, this will be addressed when the force implements the CATS system in the near future.
- The force has taken the lead in drawing up a joint protocol, with Norfolk and Suffolk, on the investigation of domestic violence allegations involving police officers as perpetrators.
- The CDAIUs are carrying out innovative work with analysts to examine the possibility of 'tracking' repeat domestic violence offenders, to help identify risks to potential victims. This is supported by legal advice sought in relation to the delivery of Osman warnings (warnings given to individuals relating to a potential threat to their safety) in appropriate circumstances.
- The force has devised a domestic violence action plan for 2007/08, which includes a number of individual 'work in progress' issues, in seven distinct areas:
 - *BCU support* – examples of which include involving SDVOs more in the investigation and supervision of domestic violence crimes.
 - *Harassment* – including the development of an action plan to facilitate the introduction of Centrex guidance and development of a risk assessment for harassment/stalking that will be managed by SDVOs.
 - *Investigation* – examples of which include a domestic violence investigation pack for first response officers, examining the reason for the high number of domestic violence cautions and cases where no further action is taken developing a process to email 999 voice calls to interviewing officers in real time, and introducing digital cameras in all front-line vehicles.
 - *Training* – including the provision of domestic violence awareness training and an aide-memoire for custody sergeants, further training for front-line staff and an expectation that all SDVOs and domestic violence sergeants will complete the Centrex domestic violence modules.
 - *Partnership working* – providing statistics to partners on a quarterly basis, the introduction of MARACs to Central and Southern BCUs and the development of information-sharing arrangements for both, introducing an SDVC in Huntingdon and fully contributing to a regional domestic violence forum.
 - *Media* – developing a domestic violence media strategy.
 - *CDAIUs* – seeking feedback from victims to quality assure service delivery, developing a cradle-to-grave domestic violence map, and each BCU developing a minorities panel to advise the police on domestic violence matters.

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- The CDAIUs are working with the County Council to explore the possibility of introducing a 'child advocate' to help fast-track services for children exposed to domestic violence.
- There is confusion among some front-line staff as to the roles of the SDVOs. Some BCU staff feel there should be more input to investigative work from the SDVOs, but this is not within their terms of reference. Given the level of victim assistance offered through independent victim advocates, this is an area the force should revisit. A detective inspector has now been recruited and is working on the SOP and developing a service level agreement with the BCUs.

Areas for improvement

- Resilience in respect of SDVOs is a matter of concern. There are two SDVOs per BCU, who in turn are supported by IDVAs. However, in periods of IDVA absence through sickness, the SDVOs take on a greater workload. Furthermore, SDVOs are often called upon to support the child abuse unit with enquiries, although this does not always happen in reverse.
- A disproportionate amount of SDVO time is spent 'trawling' through forms and incidents, to ensure that incidents have been classified correctly at the service centre/control room and that the right information has been identified and received by the CDAIUs. The force should reiterate policy and previous domestic violence training to control room staff in order to ensure that the correct qualifiers are added to domestic violence incidents. (The QAT report, covering October to December 2006, revealed that only 73% of cases initially recorded as domestic violence incidents were closed as domestic violence incidents, with crimes being raised in only 22% of cases.)
- Administrative support for SDVOs is inconsistent across the force – SDVOs routinely spend time completing administrative tasks.
- Although harassment is included in the 2007/08 domestic violence action plan, the force is vulnerable in the intervening period as harassment incidents are not always recorded with domestic violence markers and first warnings are not always recorded in a consistent manner. For example, some warnings are recorded and kept within individual officers' pocket books.
- Whereas the force SDVOs use the SPECSS model of risk assessment, the IDVAs utilise the CAADA model, although the issue of joint risk assessment is being addressed.
- The force has amended the referral process for CDAIU staff to access welfare resources, from mandatory to optional. Some evidence exists of dissatisfaction with this system, from staff and supervisors alike, as it relies on completion of an intrusive questionnaire to identify who may benefit from a referral to the welfare department. There was reluctance on the part of some staff to complete this questionnaire, and a view that the force had changed the system purely on financial grounds.

Protecting Vulnerable People – Public Protection

GRADE

GOOD**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.

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- defensible decisions;
- 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

The PPT forms an integral part of the wider PPD. Significant changes took place in 2006 and saw line management of the PPT move from divisional intelligence unit supervisors to a dedicated PPT detective sergeant. This period of change also witnessed an increase in the establishment from six to seven public protection officers.

Although the detective sergeant is centrally based, PPT staff are housed on BCUs across the force (two PPT staff per BCU with one officer available for deployment as demand dictates). A senior probation officer is employed as MAPPA manager and she is co-located with the force ViSOR officer and administrator.

At the present time the PPT undertakes visits to registered sex offenders (RSOs) on the following basis: low risk every 12 months, medium risk every six months, high risk every three months and very high risk every month. These periods are kept under regular review and amended in response to any changes in the level of risk. In April 2007, Cambridgeshire Constabulary held 462 RSO nominals, of which 75 were in custody or subject to restricted hospital orders.

The specific comments in this section should be read in conjunction with those contained in the generic protecting vulnerable people section of the report.

Strengths

- Supervision of, and support for, public protection staff from the PPD management team is robust. Supervisors meet regularly with their staff on a one-to-one basis and, in turn, PPD senior managers meet regularly with supervisors. This is supported by a bi-annual development day for all PPD staff.
- Public protection forms an integral part of the dedicated PVP strategic assessment produced by the force, which identifies current and future trends.
- A clear accountability structure exists within the PPT that is not only well known by all members of the PPT but is supported by a graphical representation of the departmental meeting profile.
- A clear and widely publicised SOP document exists, which outlines the roles and responsibilities of PPT staff. The SOP can be accessed through the PPD microsite on the force intranet system (CAMNET).

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- The supervision of PPT staff has improved significantly and a detective sergeant has been appointed to oversee the work of the seven PPT officers.
- The force has recruited a 'floating' public protection team (PPT) officer who works across the three BCUs to ensure that visits are conducted on a timely basis. This represents an increase in the establishment of the PPT.
- The PPT detective sergeant attends the fortnightly PPD tasking and co-ordination meeting and has routine access to the PPD senior management team.
- There is clear evidence of supervisory involvement in risk assessment and risk management plans on the Violent and Sex Offenders Register (ViSOR) system, extending to detailed comment as opposed to mere endorsement. The detective inspector in charge of the PPT also oversees and discusses high-risk cases.
- PPT staff routinely attend MAPPA level 2 meetings and enjoy an excellent working relationship with the CDAIUs. Safeguarding Children issues are regularly raised at MAPPA meetings and, as a consequence, child protection referrals are raised and passed to the CRU.
- A senior probation officer acts as MAPPA chair for all level 2 meetings across the force and is co-located with the force ViSOR manager.
- A representative from Office of Children and Young People's Services attends all level 2 MAPPA meetings.
- The probation service is able to comment on and be heard in respect of the production and development of relevant police policy.
- The force has been instrumental in the establishment of a quality and effectiveness subgroup of the MAPPA strategic management board, to ensure regular review and quality assurance of MAPPA cases that cut across single agency boundaries.
- Use is made of a Lotus Notes electronic diary system separate from ViSOR; this highlights forthcoming visits to RSOs, allowing the PPT supervisor to follow up any outstanding visits with individual officers. The PPT intelligence support officer populates the diary with details of which visits are due and PPT staff add their schedules to the diary, which is available to all PPT staff members.
- Only dedicated PPT staff undertake visits to RSOs.
- All PPT staff have completed training in the Risk Matrix 2000 system along with ViSOR training and the four core Child Exploitation and Online Protection Centre courses.
- Performance in relation to visits to RSOs is discussed by the PPD management team at the fortnightly TTCG.
- The PPT is extremely proactive in applying for Sex Offender Prevention Orders and in monitoring them.
- The force has championed the use of 'Forming Beliefs', a process that has been implemented by one of the two LSCBs covering the force area and is being adopted by the other. This is a process whereby any unconvicted individual causing concern due to their proximity to children can be discussed at a multi-agency meeting and appropriate preventative action taken.

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- Public protection features as a heading in the force control strategy, although the strategy does not specifically include the management of dangerous offenders. The force intelligence requirement makes reference to the need to develop intelligence on dangerous offenders.
- The PPT supervisor, MAPPA co-ordinator and ViSOR administrator all work from the same location.
- There is a formal system of quality assurance in respect of ViSOR activity. The force ViSOR manager is responsible for this task and the process is overseen and checked by the PPT supervisor. ViSOR activity was also subject of a QAT inspection during late 2006.
- Distribution of PPT resources across the county is proportionate to workloads. All PPT staff are central resources and workloads are monitored by supervisors and through the formal PPD TTCG meeting. Evidence was provided of resources being moved according to need. The TTCG routinely monitors performance regarding RSO visits.
- All nominals subject to a ViSOR record are flagged on the force crime and intelligence system. Any activity regarding these nominals is brought to the attention of the PPT by divisional intelligence units.
- The ACC holds the ACPO portfolio in respect of public protection and is chair of the MAPPA senior management board.
- All PPT staff undergo vetting to security check level prior to appointment to the unit.

Work in progress

- Relevant BCU staff are not routinely involved in MAPPA level 2 meetings. This is in the process of changing, but attendance should be monitored and the value of BCU attendance assessed.
- The force is developing practice in respect of the manner in which it deals, in partnership, with potentially dangerous persons (PDPs). The force manages PDPs through the creation of ViSOR records. BCUs are responsible for the management of PDPs through tasking meetings, and the head of the PPD acts as a 'gatekeeper' in respect of all PDPs.
- Although PPT performance indicators exist, there is no performance framework for the PPT; this is being addressed by the force.
- A questionnaire was prepared in order to obtain the views of partners as to how PVP and partnership work interacts with MAPPA. The driver for this work was the 2006 baseline assessment, which identified problems in measuring the perception of partners in the achievement of joint objectives. The questionnaire has yet to be circulated as it was anticipated that a QAT review may have provided a solution. When this did not materialise, the concept of using the questionnaire was resurrected. It will be distributed to partners in late 2007.

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- A protocol is being drawn up to formally link MAPPA and MARAC processes, to ensure consistency.
- The force QAT has conducted an internal inspection of public protection work. The results, which are due imminently, will inform the development of a revised inspection strategy. The probation service has co-operated with this work to ensure that its involvement is also subject to scrutiny.
- There are legacy issues in that not all ViSOR back-record conversions have been completed and some data cleansing has yet to be finished. This work was scheduled for completion by the end of August 2007.

Areas for improvement

- The force has amended the referral process whereby PPT staff access welfare resources, from mandatory to optional. There is evidence of dissatisfaction with this system from staff and supervisors alike, as it relies on completion of an intrusive questionnaire to identify who may benefit from a referral to the welfare department. There was reluctance on the part of some staff to complete this questionnaire and a view that the force had changed the system purely on financial grounds.
- A service level agreement between the PPT and Neighbourhood Policing inspectors states that information regarding RSOs is passed to inspectors only. The use of that information thereafter is at the discretion of the inspector, and knowledge of RSOs among NPTs generally is poor.
- There was some evidence of lone visits taking place to RSOs, and no routine process whereby the force knows if its PPT officers are carrying out visits at any given time. This is unsatisfactory in terms of the risks to which visit officers are exposed, although it is acknowledged that the majority of lone visits take place within a bail hostel with dedicated facilities for officers to interview RSOs in a controlled environment.
- There is no process in place to ensure that RSOs are reviewed on the expiration of their period of registration, to establish whether or not they still present a significant risk of harm and therefore should be considered for continued management within MAPPA. MAPPA provides for such offenders to be managed as category 3 offenders, subject to ongoing review.
- ViSOR awareness could be extended across the force, for example to senior investigating officers.
- Response officers are only made aware that they are attending an incident relating to or involving an RSO if control room staff conduct a check of the intelligence system in advance. This is more likely if the incident features the RSO as a potential offender, but less so if he/she is contacting the force as a victim.

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Protecting Vulnerable People – Missing Persons

GRADE

GOOD**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

Responsibility for policy in respect of missing persons rests with the detective superintendent in charge of the MIT. The force takes the investigation of missing persons seriously and makes every effort to ensure an appropriate response in every case.

Force policy is clear about the procedure to be adopted in all cases. A full record is created on the dedicated IT system, and a risk assessment is carried out, the outcome of which will be the guide for the police response and the level of enquiries to be undertaken. If the missing person is a child, the system automatically generates a child referral form for the attention of the CRU of the PPD, to enable inter-agency co-operation at the earliest opportunity.

The specific comments in this section should be read in conjunction with those contained in the generic protecting vulnerable people section of the report.

Strengths

- The ACC holds ACPO portfolio responsibility for missing persons.
- The force has a well embedded, computerised system for the management of missing from home investigations. The missing persons database is consistent with the NCPE guidance, with drop-down menus offering guidance and advice.
- The force system automatically generates a child referral form for the attention of the CRU in the event of a child or young person being reported missing. This facilitates the conduct of strategy discussions with partners at the earliest opportunity.

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- In appropriate cases, the force system generates an automatic referral to the National Missing Persons Bureau.
- Two of the three BCUs employ dedicated missing-from-home officers and the third has a designated missing persons champion. The dedicated officers are responsible for overseeing and advising on all missing persons investigations and offer professional advice to inspectors when assessing and reviewing risk. These officers also act as single points of contact and cascade policy through meetings and briefings with front-line staff.
- ACPO/NCPE guidance has been fully incorporated into force policy, which, along with a specific SOP document, is widely available and well understood across the force. Divisional missing from home officers and senior managers have been separately briefed in respect of the NCPE guidance and supplied with a personal copy.
- Risk assessment and review processes are integral to force policy, and staff are clear about their roles and responsibilities.
- Clearly defined lines of accountability for missing persons exist at both operational and strategic levels. Furthermore, the handling of missing persons enquiries is subject to routine audit.
- Missing persons form an integral part of the dedicated PVP strategic assessment produced by the force, which identifies current and future trends.
- Staff fully appreciate the significance of return interviews. A checklist on the last page of the dedicated missing persons database contains a requirement for a return interview to be completed; the report cannot be closed until the interview has taken place.
- Strong multi-agency protocols exist in respect of children who are reported as missing from care homes on a regular basis.
- Missing persons enquiries are a routine part of daily business and all are reviewed at daily management meetings.
- Out-of-hours specialist advice in respect of missing persons is available through an on-call database maintained in the force control room.
- Risk levels in respect of every missing person are reviewed at every shift/supervisor handover. Longer-term missing persons enquiries are reviewed on a monthly basis.
- The potential for a missing persons enquiry to develop quickly into a critical incident is well known across the force, and there are instances of such cases being identified.
- The missing from home database generates management information which is made available to BCU management teams and the strategic lead. Performance surrounding missing persons is discussed at both BCU performance meetings and FPCG meetings.

Work in progress

- Work is ongoing to integrate the Lotus Notes missing persons database with the INTREPID system and the Police National Computer (PNC).

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- The force conducted a strategic assessment on missing persons in November 2006 and development work is ongoing through a working group reporting to the LSCB.

Areas for improvement

- Longer-term missing persons enquiries 'drop off' the PNC after 12 months – the force accepts that there is no process for countering this.
- There is a degree of confusion around the creation and storage of paper versions of the missing persons form. Although the computerised system is in widespread use, a number of paper records are generated and officers are unclear as to the correct procedure for their retention.
- Missing from home officers are routinely used for other duties and some supervisors are unclear as to their role.
- If a person reported missing in Cambridgeshire is located in another force area, there is no process to ensure that a return interview is conducted by that force, or any intelligence shared as a result. This situation could be addressed by Cambridgeshire ensuring that return interviews are requested from the other force, or that these are conducted by Cambridgeshire officers when the missing person has returned.
- Although the force engages in commendable partnership work to reduce cases of children repeatedly missing from care, little or no attempt has been made to explore preventative opportunities in respect of vulnerable adults.

Appendix: Glossary of Terms and Abbreviations

A

ABC	Activity-based Costing
ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers

B

BCU	Basic Command Unit
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C

CAADA	Co-ordinated Action Against Domestic Abuse
CATS	case administration tracking system
CDAIU	Child Abuse and Domestic Abuse Unit
CDRP	Crime and Disorder Reduction Partnership
CRU	Central Referral Unit

D

DCC	Deputy Chief Constable
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F

FEB	Force Executive Board
FPCG	Force Performance Challenge Group

H

HMIC	Her Majesty's Inspectorate of Constabulary
HQ	Headquarters
HR	Human Resources

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I

IDVA Independent Domestic Violence Advocate

L

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

NIM National Intelligence Model

NPT Neighbourhood Policing Team

P

PCSO Police Community Support Officer

PDP Potentially Dangerous Person

PDR Personal Development Review

PNC Police National Computer

PPD Public Protection Department

PPT Public Protection Team

PPT Public Protection Team

PVP Protecting Vulnerable People

Q

QAT Quality Assurance Team

R

RSO Registered Sex Offender

S

SDVC Specialist Domestic Violence Court

SDVO Specialist Domestic Violence Officer

SGC Specific Grading Criteria

SOP Standard Operating Procedures

T

TTCG Tactical Tasking and Co-ordination Group

V

ViSOR Violent and Sex Offenders Register