

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Leicestershire Constabulary
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



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Introduction to HMIC Inspections

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

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent of both the Home Office and the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://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 thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

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

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

HMIC Business Plan for 2008/09

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

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

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- the embedding of Neighbourhood Policing.

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

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

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

Programmed Frameworks

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

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

Neighbourhood Policing

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

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

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

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

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

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

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

Developing Citizen Focus Policing

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

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

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

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

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

Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March

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2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

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

Neighbourhood Policing

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

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

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

Developing Practice

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

The Grading Process

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

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Meeting the standard

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

Force Overview and Context

Leicestershire Constabulary has:

- three basic command units (BCUs);
- some 106 neighbourhood teams;
- a total of 194 officers dedicated to Neighbourhood Policing (NHP); and
- some 200 PCSOs dedicated to NHP.

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

Geographical description of force area

Leicestershire is a mid-sized county in the East Midlands region that covers an area of approximately 2,084 square kilometres (804 square miles). It has good transport links and is connected to the motorway network; London is just over an hour away by train and East Midlands International Airport (which is in Leicestershire) services numerous European and worldwide destinations. The M1 motorway runs through Leicester, carrying road traffic from London to Leeds; east to west is served by the M69, which connects to the M6. Local government is administered through Leicestershire County Council along with the two unitary authorities of Rutland County Council and Leicester City Council. There are seven district or borough councils.

Demographic profile of force area

Leicestershire has a population of approximately one million people. The county's economy is varied, with manufacturing and wholesale/retail trade accounting for about 40% of employment. Other significant employment includes business activities and the public service sector. Unemployment in the city is higher than the regional and national average, while the county has lower than average levels. More than 30 million tourists visit the city and county annually. The principal conurbation is Leicester, where more than a third of the population is from the black and minority ethnic (BME) community. In total, more than a quarter of the city's population is of Asian/British Asian origin, the largest such community in England and Wales.

Leicester was ranked in the bottom 10% of the Government Index of Local Deprivation as 31st out of the 50 most deprived areas in England. By contrast, Rutland has a large number of very small settlements with low population density and a high standard of living. The largest population centre is Leicester, followed by Loughborough; other major towns include Ashby-de-la-Zouch, Coalville, Hinckley, Market Harborough, Melton Mowbray, Oadby and Wigston. Rutland is the smallest county in the country, having been awarded unitary status in 1997. It consists of two market towns – Oakham and the county town of Uppingham – and 58 parishes.

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Strategic priorities

In line with the Home Secretary's key priorities for 2006–09 and targets set by the local criminal justice board (LCJB), CDRPs, primary care trusts and Leicestershire Fire and Rescue Service, the force is working towards priorities set by the community safety partnership board (CSPB) for Leicester, Leicestershire and Rutland.

The force is represented on three force-wide children and young persons strategic boards that govern the local safeguarding children board and is working proactively to achieve the five recommended outcomes of *Every Child Matters*.

The force priorities for 2007/08 include:

- complying with quality of service commitments;
- answering 90% of all non-emergency calls within 30 seconds;
- reducing the number of people killed or seriously injured on the roads in line with national targets;
- implementing regional forensic procurement;
- continuing with introducing the National Strategy for Police Information Systems (NSPIS) case and custody system;
- achieving compliance with codes of practice for the management of police information;
- achieving 70.4% of police officer time spent on front-line policing duties;
- delivering savings and achieving 3% efficiency savings, in addition to the £25 million savings achieved in the last ten years;
- rolling out the automatic vehicle location system force-wide, ensuring timely responses to calls;
- working closely with the East Midlands region forces to identify further collaboration and procurement opportunities;
- contributing to the development of regional level 2 intelligence and investigative assets; and
- introducing level 2 scientific support officers.

HMIC is aware that the force faces a challenging position financially and has reduced its police establishment to manage this situation. HMIC cost comparisons identify relative efficiencies by the force, compared with its MSF group, as delivering some of the lowest costs per head of population, but with a high level of policing presence. The force is currently working with the police authority on potential plans to reduce posts further over the next two years.

Force developments since 2007

In April 2007, the force restructured from four to three BCUs and realigned local policing units (LPUs) with local authorities.

In June 2007, a forensic science data audit was conducted by HMIC. Overall, the force was awarded Good and Excellent grades for the various components of data quality and data management.

During the Phase 1 inspections in the spring and summer of 2007, the force received a Poor grade for public protection.

In February 2008, HMIC re-inspected this area and discovered that the force had made significant progress, implementing new processes and procedures as well as recruiting additional staff to support and deliver improved performance. The inspection found that the force had comprehensively addressed the critical area for improvement, namely the need to

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identify a long-term solution for managing home visits to low and medium risk registered sex offenders. As a consequence, the HMI regraded the force as Fair in public protection, which is equivalent to meeting the standard as a grade outlined in this report.

Current developments

The force has taken the primary lead in supporting and co-ordinating the British Government's police response to the disappearance of four-year-old Madeleine McCann (whose family live in Rothley, Leicestershire) from a holiday apartment in Portugal on 3 May 2007. It has committed significant resources and has established an incident room to manage its contribution to the investigation. It has also deployed a number of staff to perform various roles in Portugal. This ongoing enquiry will continue to be a demand on the force until the investigation is resolved.

Structural description of the force area

The force is one of the most efficient and effective in the country, ranked fifth (*The Times*, 10 October 2007) following the publication of HMIC's baseline assessment, 2006/07. Inspectors graded the force's implementation of NHP as Excellent.

In terms of reducing and detecting crime, over the last three years the total number of reported crimes has fallen by 3.8% (5% overall crime reduction for 2007/08); violent crime has fallen by 11.8%. The force solves just over 27% of all crime and nearly 44% of violent crime. HMIC graded as Excellent its approach to dealing with victims of crime.

In February 2007, the authority set a budget of £154.7 million. This resulted in a reduction of 30 police officer posts. This was the first reduction in police officer strength for 25 years. The force has also held a total of 160 posts vacant to balance the budget.

In 2008, the authority agreed a budget to allow these posts to be reinstated and the number of officers increased further. This was deemed necessary to maintain NHP and respond to new challenges. The Local Government Minister made a statement in the House of Commons on 27 March 2008, indicating the Government may wish to cap the force's budget. If that takes place, the force may need to revise its plans.

These challenges include serious organised crime, the threat of terrorism, and how the force protects the most vulnerable people in society. It intends to work closely with regional partners – Nottinghamshire, Lincolnshire, Derbyshire and Northamptonshire – to do this.

A key aim of the force is the disruption and dismantling of organised crime groups (OCGs), which present a significant threat to its communities. One OCG recently received more than 27 years in prison. This followed an 18-month operation targeting a gang supplying heroin bound for Leicestershire. The force will be increasing the size of the special operations unit that undertakes these types of investigations.

The force actively targets criminals' assets, using the Proceeds of Crime Act to focus on those who live beyond their legitimate means. This demonstrates graphically that crime does not pay. In 2007, following hearings in Nottingham and Derby, confiscation orders made under this Act resulted in the largest seizure in Leicestershire history – £2,823,701. Some of this money is returned to the force. As part of this process, £52,500 was set aside to compensate the victims of this particular crime.

In order to protect the most vulnerable in society – children, vulnerable adults and victims of domestic abuse – the force intends to intensify work with partners to develop locally based specialist teams.

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The 2007 HMIC inspection identified force performance in investigating crimes of neglect, physical and sexual abuse of children as Good. However, HMIC expressed concern as to the workloads and pressures on officers. To tackle this, the force intends to increase the number of officers working in this specialist area so that workloads meet recommended national standards. It will also be introducing locally based public protection units to manage low and medium-risk sex offenders more effectively.

In February 2008, Sir Ronnie Flanagan, HM Chief Inspector of Constabulary, presented his independent review of the police service to the Home Secretary. The review recognises that bureaucracy can, all too often, hamper forces' ability to deliver the kind of service the public want. Leicestershire is one of four forces piloting the Flanagan report's recommendations on streamlining crime reporting in order to free up officers to deal with local, public priorities.

This year's budget of £164.7 million will ensure that police officer numbers will be increased by 105; this includes the reinstatement of 30 police officer posts which were held vacant last year and growth to tackle serious and organised crime and criminality. Specific areas of investment include the child abuse investigation unit, area-based protecting vulnerable people teams, the special operations unit and firearms officers.

Financial management

Leicestershire Constabulary has a proven record of effective financial management. Over the past 12 years, the force has achieved year-on-year efficiency savings totalling £39.5 million and these savings have been re-invested in front-line policing. For the third consecutive year, Leicestershire Constabulary is the best overall performer in relation to its MSF group in terms of prudent financial and resource management:

- Leicestershire has the lowest management on-costs of the group (33% compared with the MSF average of 36%).
- Leicestershire has below average expenditure on supplies and services (£6,500 compared with an MSF average of £7,500 per full-time equivalent police officer).
- Leicestershire has well below average premises-related expenses (£1,700 compared with an MSF average of £2,500 per full-time equivalent police officer).

The force is committed to delivering a further 9.3% of efficiency savings over the next three years. A number of resource and demand management initiatives have been identified to achieve not only efficiency savings but also productivity gains in key areas of business.

Productivity

Leicestershire Constabulary has volunteered to take forward some creative thinking around the outcomes of Sir Ronnie Flanagan's *Review of Policing*. It is one of the national leads working on the reduction of bureaucracy, with a clear focus on reinvesting time in front-line policing. Through this programme of work, the force will completely review how it deploys and manages its resources and how it records incidents. It will deliver this through:

Mobile data – the force intends to introduce vehicle and portable hand-held computers which will provide officers with mobile access to IT systems, enabling them to directly input and retrieve information while away from the police station and thereby significantly reducing bureaucracy and enabling officers to spend more time on patrol.

Duty management system – this project aims to enhance the way in which staff officers plan the advanced deployment of force resources, identifying at an early stage where there are shortfalls. This, in conjunction with the development of demand profiling software, will better match resources to demand, enabling enhanced deployment of police officers and staff.

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IR3 – in 2008/09, the force will roll out a satellite vehicle tracking system across the vehicle fleet. This product allows the force to track and map its vehicles in real time, enabling it to allocate the most appropriate resources to incidents and contributing to faster response times, mileage reduction and the safety of officers. The software will also enable it to retrospectively access data for analysis, so that it can ensure that patrols have been in line with identified neighbourhood priorities and patrol strategies.

Stop and account – in 2008/09, the force will be piloting new, less bureaucratic arrangements for recording information when officers stop and speak to members of the public.

Streamlined crime recording – in 2008/09, the force will pilot a project which aims to reduce the bureaucracy surrounding the recording of crime, allowing officers to spend more time out on the streets. Officers will utilise more proportionate and victim-focused resolutions, working with partners to tackle the underlying causes of local crime problems.

Contact management – the force wants to develop further its recent success in improving the responsiveness of the call-handling service. It will be reviewing current processes from initial call through to resolution, ensuring that it provides an effective, proportionate and personalised service to all callers. This will include increasing the opportunity for members of the public to schedule appointments with local police officers to resolve non-emergency calls.

Throughout all of these areas of business, the force will embed the recommendations of the Bichard Inquiry relating to the management of police information.

The environment

The force is committed to ensuring that issues relating to the environment are considered when providing its policing service. It has commissioned a strategic environment group, chaired by the finance director, which ensures that all relevant regulatory and legislative requirements are implemented and monitored and that it achieves continuous improvement regarding environmental performance and management. It ensures that waste, the consumption of natural resources and the release of polluting substances are kept to a minimum.

The force undertakes activity assessments, modifying them based on scientific and technical understanding to minimise the harm caused to the environment. It actively promotes the adoption of these principles to companies and contractors in the supply chain, and where appropriate it encourages and requests improvements to their environmental performance.

The people

With a current establishment of 2,288 police officers and 1,596 police staff, over 80% of the budget is spent on people and the human resources (HR) function plays a critical role in enabling the force to deliver short, medium and long-term objectives. This will be achieved through the proactive management of people issues and the professionalisation of key policing activities. The force will:

- have a workforce that reflects, engages and understands local communities and a working environment in which all staff are treated with dignity and respect;
- proactively manage its workforce to ensure that it remains responsive and flexible enough to meet the changing needs of its communities and organisational risk; and
- increase the capability, capacity and efficiency of HR by investing in technology to introduce electronic HR records, a duty management system for workforce planning and

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an enhanced electronic NSPIS HR capability. This will be supported by a rolling programme of HR staff development.

The equality scheme is the framework covering the three statutory duties on race, disability and gender, in addition to issues of age, religion, belief, sexual orientation and compliance with human rights legislation. This scheme is regularly reviewed and consultation events are carried out to benchmark progress, identify community views and inform future direction. Over the next three years, the force will further seek to ensure that its workforce is truly representative of the communities it serves and that people from all sections of the community can access force services.

Collaboration within the East Midlands

The East Midlands special operations unit is one example of collaboration. It was set up to tackle serious and organised crime in the East Midlands. Another example is the joint air support unit serving Nottinghamshire and Derbyshire. Chief Constables and the chairs of police authorities from Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire are committed to working together in this way to improve efficiency and performance in the future. Collaboration will achieve improved levels of service from within existing resources and/or similar levels of service at reduced cost. Collaboration does this while retaining local police forces and local accountability.

Following the HMIC report, *Closing the Gap*, the five East Midlands forces and their police authorities considered how best to identify and address gaps within protective services (serious and organised crime, major crime, strategic roads policing, civil contingencies, critical incidents and public order). New emphasis was placed on working collaboratively after the Home Office withdrew its 2005 plans to merge police forces. The East Midlands region has been recognised as being at the forefront of collaborative working.

The five police forces individually and collectively identified those areas where there is the greatest need to increase capacity and capability to address protective service gaps. This assessment drew on local, regional and national data and will be updated periodically. The areas with the most urgency for improvements in protective services across more than one force are the priority for a regional programme and for significant progress by 2009. The current areas of regional protective services work are set out below.

Regional protective services work programme

Leicestershire is the lead force or has significant involvement in those areas marked with an asterisk:

Witness protection *	Hi-tech crime
Making best use of police officers with specialist operational skills	Ability to tackle cross-regional and national criminality impacting on the region *
Domestic abuse	Live and cold case reviews
Technical support to police operations	Surveillance support teams

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Parallel work, conducted with support from consultants, identified opportunities for greater productivity. Current projects are set out below:

Tape summarising	Forensics and identification *
Managing demand *	Authorisation for specialised surveillance
Managing resources *	Mobile data *
Prisoner processing and file preparation, workforce modernisation	Aligning policy and procedure across forces

A collaboration programme team manages the programme of regional work. The team will cost £1.13 million in 2008/09 and £1.2 million in 2009/10. It is funded jointly by the five police forces. Projects are led by chief officers from around the region. The programme is overseen by a collaboration board, comprising Chief Constables and the chairs and members of police authorities. This board meets approximately every six weeks. It provides the detailed management of the programme. There is further oversight of the work through the East Midlands joint police authorities committee, which meets quarterly in public.

Detailed information about the programme of regional collaboration on protective services and productivity, including work beyond 2008/09, is set out in the East Midlands regional collaboration plan.

In collaboration with its regional partners, the force will target serious and organised criminality and the threat of terrorism. The phrase 'protective services' describes the resources and specialists that are required to tackle:

- **terrorism and extremism;**
- **serious, organised and cross-border crime;**
- **civil contingencies and emergency planning;**
- **critical incident management;**
- **homicide and other serious violence;**
- **significant public order incidents;** and
- **strategic roads policing.**

Leicestershire Constabulary and the four other East Midlands police forces and police authorities will continue to lead the way nationally in developing a collaborative approach to the provision of protective services.

Serious crime

Leicestershire Constabulary's crime support department offers support in tackling OCGs and makes a major contribution to public safety through the work of specialist teams.

The major crime investigation section will continue to provide a cohesive and co-ordinated response to the investigation of major crime within Leicester, Leicestershire and Rutland. Major crime includes:

- **murder and attempted murder;**
- **kidnapping and extortion;**
- **other homicides and manslaughter;** and

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- **serious crime and incidents.**

Reducing serious violence continues to be a high priority for the force, particularly offences where firearms and weapons are used. It will review existing investigative procedures to ensure that the correct level of resources are allocated to the more serious offences, balanced against a reduced and proportionate response to lower level reported crimes.

Protection of vulnerable people

The protection of vulnerable people is an area of police activity which seeks to protect those who are the most vulnerable in our society and includes:

- **victims of domestic abuse;**
- **safeguarding vulnerable adults;**
- **victims of 'honour-based' violence;**
- **overseeing child protection and links to prostitution;** and
- **management of sexual and dangerous offenders.**

The force will continue to work towards a fully integrated police and partner agency response to the protection of vulnerable people through locally based specialist teams.

The Solace unit will continue to provide a dedicated response to victims of rape and serious sexual assaults, providing support to victims and bringing offenders to justice.

The paedophile online investigation team will continue to investigate internet abuse and to work closely with the child exploitation and online protection agency, which co-ordinates internet abuse nationally.

The child abuse investigation unit, working in partnership with other agencies, specialises in investigating crimes of neglect and physical and sexual abuse against children. The department is also the lead for co-ordinating force response and activity to the *Every Child Matters* agenda. In October 2007, HMIC assessed force performance in this area as Good; however, it identified that the workloads and pressures on officers were of concern. As a result, the force will be increasing its establishment, maintaining its commitment to protecting children and young people and reducing officers' caseloads to the recommended national standards.

In 2008/09, the force is establishing dedicated, locally based public protection units, which will manage low and medium-risk sex offenders. An HMIC inspection, carried out in April 2007, identified that the constabulary did not have an appropriate infrastructure in place to fulfil this function and while much work has been done to address this, in the interim the establishment of BCU-based public protection units will secure a long-term solution.

Operational support

The operations department provides a 24-hour, 7-day a week capability to respond to incidents requiring the attendance of firearms officers, specialist search teams, hostage negotiators, chemical, biological, radiological and nuclear-trained officers and dedicated dog handlers. The department also provides automatic number plate recognition, air support, dedicated fast roads policing and a motorcycle capability, which through proactive tasking denies criminals the use of the roads and targets level 2 criminality and OCGs.

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Neighbourhood Policing

2007/08 Neighbourhood Policing Summary of judgement	Meeting the standard
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While the force is not exceeding the standard, it demonstrates that it is meeting the standard and in addition evidences that it is actively leading the field. This is evidenced by initiatives such as Operation Response, designed to use resources more efficiently, using mapping technology linked to patrol vehicles and restorative justice schemes linked to the Flanagan *Review of Policing*.

The force's good practice is externally recognised by the NPIA among others.

Strengths

- The Chief Constable is the ACPO lead for NHP and the force is often cited by the Home Office and the NPIA as a lead force in developing good practice and has been chosen to take forward national developments. Much work has been done in the last 12 months to continue to develop existing leading-edge work and seek new ways of improving the delivery of NHP. The Chief Constable has presented on national NHP issues and Leicestershire NHP initiatives at national conferences, for instance the ACPO summer conference held at Liverpool, 'Policing at a crossroads – outcomes from Flanagan, and introduction to restorative justice and early feedback from Leicestershire pilot'. Another example is the 'Nuts and Bolts' conference at Manchester, 'Neighbourhood Policing – getting involved in your community, including the Leicestershire approach to street pastors'.
- In 2007, HMIC reported on a number of leading-edge developments progressed by the force in key areas of NHP adopted by several other forces in the region; examples included the electronic beat profile and problem-solving plan templates. Use of the confidence, reassurance, accessibility and visibility evaluation (CRAVE) survey to measure and map satisfaction levels also attracted national and regional interest. Since then, this comprehensive survey has been enhanced to link in with partners and supported the development of local area agreement place-based surveys. Results from the CRAVE survey continue to inform the strategic assessment process and are used by the Neighbourhood and Citizen Focus board to hold BCUs to account for performance. Additional dedicated analytical resources have been invested to ensure that the CRAVE data is integrated into all neighbourhood profiles.
- The development of an inter-agency community safety bureau (ICSB) was also reported on in 2007. This joint agency, co-located bureau consisting of analysts and community investigators provides for joint agency review, analysis and tasking to take place and deal with local problems identified by the public. All partners are accountable through joint performance targets. All three BCUs now have an ICSB in place. The force was previously a pilot site for the national 101 non-emergency call scheme and, following the ministerial decision to remove national funding, a comprehensive review was undertaken to extract best practice and integrate this into the ICSBs. The strategic lead for ICSBs is co-located with the neighbourhood improvement unit, based in the force community safety bureau.

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- Operation Response, started in January 2008 on Leicester City BCU, is designed to provide a more efficient and customer-focused response to calls from the public from both response officers (local patrol officers (LPOs)) and dedicated neighbourhood teams. Using a demand modelling tool, developed with Loughborough University, to profile all known response demand data for immediate and urgent (grade 1 and 2) calls on a 24/7 basis, appropriate levels of resources can be matched. Non-urgent calls, where the caller wishes, are subject to diary appointments for neighbourhood team staff. A recent evaluation of the pilot showed that response times for urgent calls had been halved, backlogs of incidents had been almost eradicated, caller satisfaction, especially for non-urgent calls, had increased significantly and LPOs spent more time on their micro-beats and visible to the community. Operation Response is due to go force-wide in September 2008.
- The North BCU is using a commercial system known as IR3. This tool maps in real time where incidents are taking place and is linked to command and control incident data, duty rotas and staff accreditation details, fed by tracking devices in vehicles and Airwave radios. Early evaluation shows there has been a dramatic reduction in self-deployment, reduced multiple deployments and reduced vehicle usage and all this has significantly increased officer time spent in neighbourhood priority areas and the number of visits to residents who have reported problems. The use of the system has been cited in the Flanagan *Review of Policing*.
- The force has a risk-based approach to the prevention of terrorism and NHP teams are an integral part of this. An initiative regarding community engagement with the Muslim community in the Highfields neighbourhood is a good example. The LPU has deployed a locally recruited PCSO into the community to assist the team to engage with mosques that have previously not had police involvement and build contacts and networks in neighbourhoods highlighted by the force analytical intelligence tool.
- Since 2003, the force, along with the Home Office and Metropolitan Police Service, has been in partnership with the open society justice initiative, working on the project strategies for effective police stop and search. Officers from the force have developed international partnerships, primarily with Spain, Hungary and Bulgaria, to share best practice and experience around a lack of trust and confidence by a number of minority communities, including how stop and search is dealt with, specifically Roma gypsies. A pilot site has been identified in the force and is the subject of a successful funding bid from the European Parliament. Following this, officers made return visits to the three countries to further share results with police officers and communities. The early indications are that the project has exceeded expectations and links have been established between the police and community groups which had not previously existed. In addition, the principles of NHP have been extended to many other areas of policing in Spain.
- Blaby LPU has a group of dedicated community volunteers providing a range of support to the NHP team, resulting in them winning a national award, the Police Support Volunteers award. Examples of this support work include a programme of 'no cold-calling zones', using Google Earth to help with the programme – developed nationally – and developing a home security, self-instruction CD.
- The force continues to develop a comprehensive performance framework, achieving performance excellence (APEX). These processes enable performance data to be examined down to LPU and neighbourhood level. The data is accessed through one central website known as the management information gateway (MIG), which is continually updated. This enables LPUs to respond quickly to underperformance

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against targets. Randomly selected LPU commanders, response officers and student officers attend the formal force APEX meeting to present their activities around priorities and micro-beats to the chief officer group. This process is beginning to be replicated at BCU level. The force has recently been recognised nationally for this performance structure, as reported in HMIC's lessons learnt performance management report.

Work in progress

- Leicestershire Constabulary is one of four forces chosen to carry out a four-month pilot in response to the Flanagan *Review of Policing*, specifically, to change the way the police service deals with local crime issues – such as damage, anti-social behaviour (ASB) and minor assaults, often committed in neighbourhoods – in order to improve public confidence and victim satisfaction. Although the pilot is not due to start until June 2008, preparatory work has been completed. The force has already identified over 16,047 minor crimes with suspects, which could have been dealt with differently. A conservative estimate indicates that this equates to 128,376 hours committed to this, with significant potential savings for front-line staff. Operational officers, PCSOs and process systems are being prepared to consider the most appropriate and proportionate way of resolving a report of local offending – taking account of a victim's needs and current community priorities and concerns.

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Meeting the standard

Following the moderation process, Leicestershire Constabulary was assessed as meeting the standard. NHP has been implemented to a consistent standard across the force.

Neighbourhoods are appropriately staffed (coverage).

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

Strengths

- Neighbourhoods and their boundaries were defined in early 2006, using guidance from the then National Centre for Policing Excellence (now NPIA) and in consultation with partners and communities. The process is subject to regular review during the year, taking into consideration local factors, changes in profiles and partner developments. Following the reorganisation from four to three BCUs in April 2007, the opportunity was taken to ensure that all neighbourhoods were coterminous with the county and district councils.
- Dedicated neighbourhood teams have been in place throughout the 106 identified neighbourhoods for some time. Almost all teams (102) have a dedicated sergeant and all teams have at least one principal beat officer (PBO) and a PCSO, sharing a total of 191 PBOs and 200 PCSOs (at the time of inspection). Contact details for teams, including names, photographs, and mobile telephone numbers, are widely published through a variety of media. Voicemail is available on both desk and mobile telephones. Call management staff showed a good understanding of how to direct callers to the right neighbourhood team and had access to all local priorities. Reality visits to two LPUs revealed a high level of knowledge of contact details among residents, local businesses and at community meeting centres. Positive experiences when dealing face-to-face and emailing were reported.
- The force website is continually being redesigned to simplify access to the neighbourhood pages, supported by a recent public campaign to increase access to the site. This provides information about neighbourhood officers, including details of local priorities. There is also a facility to email officers directly around problems in the neighbourhood. Different neighbourhood pages can be accessed using a postcode recognition facility supported by Google mapping and the latest neighbourhood newsletters can be downloaded. Video footage of officers introducing themselves has been introduced, together with some pilot sites across the force of video blogs to update local priorities. A website supervisor in the HQ corporate communications department monitors accuracy of neighbourhood website information.
- An HR strategy for neighbourhood teams contains clear direction on roles, recruitment, development and retention. Neighbourhood team staff feel they are valued and that the PBO post was recognised in career progression terms. Retention is high, with a clear understanding among staff that they would expect to be in post for a minimum of two years; a significant number had indeed been in post for approximately that period or longer. Succession planning has a particular focus and PBO and PCSO vacancies are prioritised and filled quickly. The extended police family, namely special constables, volunteers and accredited persons, are assigned to neighbourhood teams. At the time of inspection, all neighbourhood team posts were filled within a 28-day period.

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- Abstraction for PBOs and PCSOs is robustly monitored and challenged. An abstraction policy covering both roles is in place and BCU managers monitor the target as part of the monthly BCU APEX performance meeting, with performance reported to the force APEX meeting. At the time of inspection, the target for both PBOs and PCSOs not to be taken away from their regular duties and neighbourhood for any duty exceeding two hours for more than 5% of their time was consistently being met.
- At the time of inspection, neighbourhood sergeants and LPU commanders (inspectors) reported minimal abstraction from their core role. They, together with beat managers, identified this as an important factor for both their job satisfaction and increasing public satisfaction with local policing.
- A range of information is used to decide what resources are allocated to neighbourhood teams. BCU managers draw on local policing experience supported by data on levels of crime, call-handling information, such as numbers of incidents, and neighbourhood profiles, especially in relation to the seven identified priority neighbourhoods. A force-wide review of resources on all neighbourhood teams was carried out as part of the four to three BCU re-organisation in April 2007, resulting in reallocation of some resources.
- At the time of inspection, 22% of the force's total number of BCU uniformed operational police officers (194 out of 874) were deployed as PBOs on neighbourhood teams. All of the 200 PCSOs and 74% of the special constables (145 out of 185) are assigned to neighbourhood teams – currently, each special constable is tasked with four hours neighbourhood patrol per month. Taking police officers, PCSOs and special constables together, then 45% of all these staff are engaged directly in delivering local policing through neighbourhood teams.
- As well as carrying out consistently high levels of visible patrol, the officers are used as investigation support officers for PBOs – for instance, collecting CCTV evidence to help ensure that crimes are fully investigated. A small number are also allocated to neighbourhood action teams, which are used to support specific initiatives in neighbourhoods and are incrementally addressing public concern about traditionally non-attended crime such as vehicle crime. In December 2007, the force commissioned a survey of PCSOs to ascertain current usage, deployments, tasking and involvement in NHP. The results complemented the ACPO national stocktake of PCSOs. Accordingly, the force deployment guide has been redrafted and shared with the NPIA and is seen as a model of good practice. Further intakes of PCSOs in July and September 2008 will see numbers rise to 239.
- Staff profiles are considered, at BCU level, when recruiting and retaining staff for neighbourhood teams. For example, language skills or previous experience relevant to any significant communities identified by the neighbourhood profile can feature prominently, eg a Polish-speaking PCSO assigned to a neighbourhood with a large Polish community and counter-terrorism (CT) intelligence requirements for Leicester City BCU.
- Every opportunity is taken to integrate LPOs with neighbourhood teams to support dealing with local priorities. They are allocated micro-beats on neighbourhoods, where they default to patrol whenever possible. A key part of Operation Response is freeing up LPOs, on a rotational basis, away from solely incident response, so they can focus more on their micro-beats and work more closely with neighbourhood teams.

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- The role of front enquiry staff has been reviewed and new contracts commenced to introduce the role of local support officer. This widens the role to incorporate ring-backs, customer updates and minor related telephone enquiries, so that operational officers, specifically neighbourhood team staff, can task some of this work out to them.
- A comprehensive learning needs analysis has been carried out to ensure that training for NHP is both mainstreamed and bespoke where necessary. NHP plays an important part in the initial training of police officers and PCSOs. Student officers are tasked with working through an example of a problem over a period of time and to present action plans to panels of senior officers. After initial training, PCSOs receive further training relevant to both force and local processes and initiatives. Neighbourhood sergeants, LPU commanders and PBOs training is based on NPJA modules that combine learning with practical application in areas such as partnership development, problem solving and community engagement through workbooks. When workbooks are completed (mandatory for sergeants and PBOs) and verified by the training department, accreditation is awarded in conjunction with the local university. Neighbourhood team staff and supervisors reported that the training equipped them with the skills they needed. At the time of inspection, all PBOs and PCSOs had completed their training.
- Training courses are evaluated through feedback from those attending and from the trainers and reported to the training priorities panel, which decides if external evaluation is required. Changes have been made to training following feedback and training on engagement has a particular focus. For instance, year two of the initial police development and learning programme (IPDLP) (run in conjunction with De Montfort University) includes a diversity and engagement module with assignments around hidden or new communities. Central to the NHP workbooks is evidencing engagement tactics in relation to the demography of the neighbourhood.
- Outside formal training processes, LPUs are seeking ways to expand their knowledge of Eastern European communities. One example is where officers from Melton LPU having recently undertaken a visit to Poland to better understand policing, culture and language. A reciprocal visit will take place in autumn 2008.
- Regular training updates and briefings are provided to neighbourhood teams through a variety of means, including formal sessions where all PBOs and PCSOs are brought together (for instance, four dates have been arranged for April 2008), and through LPU training events.
- Performance development review (PDR) objectives for beat managers and PCSOs are customised to directly support the delivery of NHP. Objectives are wholly relevant to local priorities, with an emphasis on public satisfaction and confidence measures rather than volume crime targets. The effective use of PDR objectives is covered in the force's core leadership development programme.
- Effective support and supervision for community engagement and joint problem solving are being provided by dedicated neighbourhood team and Citizen Focus sergeants. Force-wide, the ratio of a dedicated sergeant to the number of PBOs and PCSOs is approximately 1:8. Reality checking confirmed intrusive but supportive monitoring by sergeants and LPU commanders of progress against local priorities and engagement with harder-to-reach groups and new communities in particular. Supervisory levels are regularly reviewed by the BCU chief inspector with responsibility for LPUs. There are 36 inspectors, all of whom are accountable for the

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delivery of NHP, of which 15 are LPU commanders who are more directly involved in supporting neighbourhood team sergeants and providing an appropriate level of supervision.

- Significant emphasis is placed on rewarding and recognising quality of service. The BCU daily management meeting identifies such work and the force reward and recognition procedure provides for a range of recognition and awards at both BCU and force level. Awareness of the procedure to be recognised for good work was widespread and staff had particular praise for the force APEX service delivery awards, which provide an ideal vehicle to recognise those individuals and teams who are excelling in their delivery of NHP. The force also awards a PBO, PCSO and special constable of the year.
- In recognition of the key role played by PBOs in delivering NHP and the challenges of their role, they have received an incremental special priority payment for several years, subject to continued performance.

Work in progress

- Although an input on how to complete and supervise the completion of NHP workbooks was provided to neighbourhood sergeants in 2007, the force is assessing if this needs to be repeated.
- Current evaluation of the IPDLP is examining a proposal that all successful student officers should be appropriately trained to take on the PBO role without further basic learning or development.

Areas for improvement

- The force has a neighbourhood officer recruitment strategy which enables recruitment at a force level, although selection of PBOs is primarily carried out on a BCU basis. While this still provides a large pool of officers with appropriate levels of skills to choose from, the force should consider force-wide selection for those posts where very specific skills and knowledge are required.

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

Summary statement

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

Strengths

- Community engagement across all neighbourhoods is underpinned by a consultation and engagement strategy providing guidance on tactics and minimum standards. Engagement is informed by the neighbourhood profile, which has a targeted consultation and engagement plan, so establishing the correlation between engagement and demographics. A range of engagement tactics are used outside the traditional meeting forum, including the internet and other media outlets together with an extensive use of key individual networks (KINs) – 5,000 KINs are currently recorded on force systems. The force assesses the use of KINs and measures their coverage against mandatory KIN groups.
- Neighbourhood panels together with a number of other community forums, many of which have a large number of local residents as members, have been established in all neighbourhoods to discuss, prioritise and agree local priorities. In addition, joint action groups (JAGs) are in place across all LPUs, with representatives from statutory and voluntary agencies as well as community delegates to support consultation, planning and feeding back in relation to local priorities. In neighbourhood management areas, joint management groups bring together inter-agency resources to carry out actions to deal with the priorities by tasking the relevant agencies.
- Recognising the need to assist neighbourhood teams with engagement, an emerging community investigator post was established in the force community safety bureau. This role involves engaging with senior faith and community leaders, carrying out environmental scanning and reviewing retail outlets and other infrastructure associated with emerging communities to ensure that effective KINs are developed and maintained.
- The consultation section in the force's NHP LPU inspection template provides a force-wide position on how effectively the engagement plan is being progressed. A summary of the findings of these internal inspections carried out in 2007 shows that the review of KINs, development of engagement in line with the plan and distribution of engagement literature in line with neighbourhood profiles across all LPUs were well developed.
- Neighbourhood teams use a wide range of engagement tactics, some carried out with partners, to engage with local communities and identify local priorities. The majority of engagement is outside the traditional meeting format and routinely includes widely distributed service delivery forms, email, door-knocking, street and courtyard briefings, the use of KINs and Neighbourhood Watch, environmental audits, inter-agency consultation events and community 'drop in' surgeries. In addition, some LPUs are continually trying new ways to engage, such as standalone computer terminals in schools for children to give their priorities and electronic consultation via the neighbourhood team pages on the force website. A good example of the breadth of community engagement is that carried out by Rutland LPU

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in February 2008. Over four weeks, 2,336 returns were received from a wide range of sources, including the canvassing of all schools, and following detailed analysis new local priorities and micro-beats were identified.

- One community engagement initiative is the women-only engagement taking place at Spinney Hill Park LPU, led by a female member of the Highfields NHP team. The engagement events are targeting women from Pakistani and Somalian communities, where community engagement has been limited or non-existent; venues with a high footfall of females from those communities have been identified and regular surgeries held. These engagement events have also identified recruitment opportunities for the force and the wider opportunity for the recruitment of KINs.
- Voice connect relay, provided by an external provider, is used to communicate with the KINs, groups and organisations, as well as providing the potential for virtual consultation networks.
- Significant focus in the last 12 months has been given to identifying and engaging with harder-to-reach groups, especially young people and emerging Eastern European communities. The inspection found evidence of success in identifying such groups and getting representatives of such groups to be increasingly involved in the engagement process. A recent force-wide review has been undertaken of the depth of engagement with youth groups and a systematic approach to youth consultation put into place, managed by the HQ neighbourhood improvement unit. Routine examples of youth engagement include where PCSOs and PBOs engage with young people (the 14–18 age group) in youth centres, youth cafés, establishing youth councils, and using youth projects to speak to young people about their priorities. Several neighbourhood teams have recruited young people as KINs. Other teams use the county council-run activity bus to get across messages about alcohol and drug misuse and get young people to participate in environmental projects that relate to their concerns about a lack of facilities. Many neighbourhood teams, together with partners, run youth distraction activities during the school summer holidays.
- The type of engagement with new and emerging communities is typified by the way the Melton LPU neighbourhood team engages with both the established and newer Polish communities. The neighbourhood newsletter is available in Polish, team staff are regular attendees at the Polish club, there are very effective links with a Polish KIN, which is heavily involved in the engagement and problem-solving process, and two members of the Polish community have recently applied to be special constables.
- In order to influence policy and direction, the force is engaged with the faith leaders forum. HOPE 2008, the subject of a major conference at force HQ in February 2008 where more than 120 delegates attended, including all the senior figures from churches across the county, is a year-long initiative to bring together every type of Christian denomination and organisation to impact on the quality of life in communities. One of its aims is to encourage collaboration between churches and agencies such as the police. Some success has already been celebrated, including the introduction of 42 active street pastors in Leicester City (every Friday and Saturday these volunteers are present to help young people who are unused to the effects of alcohol and the impact of the night-time economy to get home safely) and obtaining funding to improve facilities for young people and local environments. The scheme has also been introduced at Westcotes and Hinckley and is under development at Loughborough, Ashby, Melton and Market Harborough. The force has also allocated a budget of £20,000 to support the development of street pastors.

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- Information sharing between communities and neighbourhood teams takes place through a variety of means. The ICSBs provide a joint agency, consisting of analysts and community investigators, to analyse and then jointly deal with local problems and other community intelligence called in by the public.
- Each BCU now has a dedicated communications officer who has a responsibility to ensure that positive news and progress are communicated back to communities. The force has mainstreamed the development of newsletters, produced monthly by each neighbourhood and widely distributed, and introduced a newsletter creator template, which has simplified the process of newsletter writing and ensures a corporate standard of presentation. Local media are used to inform communities, including non-English speaking ones, of forthcoming engagement events across neighbourhoods. Another source of information about neighbourhoods and engagement meetings is through the force website. Voice connect relay messaging is another valuable tool in communicating, through KINs across all neighbourhoods, community information and intelligence.
- Every opportunity is taken to promote communication with partners. A strategic joint agency communication group has been established to join together communication activity with partners. Supporting the NHP agenda, the group is developing links with parish and other web-based sites, along with introducing shared communication messages around improving communities. Recent examples include the inclusion of every neighbourhood officer's photograph and contact details in the Leicester A–Z of services directory, going to every household in the Leicester city area. The police authority's engagement and consultation officer works closely with the force in sharing results of the authority's consultation panel, consisting of 300 plus members of the public. Police authority members also attend community forums held with LPU commanders. Local policing summaries, which provide information on key policing themes, are distributed to every household.
- The development of Neighbourhood Watch and Rural Watch groups has significantly increased coverage and the amount of community intelligence shared between communities and neighbourhood teams. Neighbourhood Watch co-ordinators have attended several large-scale events organised by the force, together with new working practices to ensure they are fully linked to neighbourhood teams.
- Numbers of community volunteers are continually being increased, co-ordinated by a dedicated employee in the neighbourhood improvement unit, to assist neighbourhood teams with a variety of roles, including communicating with local residents. Currently, there are 151 recorded active volunteers but with many others not yet recorded on force systems.
- During LPU inspections, the usage of KINs is tested and all KINs are reviewed in line with the National Intelligence Model (NIM) cycle. If any KIN wishes to be removed from the KIN system, it automatically prompts a supervisor to contact the individual and explore the reason. Visits to neighbourhood teams provided examples of where attendees at regular engagement meetings who stopped attending were contacted by the neighbourhood team to ensure that they had not received a negative experience.
- Reality testing in two neighbourhoods shows that PCSOs and PBOs are constantly testing the strength and inclusion of engagement by speaking to people from both identified communities and the harder-to-reach communities.

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- Comparing community engagement with the ever-changing profile of the neighbourhood is carried out in several ways. Firstly, each neighbourhood profile benefits from MOSAIC mapping technology to ensure that the engagement plan matches the demographics. Secondly, neighbourhood teams receive information on the percentage of diverse communities accessing public services, for instance those children attending schools, so adding to the mapping of neighbourhood profiles. Thirdly, other sources of intelligence, such as offender mapping and call management information from ICSBs, is overlaid onto neighbourhood profiles. Lastly, information from both the HQ emerging community investigator and BCU-based community initiative co-ordinators (CICs) also inform the neighbourhood profile. Dedicated analysts (one for each BCU) develop neighbourhood profiles.
- The report *Communities living and working in Leicestershire*, produced in October 2007 by the force community safety bureau, provides a comprehensive identification of different communities living in the force area. Building on this new emerging communities assessment procedure will provide a twice-yearly emerging communities analysis, an intelligence tool that can be used for policing activity. The data sources for the toolkit that will be used to carry out this analysis include a wide range of internal data and external data from partners and public services.
- An ACPO national analysis of the level of risk in local authority districts from violent extremism identified Leicester City as one of the 30 sites of greatest risk. Outside metropolitan force areas, Leicestershire Constabulary is one of only four forces at such risk. Accordingly, neighbourhood teams are at the heart of the response to CT and domestic extremism, contributing significant amounts of community intelligence as part of the force Operation Delphinus. Neighbourhood team staff are well briefed through a variety of means on a regular basis around CT and have close links with the force's dedicated CT intelligence officer; there is evidence of teams being successfully tasked to obtain specific intelligence.
- A user-friendly guide to the use of community intelligence has underpinned the training provided to operational staff on community intelligence. Neighbourhood teams fully understood the use of such intelligence and the key points of identification in relation to potential terrorism and domestic extremism activity.
- Neighbourhood team staff provided examples of how they are informed of OCG activity and where community intelligence has assisted in several operations to tackle it. As part of a greater understanding of the connection between gang culture and the impact on violent radicalisation and organised crime, BCU-level OCG mapping takes place and is a feature of the BCU tactical assessment.

Work in progress

- Following the LPU inspections in 2007, the force has decided to use a themed approach to the inspections for 2008, scheduled for May – June 2008. One of the main themes will be testing the effectiveness of community engagement, primarily with hard-to-reach groups and youth representative of KINs in conjunction with the police authority around youth engagement. It would benefit the force if this included reality testing the depth of engagement with young people, specifically the 11–18 age group, and with new and emerging communities specifically from East Europe, and to what extent they are involved in representing their communities in contributing to deciding local priorities.
- Recently, a BCU-based structure has been put in place to monitor all registered sex offenders more effectively. One of the impacts of this as it matures is that

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neighbourhood team staff will be increasingly routinely briefed about all sex offenders and other dangerous offenders.

Area for improvement

- None identified.

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Joint problem solving is established and included within performance regimes.

Summary Statement

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

Strengths

- The force has invested heavily in joint problem-solving processes and relationships to address local priorities more effectively. Each local priority has a problem-solving plan, recorded and managed through a problem-solving plan database. Monitoring and evaluation of the plans are robust and carried out at different levels. The force community safety bureau has overall responsibility for co-ordinating all plans and ensures that LPU inspections check the regularity of the supervision footprint on the supervision page within the problem-solving plan. At BCU level, an overview of the progress of each plan is co-ordinated through the BCU neighbourhood improvement unit and reported to the ICSB manager and through to the BCU tasking and co-ordination meeting. A joint agency management group on each BCU is in place to address any issues or blockages that maybe impacting on resolution.
- CICs on each LPU support neighbourhood teams with developing community-based initiatives and local funding to support them that contribute to joint problem solving. CICs use an enforcement, prevention, intelligence and communication (EPIC) model to co-ordinate community initiative activity. In addition, they support community volunteers and help manage KINs and voice connect relay messaging.
- The LPUs on the City BCU are using additional and independent assessment of the progress, and perception of progress, against local priorities, provided by a number of KINs. The force is seeking to simplify the current reporting mechanism so that it goes directly into the performance review unit to enable local priorities to be traffic lighted and presented on the MIG (see developing practice).
- A user-friendly, joint problem-solving strategy (effective from January 2008) provides clear and detailed guidance to take neighbourhood team staff through the systematic problem-solving template and process that follows the scanning, analysis, response, assessment (SARA) model. The process includes a detailed scanning phase to ensure that all relevant partner information is sourced from the ICSB. The final part of the template is for an assessment of the success of the plan. Problem-solving plans are monitored and signed off through JAGs.
- At the time of inspection, approximately 40 problem-solving plans were recorded on an electronic system, with many more to be updated over the next few months, allowing all users of the system, which is linked to the force NHP website, to read any plan for problem-solving good practice or ideas. Neighbourhood team staff reported that, while they had used this facility, good practice and ideas were also shared through a variety of other means, including quarterly LPU commanders meetings, formal sessions at HQ for all PBOs and PCSOs (next ones due in April 2008) and through the force newsletter.
- Neighbourhood team staff provided examples of successful joint problem-solving initiatives. Typical of the many examples is Countryside Watch – a crime prevention partnership between police, partners and residents that has an administrator and

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uses a ringmaster system to warn of suspicious activity – and other local partnerships against retail theft such as that at Market Harborough that uses exclusions and radio communications to cut retail theft. At the other end of the spectrum, there is an array of early intervention schemes, such as mock arrest and court appearances and animated DVDs and project folders as part of the school citizenship programme, developed by CICs to reduce graffiti and other forms of ASB. There are also many examples of JAGs obtaining funding for new facilities for young people and so reducing incidents of ASB and minor damage, such as the building of a ball court providing sporting facilities in the Spinney Hill LPU.

- Neighbourhood Watch is well established throughout the county and has strong links to neighbourhood teams and CICs, as well as contributing to schemes that make a real difference to some of the most vulnerable in the community. An example of this is the Harborough 'Be Safe' community scheme that has been running for several years, during which time over a 1,000 elderly residents have had additional security measures fitted to their homes.
- The force has been proactive in supporting the developments of neighbourhood management. Additional resources have been allocated to the seven police priority neighbourhoods, with another one currently being developed, and all of the county's 19 neighbourhood management areas have invested in ASB officers and youth workers, work closely with LPU commanders and are linked into the ICSB. Joint problem solving has a significant focus on issues such as rowdy behaviour, consumption of alcohol and inappropriate use of motorcycles and mini-motos that together constitute over 60% of ASB across the county.
- Led by the chief officer group, considerable commitment and energy has been given to engaging partners at a strategic level. The Chief Constable chairs the community safety partnership board (CSPB), a chief-executive level partnership forum which holds all partners to account for performance against targets in key areas of joint problem-solving activity, such as removal of abandoned cars, deployment of neighbourhood wardens and allocation of resources in neighbourhood management areas.
- Significant success has been achieved in sponsoring joint funding, including funding the core performance team, which directly supports performance work directed by the CSPB. Other examples include joint funding of 57 PCSOs and contributing to the costs of ICSB analysts, together with a range of other funding from organisations like De Montfort University and the two primary care trusts.
- The increasing significance of engagement and survey research has created an opportunity for joining together all senior analysts and researchers from across the city, county, districts and partner agencies, including health, to form a strategic analysis research and consultation group (SARCOG). This group is tasked with ensuring a joint approach to engagement from beginning to end to ensure effective engagement and consultation are taking place, along with removing the engagement and survey overload that can occur with agencies working in isolation.
- Leicestershire has been one of the pilot sites for community justice courts and has taken the learning to develop the good practice of aligning courts to neighbourhoods and sentencing to community priorities. Although central funding for this initiative has been reduced, the force, together with its partners, has formed a community justice board to expand community courts.

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- A joint partner strategic assessment was produced in September 2006 that was used to inform the budget-setting process and provide a focus on neighbourhood management schemes. Building on this, both force and BCU joint assessments were produced in 2007 with key partners that have targets aligned with the local area agreement in cross-cutting areas such as offender management, neighbourhood management and ASB. The assessments were used by the CSPB and to inform the force's own strategic assessment. Research and analytical work to produce refreshed joint assessments for April 2008 is ongoing.
- NIM processes support neighbourhood teams in a number of ways. Firstly, tactical assessments used for BCU level tasking and co-ordination meetings, which some partners attend, contain an overview of local priorities, which are reviewed at the meeting. Secondly, joint tasking takes place in ICSBs informed, when necessary, by analytical products such as problem profiles on more persistent problems. Thirdly, at LPU level, JAGs provide local joint tasking and have a clear route to BCU tasking and co-ordination if necessary. All JAGs have representatives from statutory, voluntary agencies together with community delegates.
- CRAVE is linked into the NIM planning cycle to ensure that the results are meaningful and integrated as part of the strategic assessment process.
- Neighbourhood teams sign off local priorities, primarily through agreement and sign off by neighbourhood panels and JAGs, as recorded in minutes of the meetings and checked by sergeants. In addition, a variety of other methods are used to advise and in effect sign off, or receive objections to signing off, local priorities from a wider audience through widely distributed newsletters, word of mouth during local police contact with the public, voice connect relay messaging and the Neighbourhood Watch email arrangements. Extensive use is also made of local newspapers to inform communities about the successes of problem solving.
- Joint problem-solving training is taking place in several key areas. Firstly, the force ASB delivery group, consisting of 30 partner agencies, delivers joint training on a regular basis as one of its main tools to tackle ASB. Secondly, an external training provider (Inspire International) was commissioned to deliver a pilot training programme in 'delivering service excellence', which included problem-solving skills. Key partners from neighbourhood management, Leicester ASB unit and Leicester Parks department also attended. The one-day pilot training was independently assessed to have been successful in delivering a content very relevant to attendees' workplaces. Using the evaluation from this pilot, further training is programmed for all LPU commanders and Citizen Focus sergeants based on action learning sets in July 2008.

Work in progress

- Although the problem-solving plan database is now linked into the force NHP website to provide wider dissemination of good practice, the force is still developing the search facility and integration with partners.
- The most recent LPU inspections have identified a lack of consistency in the supervisory footprint in problem-solving plans. Ongoing work to address this will be further reality checked during the next round of themed inspections during June 2008.
- The force has recognised the importance of taking all opportunities to feed back to local residents the progress and results of problem solving, especially those who do not attend panels or JAGs but may have contributed to setting local priorities. As part

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of this ongoing work, the force could consider using call-backs to victims of crime and those reporting incidents relevant to local priorities as one of those opportunities to feedback progress on problem solving.

Area for improvement

- Recognising that no structured process for joint problem-solving training existed, the LPU inspections have been used as an opportunity to assess training gaps and develop a locally based joint problem-solving training programme. This programme is aimed at neighbourhood team staff and key partners such as neighbourhood management teams, housing officers, KINs and JAG members. At the time of inspection, the programme was at proposal stage only but, if adopted, will be delivered at LPU level and has potential to improve joint problem-solving skills, especially for partners.

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The outcomes of NHP are being realised by the surveyed public.

	SPI 2a		KDI		SPI 10b	
	Percentage of people who think that their local police do a good or excellent job		Percentage of people who 'agree local police are dealing with ASB and crime that matter in this area'		Percentage of people who think there is a high level of ASB	
	Difference from MSF (pp = percentage points)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Leicestershire	+2.4pp	+0.9pp	+3.6pp	+3.3pp	+1.0pp	+2.0pp

Summary statement

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

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

Performance in Leicestershire with regard to the NHP measures has shown that the force is improving and slightly ahead of the MSF averages for SPI 2a and KDI, but also that it is slightly worse than the MSF and deteriorating for SPI 10b. However, it should be noted that none of the changes or gaps are statistically significant.

Context

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

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

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

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

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

Some 55.3% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

Force performance was broadly unchanged in the year ending March 2008; 55.3% of people surveyed think that their local police do a good or excellent job, compared with 54.4% in the year ending March 2006.

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

Some 54.1% of people surveyed in the year ending March 2008 ‘agree local police are dealing with ASB and crime that matter in this area’, which is not significantly different to the average for the MSF.

Force performance was broadly unchanged in the year ending March 2008; 54.1% of people surveyed ‘agree local police are dealing with ASB and crime that matter in this area’, compared with 50.8% in the year ending March 2006.

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

Some 16.5% of people surveyed in the year ending March 2008 think there is a high level of ASB, which is not significantly different to the average for the MSF.

Force performance was broadly unchanged in the year ending March 2008; 16.5% of people surveyed think there is a high level of ASB, compared with 14.5% in the year ending March 2006.

Strengths

- Leicester City BCU was one of the 12 national sites for developing NHP performance information. This work has informed the existing suite of force and BCU level performance indicators that hold neighbourhood teams to account for performance. The current suite of indicators has an emphasis on quality of service, confidence and fear of crime measures, which has helped the force to assess the effectiveness of NHP, partly through comparing results with the CRAVE survey. Force level performance is compared with MSF and BCU-level performance compared internally – ie with other force BCUs.
- The BCS for the period April 2007 – March 2008 revealed that the percentage of people who think their local police do a good or excellent job (SPI 2a) was 55.3%, 2.4 percentage points higher than the force’s MSF average (52.9%). Over the last three years, the force performance for SPI 2a improved by 0.9 percentage points from the same period in 2005/06.
- The BCS for the period April 2007 – March 2008 also revealed that the percentage of people who agree that local police are dealing with the things that matter was 54.1%, 3.6 percentage points higher than the force’s MSF average (50.4%). Over the last three years, force performance improved for this KDI by 3.3 percentage points from the same period in 2005/06.

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Area for improvement

- The BCS for the period April 2007 – March 2008 revealed that the percentage of people perceiving a high level of ASB (SPI 10b) was 16.5%, 1 percentage point higher than the force's MSF average. In addition, over the last three years, more people perceived a higher level of ASB than in the same period in 2005/06 by 2 percentage points.

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

Summary statement

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

Strengths

- An internal telephone call-back bureau, managed by the force service improvement manager and comprising four part-time staff, carries out surveys to provide fast-time, on-demand information on victim satisfaction and public perceptions. A further three staff will be added during 2008 to support increasing surveying activity – for example, victims of vehicle crime to see if their satisfaction levels have increased following a change of policy. Between 4,000 and 5,000 people are surveyed every year, in addition to the CRAVE survey.
- The CRAVE survey, carried out by an external provider twice yearly, has been providing the force with public perception information around local police visibility, reassurance, confidence, accessibility and other demographic data for several years. The latest survey was carried out in October 2007 on 1,499 residents throughout the county. Questions based on the BCS provide information on confidence in the local police (SPI 2a) and perceptions of high levels of ASB (SPI 10b). In addition, questions relate to other key indicators: percentage of people who agree police in their area understand issues that affect them; are dealing with things that matter to them; and can be relied upon to deal with minor crimes. Visibility of, and accessibility to, local police are also surveyed, as is what type of crime or disorder is the greatest priority for those interviewed. Dedicated analytical staff have been provided for the CRAVE survey to ensure that results are linked both to neighbourhood profiles and BCU strategic assessments.
- In the October 2007 CRAVE survey, the percentage of the public who have confidence in the local police and believe they do a good or excellent job (SPI 2a) was 60.8%, an increase compared with both the 2006 and February 2007 surveys. The October 2007 survey also confirmed strong performance in relation to the percentage of people who agree that the local police are dealing with things that matter to the community (80.9% of males and 75.4% of females).
- The force has invested in portable touch screen public opinion surveying technology, which is routinely used for consultation and engagement at community focal points such as supermarkets, doctors' surgeries, leisure centres and schools. Results are reported to appropriate LPUs as another source of information for the engagement plan.

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- NHP key performance indicators measured at both BCU and force APEX meetings include a number of public confidence and satisfaction measures. The data is provided through one central website, updated at least monthly from a variety of sources, including the CRAVE survey results, down to neighbourhood level, enabling LPUs to respond quickly to issues of public concern or underperformance against targets. Both HMIC and the NPJA have acknowledged that the force has excellent access to both qualitative and quantitative data to support a balanced performance regime, which is able to focus on crime reduction and detection along with quality of service issues.
- Randomly selected LPU commanders, response officers and student officers also attend BCU and force APEX meetings to present their activity around local priorities and micro-beats and the impact on public confidence and perceptions. Furthermore, the inspection found evidence that the performance culture was understood and committed to by staff at all ranks.
- To help improve public satisfaction and quality of service from both LPOs and neighbourhood team staff, the workloads for both are monitored through the resource and demand board and the NHP and Citizen Focus performance meeting, both chaired by the assistant chief constable (ACC) (operations), to ensure an appropriate balance.
- Neighbourhood teams respond to formal and informal feedback from local communities. Problem-solving plans, which are in place for every local priority, articulate the link between the various methods of community engagement and the decision on what will be a local priority. This is especially evident in the neighbourhood management areas.
- Several examples of where CRAVE survey data has been used to direct neighbourhood team activity have been provided. For instance, in response to feedback on whether local communities know their PBO and PCSO, the force has put photographs of staff on newsletters to accompany articles about community issues in their area and to encourage local engagement.
- In October 2007, the force changed its motor vehicle crime policy so that attendance is mandatory and the officer in the case sets an investigation plan. The force has yet to realise the full benefits of this policy change in survey data to date.

Work in progress

- LPUs are actively working towards joint engagement plans and working with partnerships to carry out joint agency, online surveying to inform the plans. One example is in Blaby, where the LPU has driven forward such an initiative, using the police snap tool technology through a weblink to the local authority 'Have Your Say' site.

Areas for improvement

- There is an opportunity for the force to develop its acquisition of sub-BCU satisfaction and confidence to improve local service delivery – for example, developing the work of the SARCOG, whose aim is to exploit opportunities to work together, identify duplication and gaps in survey.

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The force demonstrates sustainable plans for NHP.

Summary Statement

The force and the police authority have convincingly shown how they plan to ensure NHP is sustained beyond April 2008.

Strengths

- Sustaining the delivery of NHP beyond April 2008 is a key part of the force's strategic plans for the next three years, in line with the Chief Constable's role and vision as national ACPO lead for NHP and the commitment of the other command team members and senior managers. At the head of a robust governance structure is the NHP and Citizen Focus programme board working alongside a safer and stronger programme board, both chaired by the ACC (operations), who drives the agenda on a day-to-day basis. For a number of years, Leicestershire has been a flagship force for NHP, and more recently has played a leading role in the development of community engagement and intelligence to tackle domestic extremism. In addition, it has successfully implemented (on behalf of the Home Office) several national initiatives such as the national 101 non-emergency number project. The delivery of NHP was graded as Excellent in HMIC's inspection in 2007 and since then, further initiatives have been undertaken, as detailed in the 'Exceed the Standard' section of this report.
- Given the recent decision by the Government in relation to precept funding for the force over the next three years, the appropriate level of funding to support the delivery of NHP is secure. The force is committed to maintaining the current establishment of PBOs and PCSOs, but is to refocus efforts to make greater use of community volunteers and realise the resource savings from ongoing initiatives, for example Operation Response and the pilot work associated with the Flanagan *Review of Policing*.
- The community safety programme board, chaired by the Chief Constable, is a chief executive-level forum with representation from all key partners, ensuring that NHP strategic priorities are jointly owned and aligned against a range of joint targets.
- Partners who fund or part fund the delivery of NHP are committed to continue with the funding in 2008/09, principally through funding PCSOs, who make up the force's target PCSO establishment of 229. For instance, the county council contributes £450,000 towards the cost of 50 PCSOs. The county, city and Rutland councils have committed to jointly fund the ongoing development of ICSBs in terms of analytical support.
- Strategic plans, including finance, learning and development and estates, are in place to take NHP to the next stage and maintain the force's reputation as a flagship force for delivering NHP. A large part of the proposed precept funding increase is to support neighbourhood teams through 30 additional staff and increasing the number of LPOs to maintain current low abstraction rates for PBOs. There are plans to expand the role of PCSOs and improve visibility and access to neighbourhood team staff in rural areas. Several key initiatives such as Operation Response, IR3 and pilot work in response to the Flanagan *Review of Policing* are intended to increase the capacity of operational staff to further support neighbourhood teams.
- Over the last two years, a self-development process has been undertaken in conjunction with the NPJA, whose field officers have worked closely with the force's neighbourhood improvement unit. The unit has developed an LPU inspection guide,

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based on the NPIA BCU self-inspection guide, and conducts regular LPU inspections to assess how well NHP is being embedded and follow-up areas identified as needing development. This process is robust, as evidenced by follow-up inspections during March and April 2008 that checked progress of recommendations from two-day inspections of all 15 LPUs carried out in 2007. The next round of inspections will take place between June and July 2008 and will focus on the themes of consultation, problem-solving plans and supervision processes.

- All areas for development identified by the NPIA and HMIC are progressed by the neighbourhood improvement unit and incorporated into the inspection process. Examples of improvement include how the force has improved the continuity of neighbourhood team sergeants (a work in progress identified in the 2007 inspection report) and improved knowledge and understanding for neighbourhood team staff around engaging with new and emerging communities (a work in progress in 2007). All of the four work in progress actions and the one area for improvement identified in the 2007 inspection have either been fully addressed or significantly moved forward.
- The commitment and leadership of the chief officers and senior BCU managers have already been identified throughout this report. In addition, there are other examples of support and leadership offered to neighbourhood teams and their managers. The ACC (operations), superintendent NHP and the service improvement manager hold an LPU commanders forum quarterly and have invested much time in driving forward key themes for NHP and Citizen Focus. On a day-to-day basis, strategic and operational support is provided by the NHP project lead (superintendent) and the neighbourhood improvement unit, which is part of the force community safety bureau. The unit contains one sergeant, who supports the development of new neighbourhood sergeants and has a role in training, the force ICSB manager, who also leads on BCU joint tasking, the force PCSO lead, the force Neighbourhood Watch lead, one analyst and a part-time member of staff to assist with inspections.
- The police authority is active at all levels in the governance of how well the force is delivering NHP. Dedicated authority members sit on all the key programme boards, namely the CSPB and the force NHP and Citizen Focus programme board, and have strong working relationships with all chief officers. Members attend the force APEX meetings and take an active role in LPU inspections, as well as having regular meetings with their allocated LPU commander.
- Commitment in supporting the force deliver NHP is very evident and a good example is the strong support for an above 5% council tax precept in the face of the challenge in tackling both OCGs and CT and maintaining levels of NHP resources. All of the force objectives set by the authority for 2008/09 relate to improving the delivery of local policing, with a specific focus on engaging with young people.
- The authority's consultation and engagement officer works closely with the NHP project lead, most recently over the preparation of the business case for the council tax precept increase. All opportunities are taken to share the results of the authority's consultation and engagement forums, such as its consultation panel of 400 members of the public and the recently started consultation questionnaire for 13–18 year olds.

Work in progress

- Leicestershire Constabulary is one of four forces chosen to pilot work in response to the Flanagan *Review of Policing*, specifically, to change the way the police service

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deals with local crime issues such as damage, ASB and minor assaults often committed in neighbourhoods, in order to improve public confidence and victim satisfaction. Although the pilot is not due to start until June 2008, much preparatory work has been completed. The force has already identified over 16,047 minor crimes with suspects, which could have been dealt with differently. A conservative estimate indicates that this equates to 128,376 hours committed to this, with significant potential savings for front-line staff. Operational officers, PCSOs and process systems are being prepared to consider the most appropriate and proportionate way of resolving a report of local offending – taking account of a victim's needs and current community priorities and concerns. A variety of options will be used, including arrest, restorative justice tactics – a pilot scheme is already in place on one LPU – or a longer-term approach with partners.

- The potential risk to delivering NHP from the impact of the Olympics in 2012 has been identified and is actively being planned for, both in terms of the abstraction of neighbourhood team officers and additional security costs involved in policing the East Midlands Airport and at least one potential training site.
- Before the end of 2008, the force intends to conduct an internal cultural audit; this is currently out to tender with external consultants.

Area for improvement

- None identified.

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard
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The force demonstrates that it meets the standard and, in addition, it evidences innovation in Citizen Focus implementation, namely Operation Response – laptop computers in operational vehicles. The force is a market leader, namely reducing bureaucracy linked to the Flanagan *Review of Policing*. The force has developed activities which lead to improved outcomes – Operation Response and the core simple, speedy, summary justice projects. The force is performing significantly above its MSF group in at least one SPI, namely follow-up. The remaining SPIs are within the MSF average.

Strengths

- In October 2007, the NPIA conducted a peer review of Citizen Focus and NHP and made the following comments: “There has been a great deal of work carried out to develop structures and processes to ensure that Citizen Focus is fully embedded in Leicestershire. The force now has outstanding access to both qualitative and quantitative data to support a balanced performance regime which is able to focus on crime reduction and detection along with quality of service issues”.
- “It is clear that this tight but balanced performance culture is understood by staff at all ranks and is helping to ensure that Citizen Focus continues to be developed in Leicestershire.”
- “During the assessment visit, it was evident that there was a great deal of enthusiasm and willingness to provide a truly citizen-focused service in Leicestershire and the assessor was very impressed by the way in which this was becoming embedded within the culture of the force.”
- In February 2008, the force began Operation Response, a trial on its City BCU, which has a number of objectives, including the introduction of performance measures for incident attendance and handling times, improving customer satisfaction through improved response standards and speed of investigation and increasing public confidence. A significant change is the introduction of a scheduled response for grade 3 non-emergency calls, where this meets the needs of the caller and the response time is not critical in apprehending an offender. Neighbourhood officers populate electronic diaries with their commitments and availability, which allows call handlers to allocate a mutually agreed time with the callers when a neighbourhood officer can attend to deal with the call. The trial does not conclude until the end of June 2008; initial findings are that grade 1 response times have reduced from 20 to 11 minutes and grade 2 response times have reduced from 140 minutes to 45 on average. Some 87% of diary appointments have been met and deferred incident queues reduced to five per day, compared with 160 a year ago. Detailed initial public satisfaction surveying has taken place which shows the outcome to the question: ‘Did the officer give you satisfaction in the police?’. This rose from 72% prior to the trial to 83%. Further surveying will take place and the force is to consider whether it will extend the model across its two other BCUs to give force coverage.

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- During 2008, the force will introduce laptops to all of its marked operational vehicles, enabling officers to access the majority of force systems and take the laptop with them for live crime reporting face-to-face with a victim. The same vehicles are fitted with IR3, a system that identifies a vehicle's location and records where a vehicle has travelled. The force can use this data to determine how many times its vehicles have, for example, policed areas where officers have been tasked to reduce ASB by high-visibility patrol, all aimed at improving public satisfaction levels.
- Following the *Review of Policing* by Sir Ronnie Flanagan, recommendations were made on crime recording and the way in which the police respond to local crime issues. Four high performing and innovative forces were chosen to pilot these recommendations, Leicestershire being one of these, and it has in place a resource and demand programme board which meets six weekly and is chaired by the ACC (operations) to govern progress. This is supported by a resource and demand implementation steering group, which meets two-weekly and is chaired by a superintendent; both operational staff and staff focus groups attend the meeting to identify ways to improve processes and reduce bureaucracy. The overarching aim is to design a crime recording and management process which involves a minimum amount of bureaucratic process, takes full account of the needs and concerns of the public and encourages officers to consider a wide range of responses to those needs and concerns. Officers' time saved by these reductions will be re-invested in local policing priorities.
- Other key principles of the pilot for the force are:
 - The first contact with the constabulary should be the start of the investigative process, with an assessment made by suitably skilled staff. This interaction should be of sufficient quality to identify the particular needs of each caller and determine the most appropriate response/course of action to follow.
 - Crime reporting and any subsequent investigation must be proportionate, informed by professional judgement of officers and staff and reflect the needs and expectations of the public.
 - 'Confidence in local policing', 'confidence in police ability to deal with minor crimes', 'confidence in police ability to identify and deal with issues of local concern' and 'satisfaction with police overall service' will be key indicators of police performance. The force should examine how best to achieve an assessment of this at the conclusion of the pilot.
- The Leicestershire LCJB is one of the ten beacon sites to pilot the core simple, speedy, summary justice projects. One project is the early introduction of the witness charter. In February 2008, the force initiated and hosted a police workshop, with all ten beacon forces, which focused on pre and post-charge elements of introducing the charter, with particular emphasis on standard seven, keeping witnesses updated, to share understanding, benchmark their approaches and collaborate on training packages. Areas identified at the workshop included offences covered, funding, resources training and timescales.
- The force is first in its MSF group for satisfaction with follow-up (SPI 1c), with performance of 70.3% compared with the MSF average of 64.4% (March 2008 data). In other areas, the force is comparable with the MSF average.
- The CRAVE six-monthly survey, last conducted in February 2008, is sent out to 1,600 randomly selected members of the public; this demonstrates improved public confidence and satisfaction. Examples of the latest data include:
 - The percentage of people who know their local officer has increased from 16.6% in 2006 to 25.8% in February 2008.

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- The percentage of people who feel safe walking in their area at night has risen from 60.2% in 2006 to 72.8% in 2008.
 - The percentage of people who perceive drunkenness and rowdiness as problems in their area has reduced from 30.3% in 2006 to 23.2% in 2008.
 - The percentage of people whose perception of drug use being a problem has reduced from 30.3% in 2006 to 23% in 2008.
 - The percentage of people concerned about being a victim of a mugging (fear of crime) has reduced to 36.5% from a peak of 45.7% in February 2007.
 - The percentage of people who feel that they have had the opportunity to be involved in public consultation matters concerning crime and ASB is 23%, compared with 9.6% in 2006.
- During the past year, the force has conducted front enquiry office quality surveys; a total of 1,117 were conducted by the telephone research bureau. The survey obtains front office enquiry users' views on the speed of service, the staff and the general appearance of facilities. The comprehensive results allow commanders to identify gaps in service delivery and praise staff where good service has been identified.

Work in progress

- Before the end of 2008, the force intends to conduct an internal cultural audit; this is currently out to tender with external consultants. This will be given the programme name of 'Delivering Service Excellence' and will include a number of separate focus groups widely representing all ranks.

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Meeting the standard

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

Summary statement

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

The force comprehensively communicates the National Quality of Service Commitment (NQoSC) standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.

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

Strengths

- The Citizen Focus strategy of the force is both simple and easily understood, namely to provide a citizen-focused police service that responds to the needs of the communities and individuals, especially victims and witnesses, and inspires confidence in the police. Key objectives are to reassure the public, reduce the fear of crime and ASB and provide a professional, high-quality service for all. Intended outcomes include improved confidence and satisfaction in the force. The inspection found that Citizen Focus is well embedded in the force; a significant step in achieving this was the delivery of workshops to the vast majority of staff in force during 2006/07.
- The force has a good survey methodology, using a range of resources to gather service users' views. It has a dedicated quality of service call-back bureau; staff consist of a bureau manager and four call-back staff, who it uses to target areas of poor performance so it can improve satisfaction. For example, its performance for vehicle crime victims was significantly below that of its MSF group; utilising the call-back bureau, the force was able to establish that victims were not satisfied with the policy of non-attendance to many vehicle crimes. As a consequence, in October 2007 the force changed its motor vehicle crime policy so that attendance is mandatory and an investigation plan is set by the officer in the case. The force has yet to realise the full benefits of this policy change in survey data to date. Similarly, it had poor satisfaction with road traffic collision (RTC) victims; again, it used the call-back bureau and invited some victims to form a focus group. Again, it has revised its policy so that an incident response vehicle will attend all RTCs and staff in the criminal justice unit ring RTC victims within a few days of their accident and receive a regular 28-day update. Here data is more favourable, showing a three-month continued increase in satisfaction, lifting it towards the MSF average.
- Standing focus groups are not in place, but the force will invite either victims or volunteers to form a focus group for a specific area the force wishes to improve, as in the case of RTC victims. There is no shortage of volunteers, as the CRAVE survey has a question asking people if they are willing to be consulted further on any issue; as a result, 150 volunteers are in place for this function. It will also utilise members from independent advisory groups where appropriate.

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- Twice yearly, the force conducts its CRAVE survey with 1,600 randomly selected members of the public with a range of questions around the five themes. The results are then geographically coded, mapped and shared with BCU community safety bureaux to use as intelligence.
- In April 2008, the force held a customer focus evening to engage the public in the development of the policing policy around resource and demand. Feedback identified that, in the main, people preferred to choose what policing response they received, namely attend a police station or receive a visit for example.
- In May 2008, the force commenced a monthly survey of minor crime, using ideally a sample of 400 victims, 200 on the City BCU and 100 on each of the other two BCUs, in order to better understand service users' views. This will also be used as a qualitative assessment of organisational change under the Flanagan projects. To achieve the 400 sample survey size, the force has committed to make 1,200 telephone contacts per month; demographic data is also collected to allow victim profiling. Eleven crimes feature in the survey, ranging from burglary other than dwelling to vehicle interference. Performance data is produced monthly, broken down to BCU and LPU level; although only one month's survey has been completed so far, the outcomes show variations at BCU and LPU level.
- The force chairs the strategic analysis research and consultation group (SARCOG) which is a multi-agency forum attended by 19 local partners with a joint aim to combine their analytical and research capability to reduce the costs to organisations and impact on the public. Initially, the SARCOG is aiming to exploit opportunities to work together and identify duplication and gaps in surveys. For example, in July 2008 the force and county council will conduct a joint survey utilising the force's existing ASB survey.
- A free-standing touch screen facility has been purchased and utilised in a variety of locations to establish people's views. For example, it was deployed at the East Midlands Airport following an increase in policing resources after the bombing at Glasgow Airport to test public perceptions and views on the policing operation.
- The professional standards department (PSD) monitors on behalf of the force all direction and control complaints and produces a monthly report to BCU commanders, which details both complaints and letters of thanks. The report breaks down both categories to each of the force's 15 LPUs.
- Each BCU has a dedicated media communications officer who monitors the local media and attends local supervisors meetings to identify and promote good news stories, for example how officers and staff at one LPU have engaged with the local Polish community to improve community relations.
- The force website has a section accessed via the 'contact us' button entitled 'make a suggestion', which allows a user to complete a simple online form to submit ways in which the force can improve service to the public. Jointly with Leicestershire County Council, as part of the 'Contact First' programme, there are 43 networked computers located across the county in public places, for example libraries and post offices, which provide free access to information, including the force website.
- During 2006/07, the force undertook an extensive review of its front enquiry offices; this has included some structural changes to improve the environments at police stations. All front enquiry staff now undertake a four-week, classroom-based initial training course, followed by a three-week accompanied training period before

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working unsupervised. Targets are also in place for 100% compliance with opening times, which had been consistently achieved at the time of inspection.

- During the inspection, four police stations were visited to assess how citizen friendly front counters were for the public. The following positive attributes were noted:
 - Staff were helpful, polite and presented a professional image.
 - All reception counter areas were open and staff did not have to communicate from behind glass.
 - The reception areas were Disability Discrimination Act compliant. Appropriate access was given to wheelchair users, which was supported by appropriate signage. Handrails were fitted where necessary and there was access to hearing loops.
 - Toilets for public/disabled use were available.
 - Staff have facilities to provide members of the public with drinks.
 - All outside phones were tested and found to be in good order and were answered promptly.
 - The general appearance of all enquiry offices was clean and tidy.
 - To varying standards, there were NHP noticeboards that displayed the neighbourhood teams and contact details.
 - In most stations, neighbourhood newsletters were available which contained local information, priorities, an invitation to give feedback and officers' contact details.
 - Enquiry staff can access the force intranet system and identify neighbourhood officers and staff if required. They also have access to the duty planning system and were able to identify tours of duty.
 - Language line is available at all enquiry offices.
 - Enquiry office staff at Hinckley Road arrange coffee mornings for such groups as Mencap and Age Concern, vulnerable victims and local disability groups; these are held in the police station reception area. This is designed to foster police/public relations and help advertise local policing services.
 - Consideration has been given to the public wishing confidentiality and reception/interview rooms are available immediately off all reception areas.
 - All enquiry offices are covered by CCTV with appropriate signage.
 - Hinckley Road has recently had a plasma screen information facility fitted, which details neighbourhood contact details and local information.
- The force website provides a link to the police national legal database for police frequently asked questions, an official police site approved by ACPO, which means that questions like 'does my child need a booster seat in my car?' can easily be answered without the need to contact the police.
- The witness care unit uses language line interpreting services and provides a range of leaflets to victims and witnesses, including the victim personal statement and attending court leaflet in a number of languages. It also provides on request a DVD *Going to Court*, which is available in three other languages.
- The police authority has a dedicated member who sits on the Citizen Focus and NHP steering group, which is chaired by the ACC (operations) and meets bi-monthly. A wide range of performance data is received and scrutinised by the police authority on Citizen Focus and members also attend the force APEX monthly performance meetings. The police authority also monitors in detail data on the opening hours of police station and contact point front counters to ensure compliance with advertised and agreed opening times. Members also have

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structured meetings with each of the force's three BCU commanders to review performance and randomly visit LPUs to assess services available to the public. The authority has an engagement officer and has had included two police authority questions in the CRAVE survey. It has developed a consultation panel, with a database of over 300 people aged 18 years and above, which it uses on a range of issues to obtain views. It has also engaged with local school pupils, 11–18 year olds, distributing 1,600 questionnaires in conjunction with youth councils to seek views on policing. It also distributes engagement cards in local libraries, community centres and LPUs and has a website providing facilities for the public to feedback to the authority via 'Voice Your Views'.

- The 50 NQoSC standards are accessible via the 'quality of service' button on the force website homepage, with a link to victims of crime, which identifies the NQoSC standards 26-32 applicable to victims of crime. The 'quality of service' homepage also provides a link to the *Making the Difference, Your Guide to Leicestershire Constabulary's Standards of Service* booklet, which allows a user to view or download it. The glossy booklet contains the 50 standards and identifies a range of ways to contact the force and its staff by telephone, either emergency or non-emergency, email and use of the force website. The booklet is also available in another language, large print, Braille or audio format by contacting the force corporate communications department. It also features the force logo, 'Getting Personal with Communities', a common feature on force documentation made available to the public. The *Making the Difference* booklet is available at all police stations, libraries and doctors' surgeries; staff during inspection were aware of how to access and provide copies to the public if required. The inspection found on one BCU with a strong Polish community a range of documents available in Polish to inform and outline means of contacting the local police.
- All operational staff are able to access language line services 24/7 via their Airwave radios, providing instant access to interpreting and translating services; other staff can access the service by telephone, allowing engagement with all members of the public.
- A dedicated text messaging telephone number is in place to allow members of the community who cannot use a voice telephone to contact the force; it also advocates the use of TypeTalk.
- The PSD produces a monthly report to BCU commanders which details direction and control complaints and letters of thanks. The report breaks down both categories to each of the force's 15 LPUs. It also produces a BCU-tailored review of police complaint cases and allegations, allowing commanders to identify trends on BCUs and LPUs or types of recurring complaints. The force has a 'learning the lessons' procedure and guidance document and a 'learning the lessons' delivery group, which meets quarterly and is chaired by the head of the PSD; members include a health and safety advisor and a member of the review and good practice unit. A glossy newsletter is also produced by the PSD, *Learning the Lessons*, which gives a variety of advice and guidance to officers and staff to ensure good quality of service is consistently delivered and complaints avoided. The newsletter viewed at inspection also highlighted six examples of letters of thanks received by officers and staff, all with a strong Citizen Focus theme, where good and excellent service delivery was appreciated by users. The PSD has a section on the force intranet which allows staff to access some material on direction and control matters.
- The NQoSC 50 commitments are monitored by the Citizen Focus performance board; it has a project tracking document in place which identifies each standard,

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measures in place, who owns the standard and compliance levels. At the time of inspection, no critical issues were identified and it considered itself to be green and complying with all of the standards.

Work in progress

- The force appointed a new head of corporate communications in May 2008, with a clear objective to market the force Citizen Focus strategy.
- At present it is possible to report a crime by email via the force website; however, this is a convoluted process and consideration should be given to extending this to allow online reporting and facilities for victims to obtain updates on their crime. HMIC acknowledges that detailed scoping has commenced around e-contact generally and the online crime reporting system specifically.
- The NQoSC tracking document was introduced in January 2008 and at the time of inspection did not show explicitly all of the compliance levels for each of the 50 standards; however, as outlined above, all are considered green and the force aims to have this document fully completed by August 2008. If any gaps are identified, the action plan should be monitored by the Citizen Focus board.

Areas for improvement

- Following the inspection of four police station front counters to assess how citizen friendly services were for the public, the following areas were noted:
 - While there is a degree of corporate branding at the stations, this could be more obvious and consistent.
 - Given the demography of the area neighbourhood newsletters and other documents in the reception areas, it was surprising that they were not available in different languages.
 - Consideration should also be given to providing relevant documentation in audio.
 - While the staff have access to language line, this facility is not advertised in different languages, other than at the city centre station, Mansfield House.
 - While staff were aware of how to deal with hard-of-hearing clients and customer care kits, which include aids for partially sighted customers, were available, staff did not appear to be fully conversant with the use of these kits.
 - None of the signage is supported by Braille.
 - Enquiry office staff did not routinely wear name badges, albeit staff had been issued badges.
 - While maps of the area were displayed, they were in the main of poor quality and only available for viewing inside the enquiry office during opening hours. Consideration could be given to publishing these and other useful contact details to a higher standard on externally placed wallboards.
 - While visitor parking and disabled bay parking facilities are made available at Loughborough, they had been used by employees and there was no room available for visitors.
- HMIC acknowledges that it is possible to report a crime by email via the force website; however, this is a convoluted process and consideration should be given to extending this to allow online reporting and facilities for victims to obtain updates on their crime.

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- The force may wish to consider adding some language services to its website, enabling other sections of the community to make initial engagement with the police.
- The force uses a database to manage all complaints matters; managers and supervisors can update matters they are investigating, but cannot view other complaint matters to identify trends, gaps or causes across the force. Consideration should be given to whether the existing system effectively allows officers investigating direction and control complaints the ability to identify trends, gaps and causes. For example, dedicated direction and control databases are used in some forces, providing access to key managers to identify trends, learning and good practice. The force should also consider whether the current *Learning the Lessons* newsletter produced by the PSD is sufficient to impact and change attitudes.

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

Summary statement

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

Strengths

- A robust system is in place to ensure that all victims of crime are updated within 28 days of reporting a crime (see developing practice). A red, amber and green system is in place on the force crime system, flagging to all accessing the system the status of a crime update; five days before the 28 days is reached, a crime turns red, highlighting the urgency to complete an update. The crime system is monitored by the volume crime unit and supervisors; it is also reported on at the force performance APEX meetings. All staff engaged in crime have a corporate PDR objective to update all victims of crime within the 28-day target. The force provides direction and guidance on PDRs; for example, all PDRs will include at least one confidence and satisfaction objective, namely one that contributes directly towards external customers' confidence and satisfaction. For key roles, it provides suggestions and importantly identifies data sources where performance can be assessed, for example officer performance data on the MIG.
- *Making the Difference, Your Standards Matter* is a robust internal document that sets out clearly the corporate standards around accessibility and contact. The inspection found ample evidence of strong and consistent compliance with the standards. For example, the force website 'contact us' button provides clear means of contacting staff and a facility to insert a postcode to find the LPU contact details; it even provides links to the five surrounding force websites. Visits to stations and contact with staff during inspection further evidenced comprehensive knowledge and commitment to the standards. A bi-monthly voicemail audit is conducted by the force; one test identifies if a user has failed to access the system for more than ten days. The audit identifies which staff use voicemail, how many messages they have received and how well they manage their calls. If a member of staff is not managing voicemail, an email alert goes out to the officer and their manager to ensure compliance. One LPU uses their local support team officer (front enquiry desk staff) to dip sample ten members of staff per month for voicemail compliance.
- During 2006/07, all staff in force received a one-day training input on Citizen Focus, delivered around the theme of public protection, with a particular focus on domestic abuse and hate crime, to make the training more practical and relevant to public-facing policing. A total of 34 Citizen Focus workshops were delivered between November 2006 and April 2007 and 2,531 employees attended the Citizen Focus events. Each event comprised an introductory session, followed by two sub-workshops, one exploring hate crime, the other domestic abuse issues. For example, different lesson plans were tailored for domestic violence to meet the requirements of call management staff and operational response officers. Each lesson plan is linked to the NQoSC standards, in the case of call management staff the rationale why police officers should attend domestic violence incidents and how it links to NQoSC standards 8, 9 and 11.

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- The force learning and development manager sits on the Citizen Focus board and monitors developments and changes in practices to improve service delivery, considering if training is required – for example, introducing minor changes to the crime system training to ensure understanding and compliance with updates to victims of crime within 28 days of reporting.
- In support of the training for Citizen Focus, the force has produced a glossy pamphlet entitled *Making the Difference, Your Standards Matter*. This document lists a variety of corporate standards for initial call management, voicemail, email, business cards, dress standards, minimum standards of investigation and driving standards. There is a section on how to deal with a member of the public's first contact with the police and it also contains the 50 NQoSC standards and other useful information about the Victims' Code. The inspection found consistent knowledge from staff at a variety of levels in the organisation on corporate standards and many aspects of Citizen Focus.
- The ACC (operations) is the force day-to-day lead for Citizen Focus and NHP, supported by a Citizen Focus service improvement manager and a team of three full-time researchers. The chief inspector operations is the BCU lead with Citizen Focus a standing agenda item at their continuous improvement groups. Each of the 15 LPUs has a Citizen Focus sergeant, who is an integral part of the LPU management structure and whose role is to act as the gatekeeper for all quality matters; they receive all survey outcomes and take appropriate actions to ensure that victims receive quality service and have personal interactions with officers and staff to praise and develop accordingly. They also act as the single point of contact for all direction and control matters for their LPU.
- A sound reward and recognition policy is in place in force, with a formal award ceremony and presentations at the force APEX meetings. Awards are presented by the Chief Constable to all staff, and extend to members of the public and external agencies. There are a number of award categories, including a Chief Constable's certificate for recognition of outstanding work, which is a flexible award which can be presented to reflect outstanding commitment around service delivery. BCU commanders and departmental heads can also recognise staff with local awards. In many cases, a voucher is presented to the award recipient, allowing them to purchase goods or services.
- A monthly Citizen Focus and NHP performance group, chaired by the ACC (operations), which has satisfaction as a standing item, assesses performance at force, BCU and LPU level. However, on occasions, data at LPU level will not be statistically significant to make any firm conclusions; this does not prevent examination and scrutiny. The performance group also examines and where appropriate holds staff to account for a broad range of quality of service measures, which include victim code updates and front enquiry opening hours. The same level of care is also taken of the twice-yearly CRAVE survey to 1,600 randomly selected members of the public. The results are then geographically coded, mapped and shared with BCU community safety bureaus to use as intelligence.
- The new minor crime survey, which began in May 2008 using, ideally, a sample of 400 victims, 200 on the City BCU and 100 on each of the other two BCUs, has already produced some interesting LPU data. For example, overall satisfaction for contact, actions, informed and treatment during burglary other dwelling, theft and criminal damage varies from 63% on one LPU to 100% on another.

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- Many of the neighbourhood priorities contain a variety of objectives, supported by a problem-solving plan, recorded and managed through a problem-solving plan database, which are clearly aligned to improving the quality of life of communities and satisfaction with the police. Outcomes for satisfaction and confidence are tested by KIN members. The LPUs on the City BCU are using additional and independent assessment of the progress, and perception of progress, against local priorities, provided by a number of KINs. The force is seeking to simplify the current reporting mechanism, so that it goes directly into the performance review unit to enable local priorities to be traffic lighted and presented on the MIG.
- During inspection, all staff were able to articulate how they could access Citizen Focus data via the MIG at force, BCU and LPU level if required.

Work in progress

- In October 2008, the force will complete the roll-out of external email to all staff, enabling all officers and staff to be contacted externally by email by any member of the public.

Areas for improvement

- Acknowledging the excellent reward and recognition policy and award ceremony, the force could consider identifying a specific category for a Citizen Focus award.
- There is an opportunity for the force to develop its acquisition of sub-BCU satisfaction and confidence to improve local service delivery – for example, developing the work of the SARCOG, whose aim is to exploit opportunities to work together and identify duplication and gaps in surveys.

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/- pp
Leicestershire Constabulary	-0.6pp	+1.3pp	-4.4pp	7.6pp

Summary statement

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

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

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

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 7.6 percentage points less satisfied.

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

Context

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

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

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

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

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SPI 1e – satisfaction with the overall service provided.

Some 80.0% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 80.0% of people surveyed were satisfied with the overall service, compared with 78.7% in the year ending March 2006.

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

Force performance was unchanged in the year ending March 2008; 72.7% of users from minority ethnic groups were satisfied with the overall service provided, compared with 77.1% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 7.6 percentage points less satisfied.

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

Strengths

- Current performance shows the force to be stable with a positive trend over the last three years.
- The force is well aware of its performance between white and BME service users and force performance data at the end of March 2008 shows the gap at 7.6%. Variation exists; for example, around racist incidents, BME users are 76.9% satisfied as opposed to 75% of white users. The largest gap is around RTC, with a significant gap of 19.6%. In response to this, the force commissioned the performance review department to analyse a full year's data for 2007/08. Since June 2007, the trend has been a gradual increase in BME satisfaction, which has corresponded with an increasing trend for white users, meaning the gap has only narrowed slightly. In order to better understand the issues, the analysis has now focused on demographics, which has identified that for RTCs the force needs to target the 16–24-year age group, who are the most dissatisfied, and for vehicle crime the age group 25–34.
- The gap between white and BME users is monitored at the force APEX performance meetings, by the performance delivery group and the Citizen Focus performance group. All groups monitor the recently introduced action plan to improve performance in this area.

Work in progress

- In recognition of the gap between white and BME users, the force is conducting further analysis of BCU data, trying to establish if there is a relevant rural or urban factor involved. This is being monitored by the performance delivery group, which will report in June 2008. It has also initiated an action plan, which includes the service improvement section examining the feasibility of designing a quality of

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service call-back regime for all category BME victims; all officers and staff attending courses are to receive an input on how to address the satisfaction gap. Finally, all dissatisfied BME users will be re-contacted, preferably in person by the officer's team leader, to explore the reasons for the dissatisfaction.

Area for improvement

- Although active monitoring is taking place and an action plan exists for the gap between white and BME service users, the force needs to prioritise this work and to reassure itself that every possible step is being taken to address the difference. For example, it could look to develop a BME focus group or consider more detailed and focused surveying of victims of RTCs and vehicle crime to obtain a more accurate picture of its service delivery. It could also utilise its KINs or independent advisory groups to assist in this work and link this to the findings of the action plan, all ideally co-ordinated by the Citizen Focus board.

Developing practice

See Appendix 2.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
APEX	achieving performance excellence
ASB	anti-social behaviour

B

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

C

CDRP	crime and disorder reduction partnership
CIC	community initiative co-ordinator
CRAVE	confidence, reassurance, accessibility and visibility evaluation
CSPB	community safety partnership board
CT	counter-terrorism

H

HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary
HR	human resources

I

ICSB	inter-agency community safety bureau
IPDLP	initial police development and learning programme

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J

JAG joint action group

K

KDI key diagnostic indicator

KIN key individual network

L

LCJB local criminal justice board

LPO local patrol officer

LPU local policing unit

M

MIG management information gateway

MSF most similar force(s)

N

NHP Neighbourhood Policing

NIM National Intelligence Model

NPIA National Policing Improvement Agency

NQoSC National Quality of Service Commitment

NRPP National Reassurance Policing Programme

NSPIS National Strategy for Police Information Systems

O

OCG organised crime group

P

PBO principal beat officer

PCSO police community support officer

PDR performance development review

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PPAF Policing Performance Assessment Framework

PSD professional standards department

R

RTC road traffic collision

S

SARCOG strategic analysis research and consultation group

SGC specific grading criteria

SPI statutory performance indicator

Appendix 2: Developing Practice

<p>TITLE: North Area IR3</p>
<p>PROBLEM:</p> <p>Historically, it has proved problematic to fully engage staff members (other than neighbourhood officers) with providing patrolling activities in line with neighbourhood priorities, incident hotspots and micro-beat policing.</p> <p>Reporting systems have historically not proved to be accurate and have involved a large amount of bureaucracy to collect and evaluate the available data.</p> <p>Reports to communities to outline how the force has responded to their concerns have largely relied on data that is either flawed or subject to challenge.</p>
<p>SOLUTION:</p> <p>The force has been using a commercial system, IR3, to improve how it maps its response units more closely to demand. The system is an IT tool that maps in real time where incidents are taking place. This is linked to command and control incident data, duty rotas and skills/accreditation data, which are in turn linked to automatic tracking devices for vehicles and Airwave radios. The tool can also look retrospectively at where a vehicle has gone throughout a shift.</p> <p>The north area is currently piloting the enhanced use of IR3 to drive performance improvements in four key areas. They are:</p> <ol style="list-style-type: none"> 1. NIM; 2. the vehicle fleet; 3. live-time deployments; and 4. NHP. <p>Each of these areas is producing significant performance improvements, eg fully engaging LPOs and PCSOs in delivering NHP and achieving a 266% increase in the number of visits and a 237% increase in the amount of patrolling presence at neighbourhood priority locations and micro-beats.</p> <p>EVALUATION:</p> <p>Early evaluation of the pilot suggests that there has been a dramatic reduction in self-deployment, substantially reducing multiple deployment and improving response times through automatic identification and deployment of the nearest available unit. Officer time spent in priority areas has significantly increased, and there are sizeable savings in mileage and through the disposal of underused vehicles. Focus group findings suggest that, in addition to managers and supervisors, officers are convinced by the system. They are happy that workloads are more evenly shared, and safety is improved (units can be deployed more quickly to support officers in need of back-up).</p> <p>EXTERNAL VALIDATION:</p> <p>See extract from Flanagan report above regarding the force use of the system.</p>
<p>OUTCOME(S):</p> <p>A benefit realisation plan (draft) is available.</p>
<p>FORCE CONTACT: Superintendent Jez Cottrill, 0116 248 4010</p>

INSPECTION AREA: Leicester City BCU

TITLE: Operation Response

PROBLEM:

Need to balance local police officers and maintain neighbourhood officer establishment against growth in protective services requirements.

Declining number of local police officers (response).

Improvements sought in relation to response to grade 1 and 2 incidents.

Abstraction of PBOs to provide response cover.

40+ incidents deferred each day, poor response to grade 3 incidents with resulting low satisfaction levels with response (40% dissatisfied with attendance at grades 1 and 2).

SOLUTION:

Using the demand modelling tool, this operation will provide a number of local patrol officers to be deployed for response to grade 1 and grade 2 incidents.

Three sergeants will be dedicated to this operation at 7am, 2pm and 10pm.

The demand for grade 1 and grade 2 incidents is split into two distinct categories:

1. Sunday to Thursday; and
2. Friday and Saturday.

Staffing levels will be set by the City senior management team to ensure resilience to staff this operation and maintain sufficient numbers throughout the day to meet unexpected demand (eg, a major incident) and provide back-up where necessary. The BCU must also be able to meet its commitment to force mobilisation plans.

Shift sergeants will meet with their team in each set of shifts to plan the role and work of each of their team for the following set of shifts – eg, response officer, own enquiries, prisoner allocation etc. The sergeant will complete the duty plan detailing how they intend to use their officers in the next set. They will forward this to their respective operational command inspector in readiness for the first day of a tour.

Grade 3

Diaries have been created for all neighbourhoods with available times put aside for appointments to be created by the service delivery desk in the call management centre.

This allows officers on NHP to manage their time more effectively while providing a high level of service for callers, who are now given specific times when an officer will visit them.

Early indications are very positive, with PBOs and PCSOs liking the process and callers expressing their satisfaction with the dedicated appointment (over 90% compliance in the first three weeks).

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OUTCOME(S):

Not yet fully evaluated but preliminary findings:

Grade 1 and 2 response significantly improved.

Reduction in repeat calls/failed service.

Efficiency saving in the call management centre as there is no need for a queue manager.

Other likely outcomes are improved satisfaction with response and improved visibility.

FORCE CONTACT:

Chief Inspector Chris Haward, 0116 222 2222, ext 4673

Developing practice

The LPUs on the City BCU are using additional and independent assessment of the progress, and perception of progress, against local priorities, provided by a number of KINs. On a monthly basis, the LPU commander meets with the identified KINs, who live in the communities that are directly affected by the local priority, to establish through them the perceptions of the progress that the police and partners are making in relation to the local priority. The results are fed back to the BCU management and to the neighbourhood teams. The force is seeking to simplify the current reporting mechanism so that it goes directly into the performance review unit to enable local priorities to be traffic lighted and presented on the MIG.

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INSPECTION AREA: HMIC Citizen Focus Inspection

TITLE: Introduction of a bespoke victim and witness care package to the force's crime and intelligence system.

PROBLEM:

Following the implementation of the Victims' Code and the witness charter, the force recognised the need for a process to evidence compliance with the codes and charter.

SOLUTION:

The requirements of both the Victims' Code and the witness charter were mapped to identify the key requirements, eg significant updates, 28-day updates, identification of vulnerable and intimidated victims and business opt-out, etc.

This user requirement was developed by ABM, a software supplier.

One of the key features of the package is that the ordering of crime on either officer or team crime queues is coloured coded, ie no colour code breached the 28-day update, red five days or less for compliance, amber five to ten days and green ten or more days left for next victim update.

This approach allows stronger compliance with the codes without increased levels of bureaucracy.

EVALUATION:

The force's robust quality of service audit demonstrates that there is a very strong compliance with using the system to its full benefit.

Feedback from management and officers has provided very strong support to the enhancements, allowing effective supervision and improved performance.

EXTERNAL VALIDATION:

Several forces have enquired about this approach and the force has circulated its software user requirement.

The Office of Criminal Justice Reform awarded the development costs out of its 2006/07 initiative fund and has since included the concept as a case study in its guidance for the implementation of the witness charter.

During the recent NPIA inspection, the force was asked to submit details as evidence of notable practice.

OUTCOME(S):

Following the introduction of the victim care package (July 2007), compliance with the Victims' Code increased by approximately 30 percentage points. This performance uplift corresponds with the year-on-year improvement for 'follow-up' SPI 1c, with the force top in its MSF (MSF 62.8%, force 69.4%). At present, the force is graded Good/Excellent by the Police and Crime Standards Directorate Citizen Focus performance report for follow-up.

The force now has the ability to track and influence Victims' Code and witness charter requirements.

FORCE CONTACT:

Glenn Brown, Service Improvement Manager, 0116 222 2222, ext 2510

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Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

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

The survey results come from two different sources:

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

Understanding survey results

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

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

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

HMIC grading using survey results

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

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

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Understanding significant difference

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

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

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

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

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