



# Her Majesty's Inspectorate of Constabulary – serving neighbourhoods and individuals



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A thematic report on  
Neighbourhood Policing and  
Developing Citizen Focus Policing

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# FOREWORD FROM SIR RONNIE FLANAGAN GBE QPM

## HER MAJESTY'S CHIEF INSPECTOR OF CONSTABULARY

Her Majesty's Inspectorate of Constabulary (HMIC) has been supporting the Neighbourhood Policing programme through assessment for some three years. This thematic report provides a clear picture of just how much has been achieved by the police service, together with its partners, since the start of the programme. I have witnessed the early planning stages through to the impressive and most innovative examples of policing in the strongest performing forces.

There are now around 3,600 neighbourhood teams identified in the 43 police forces of England and Wales. These teams have been working to improve public satisfaction and confidence while working with local people and other agencies to solve local problems and secure lasting changes. It is encouraging to note that there is an increase in the number of people who think their local police do a good or excellent job.

However, there is no room for complacency. Estimated at over £1 billion, the investment in Neighbourhood Policing is substantial. The Casey Report emphasised the need for consistent standards and style in Neighbourhood Policing. This thematic report highlights the need for a stronger commitment and greater effort to engage with communities and more effective problem solving to achieve results for the public.

I would like to emphasise that a good start has been made, but I do believe that a sustained effort is needed to capitalise on the investment. Those forces that are leading in this work have demonstrated an enduring commitment, clear vision, governance and investment over a number of years. Closely linked to Neighbourhood Policing is the emerging agenda of Citizen Focus, which embraces all aspects of the policing service that affect public satisfaction.

While Neighbourhood Policing has focused on communities and has sought to drive up overall confidence levels, Citizen Focus is more about the satisfaction of individual people and developing a culture where the needs and priorities of the citizen are understood by staff and always taken into account when designing and delivering policing services.

Again, this report highlights the innovative work of some forces and indicates an overall modest baseline against which future progress can be measured. The importance of strong strategic leadership cannot be overemphasised in Neighbourhood Policing and Citizen Focus.

For many forces, given the relatively recent development for the service of engaging in Citizen Focus, this is the start of a journey that will be reinforced by the Policing Pledge, and the agenda that will develop from the Green Paper *From the Neighbourhood to the National – Policing Our Communities Together*. This HMIC report recognises that understanding of the agenda needs to be supported by research and guidance and that partners have a crucial role to play in achieving delivery for individuals in communities.

I emphasised in my *Review of Policing* that “every contact leaves a trace and this should be at the core of day-to-day activity”. I know that developing a true customer-facing organisation is the key to driving up trust and confidence. The police service today, and in the future, faces many challenges: active public engagement and genuine involvement in policing, with a responsive service, are not a luxury but absolutely essential to ensure that there is a wholehearted commitment to safer communities, and that this commitment is translated into reality.

A handwritten signature in black ink, reading "Ronnie Flanagan". The signature is written in a cursive style with a large initial 'R' and a stylized 'F'.

**Sir Ronnie Flanagan GBE QPM**  
Her Majesty's Chief Inspector of Constabulary



**Executive  
summary:  
Neighbourhood  
Policing**

# 1 INTRODUCTION

- 1.1 Over the past three years the Neighbourhood Policing programme has moved through planning to implementation. It is delivered by committed and dedicated staff and partners, and supported by government investment in excess of £1 billion. Significantly, there are now approximately 16,000 police community support officers and 13,000 police constables and sergeants dedicated to Neighbourhood Policing. Together they form around 3,600 Neighbourhood Policing teams, providing a named police contact in every neighbourhood area across England and Wales.
- 1.2 The aims of Neighbourhood Policing are to improve satisfaction and confidence, to reduce the fear of crime and to resolve local problems of crime and anti-social behaviour.
- 1.3 HMIC's inspection of Neighbourhood Policing across all 43 police forces in England and Wales has been examining the extent to which Neighbourhood Policing is a core part of the police service, and how successful the programme's outcomes are for the public and communities.

# 2 SUMMARY OF FINDINGS

- 2.1 Overall, coverage by Neighbourhood Policing teams (NPTs) has been achieved in neighbourhoods across England and Wales, albeit with varying levels of intensity given demands and neighbourhood profiles. Some increases in public confidence across the police service were achieved between March 2006 and March 2008, as demonstrated by:
- a 2.1 percentage point increase in the percentage of people who think their local police do a good or excellent job, to 52.0%; and
  - a 2.4 percentage point increase in the percentage of people who agree that the 'local police are dealing with anti-social behaviour and crime that matter in this area', to 51.2%.
- 2.2 Against the context of more than £1 billion of government investment, these appear relatively modest improvements. Significant increases in public confidence have been demonstrated in 15 forces, but as yet there are no significant gains in the remaining forces. However, this does need to be seen against the backdrop of almost 20 years of decreasing confidence before 2002/03. That decline has stopped and is now being reversed. A research study of similar Neighbourhood Policing approaches in Chicago<sup>1</sup> suggests that it can take as long as eight years or more for the benefits of Neighbourhood Policing to be fully realised.

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<sup>1</sup> Illinois Criminal Justice Information Authority (2004), *Community Policing in Chicago Year Ten – An evaluation of Chicago's Alternative Policing Strategy*, pp38–43.

- 2.3 Policing faces a significant challenge given the overall medium-term financial outlook. The Government has committed specifically to continue to support Neighbourhood Policing in the Green Paper *From the Neighbourhood to the National – Policing Our Communities Together*.<sup>2</sup>
- 2.4 All forces achieved the basic standard of making sure that Neighbourhood Policing is a core part of policing work in this, the third year of the programme. Lancashire Constabulary exceeded the standard by robustly implementing Neighbourhood Policing, by being innovative in its approach, and by achieving a significant increase in public confidence. Lancashire Constabulary is recognised as a national leader.
- 2.5 There were impressive efforts by Leicestershire, the Metropolitan Police and Staffordshire to continue to develop Neighbourhood Policing, building on their 'excellent' 2007 HMIC inspection, together with Lancashire, Surrey and West Midlands. Two forces – Bedfordshire and Derbyshire – that were formerly assessed as 'poor' in Neighbourhood Policing implementation secured a 'meeting the standard' grade in this inspection.
- 2.6 Those forces that are succeeding in embedding<sup>3</sup> Neighbourhood Policing well are demonstrating or developing:
- strong corporate governance, led by a chief officer with police authority engagement, ensuring consistency across force areas and between basic command units but taking account of local needs and national guidance;
  - NPTs that cover neighbourhoods that are defined in consultation with the community. The supervisory structure of NPTs includes dedicated sergeants, and levels of supervision range from one sergeant to eight Neighbourhood Policing staff to one to 12, compared with an exception of forces with much more stretched supervision ratios of one sergeant to 30 staff or more;
  - effective ways of publicising the policing teams, including through easily navigated websites, with a postcode search facility and information on named teams with contact details and photographs;
  - engagement with communities through meetings, and using other engagement opportunities so that local people help shape their local policing priorities;
  - structured mapping of a neighbourhood's priority issues and corporate systems that capture the responses of the police, their partners and the public, and that are networked to spread good practice;
  - effective partnerships that are strategically responsive, with effective operational pooling of resources to address problems, then feeding back progress to the community in ways that the community itself has defined;
  - comprehensive learning and development programmes that also include partners involved in joint problem solving;

<sup>2</sup> Home Office (2008), *From the Neighbourhood to the National – Policing our Communities Together*. Available at [http://police.homeoffice.gov.uk/publications/police-reform/Policing\\_GP](http://police.homeoffice.gov.uk/publications/police-reform/Policing_GP)

<sup>3</sup> 'Embedding' means making sure that a particular aspect of the police service (in this case Neighbourhood Policing) is properly ingrained into a police force so that staff deliver a high-quality and cohesive service to the community.

- plans to sustain and develop Neighbourhood Policing, from financial provision to accommodation and estate, with active police authority scrutiny and support;
  - clearly identified outcomes for the public, as shown through the performance indicators; and
  - an emphasis on the quality of service measures – as well as on the numbers behind crime detection and reduction performance – and effective feedback systems such as comprehensive surveys at neighbourhood level.
- 2.7 The Louise Casey Report<sup>4</sup> highlighted the need for continuity and consistency of standards and style for Neighbourhood Policing. HMIC found that, while the police service has recruited 16,000 police community support officers (PCSOs), there is inconsistency in how they are deployed, with some performing support functions. There is still some confusion among the public about the role of PCSOs and that of Neighbourhood Policing. As recognised by Louise Casey, and reiterated in the Green Paper, the public view of Neighbourhood Policing is “all the policing they experience in their neighbourhood”. A cohesive and consistent approach is, therefore, essential.
- 2.8 Significantly, the police forces that are most advanced in embedding Neighbourhood Policing have applied the same weight to the confidence and satisfaction qualitative measures as to their crime reduction and detection performance. This demonstrates their understanding of the concerns of communities and individuals, especially where these forces show how they respond to such concerns.
- 2.9 Progress varies considerably between different police forces. This may be due to the extent to which forces are successfully engaging with the local community and joint problem solving, which, in part, accounts for the modest rise in public confidence overall.
- 2.10 HMIC found that neighbourhood boundaries were seldom identified, agreed and reviewed with partners and communities. In turn, this meant that engagement and communication did not necessarily match the needs of communities.
- 2.11 There were also inconsistencies between forces in how they engage with the community, especially with the vulnerable, and in defining community intelligence and how it should be managed.
- 2.12 Joint problem solving is developing but there are two major issues. First, there is not a common service-wide approach; and, second, partners are not fully integrated with the Neighbourhood Policing agenda. Although the latter point is not within the gift of the police service alone, it does, however, offer great opportunity for improving public service.
- 2.13 The inspection involved reality testing (when HMIC staff experience situations or services as if they were customers or members of the community) in police stations and on websites to find out how well Neighbourhood Policing is being embedded into core police work. Generally, forces communicated through their websites (although better navigation to the Neighbourhood Policing area is needed on many sites). Forces also used poster campaigns to publicise local policing teams

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<sup>4</sup> Cabinet Office (2008), *Engaging Communities in Fighting Crime: A review by Louise Casey*.

in the community; the posters highlighted meeting schedules and local priorities. But again, in a minority of cases there were some problems such as out-of-date meeting schedules and less effective contact management, reinforcing the need for a consistent approach and better monitoring.

- 2.14 Neighbourhood Policing is a priority and its evaluation essential. HMIC will, therefore, revisit this area of policing in future to assess the service's development.
- 2.15 Overall, the strategy is in its early stages and the police service is still in the process of reinventing local policing. However, given the modest improvements in public confidence data, there is some way to go.

### 3 SUMMARY OF RECOMMENDATIONS

#### Recommendation 1

HMIC recommends that the Association of Chief Police Officers, the Association of Police Authorities and the Home Office seek to achieve clarity and consistency in the police community support officer role, ensuring that the range of their roles and powers are clearly understood by the public and within forces.

#### Recommendation 2

HMIC recommends that chief officers ensure that neighbourhood engagement activity is flexible and adapted to local circumstances; and that there is effective profiling of communities, supported through analysis, to gather views, understand and then meet local community and individual needs.

#### Recommendation 3

HMIC recommends that the Association of Chief Police Officers, supported by the National Policing Improvement Agency, develops guidance clearly defining community intelligence and how it may best be collected within the neighbourhood context.

#### Recommendation 4

HMIC recommends that the Association of Chief Police Officers, supported by the National Policing Improvement Agency, takes stock of the strength and breadth of the current support and guidance to ensure that there is consistency and best practice in community engagement and joint problem solving across the service and communities.

#### Recommendation 5

HMIC recommends that forces review the contact mechanisms for Neighbourhood Policing, including 'out-of-office' voicemail and response protocols, so that consistent standards are applied and clarity provided for the user.



**Executive  
summary:  
Developing  
Citizen Focus  
Policing**

## 4 INTRODUCTION

- 4.1 Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and always taken into account when designing and delivering policing services.
- 4.2 Sir Ronnie Flanagan's *Review of Policing*<sup>5</sup> emphasised that focusing on the treatment of individuals is one of the key determinants of satisfaction and confidence in the police service.
- 4.3 A sustained commitment to quality and customer need is essential to build trust and open up opportunities for active engagement with individuals, thereby building safer and more secure communities.
- 4.4 The latest data reveals that, nationally, there are improvements in satisfaction with the overall service. However, the potential exists to enhance the experience of victims and other users so that there are consistently higher satisfaction levels.
- 4.5 All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this report provides an insight into the key aspects to be addressed.
- 4.6 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.
- 4.7 Some standards are clearly mapped, for example the National Quality of Service Commitment,<sup>6</sup> the Code of Practice for Victims of Crime<sup>7</sup> and the National Call-Handling Standards,<sup>8</sup> but as yet there are no comprehensive measures across policing.
- 4.8 *The Review of Policing* highlights that police forces need to commit to providing a high-quality service which recognises that "every contact leaves a trace and that this should be at the core of day-to-day activity"; furthermore, "a genuinely enhanced customer service approach would help increase trust and confidence".
- 4.9 The HMIC inspection of Developing Citizen Focus Policing in all 43 forces of England and Wales is the first overall inspection of the agenda. 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 all areas.

<sup>5</sup> Flanagan, R (2008), *The Review of Policing: Final report*. Available at [http://police.homeoffice.gov.uk/publications/police-reform/Review\\_of\\_policing\\_final\\_report/](http://police.homeoffice.gov.uk/publications/police-reform/Review_of_policing_final_report/)

<sup>6</sup> Home Office (2005), *National Quality of Service Commitment*. Available at <http://police.homeoffice.gov.uk/publications/police-reform/quality-of-service-commitment>

<sup>7</sup> Office for Criminal Justice Reform (2005), *The Code of Practice for Victims of Crime*. Available at [www.homeoffice.gov.uk/documents/victims-code-of-practice](http://www.homeoffice.gov.uk/documents/victims-code-of-practice)

<sup>8</sup> Home Office (2005), *National Call-Handling Standards*. Available at [http://police.homeoffice.gov.uk/publications/community-policing/call\\_handling\\_standards.pdf?version=1](http://police.homeoffice.gov.uk/publications/community-policing/call_handling_standards.pdf?version=1)

### 5 SUMMARY OF FINDINGS

- 5.1 This inspection is specific to 'Developing' Citizen Focus Policing. HMIC found that overall there are indications that public satisfaction improved slightly between March 2006 and March 2008, as shown by:
- a 2.3 percentage point increase in the percentage of victims who are satisfied with the overall service, to 81.6%; and
  - a 2.6 percentage point increase in the percentage of black and minority ethnic victims who are satisfied with the service, to 76.2%.
- 5.2 The inspection saw some excellent initiatives, particularly in Dorset, Hertfordshire and Lancashire – the three forces 'exceeding the standard'. These forces are engaged in a holistic approach to instil a Citizen Focus ethos across their organisations, with strong strategic leadership driving development. For many other forces, the journey is just beginning.
- 5.3 HMIC views the single most important factor in determining progress and success as being strong strategic leadership, supported by comprehensive programmes to shape effective processes and procedures.
- 5.4 However, the inspection revealed that too often there is a tendency for different processes or areas of the service to be considered separately, rather than as part of an overall focus on improving the quality and experience of the service for the customer. This approach has probably impacted on the speed of progress and on whether staff understand the importance of, and accountability to, the individual citizen.
- 5.5 For most forces, there is little common understanding of Citizen Focus policing, although, for the most part, the service is being delivered to agreed standards such as the National Quality of Service Commitment and Code of Practice for Victims of Crime. Delivery to those standards is being carried out with a 'silo', one-track approach within individual departments or units, such as contact management.
- 5.6 Developing Citizen Focus Policing, simply put, is developing a culture where the needs and priorities of the citizen are understood by staff and always taken into account when designing and delivering policing services.
- 5.7 Obtaining users' views is fundamental to understanding their needs and priorities. Active consultation is developing, with forces consulting communities and individuals through meetings, focus groups and key individual networks, as well as canvassing for views and concerns. Increasingly, feedback is being used to shape operational response and procedure; this is particularly evident in contact management and in dealing with victims and witnesses.

- 5.8 Opportunities to learn and redesign service delivery are not widely evidenced; for example, there is little corporate analysis of trends in complaints about quality of service. This may mean that the service is not improved, nor are potential resource savings optimised, by getting things right first time. Opportunities for improvement are being lost and culturally the service is not learning.
- 5.9 Governance in this area is often not as robust as governance traditionally associated with volume crime, with differing levels of scrutiny and accountability given to the qualitative feedback from the forces' own surveys.
- 5.10 However, despite areas for improvement, HMIC considers that the service is well placed to rise to the challenge of establishing a Citizen Focus programme. To put "the individual at the heart of what the police service does" requires a comprehensive approach, building trust with individuals in communities.
- 5.11 HMIC found that despite the general progress being made, there is still much to do to develop a citizen-focused approach to policing to secure the necessary cultural change across the service. Learning and development specifically designed to underpin Citizen Focus are sporadic rather than being fully ingrained across the service.
- 5.12 This is reflected within the Government's Green Paper *From the Neighbourhood to the National – Policing Our Communities Together*, where reference is made "that the golden thread of good public engagement/customer service still runs through the entire police service not just Neighbourhood Policing teams as the public does not view them as Neighbourhood Policing/response/investigative but, instead, views them as their local police".
- 5.13 Further, the Green Paper states that "the Government intends and expects to see a significant improvement in public confidence over the next three years, reflected in the PSA [Public Service Agreement] indicator from the British Crime Survey that asks **whether people think that the police and their partners are dealing with the crime and anti-social behaviour issues that matter locally**". This places an increased emphasis on the police and their partners to make sure that they fully engage with communities and individuals, and then shape their responses according to the needs that were identified during the engagement process, which closely links, therefore, to the Neighbourhood Policing programme.
- 5.14 Three forces – Dorset, Hertfordshire and Lancashire – were assessed as 'exceeding the standard'. They demonstrated a significant commitment to Developing Citizen Focus Policing over a number of years, resulting in clear outcomes for the public in increased satisfaction measures. Some forces, having only recently considered a service-wide approach beyond call handling and dealing with victims and witnesses, have yet to achieve significant change.
- 5.15 Police forces are not yet consistently focusing on quality within performance regimes. Furthermore, this tracks through to individual performance indicators; for example, in many forces there is a continuing emphasis on arrest or detection performance without sufficient emphasis on quality measures and, similarly, on reward and recognition for quality of service.

- 5.16 Overall, nationally, there has been a marked improvement in public satisfaction with the service provided by the local police. Encouraging as this is, HMIC concludes that there has to be a concerted focus on delivering the highest possible standards of service and welcomes the emphasis placed on this point by key stakeholders, including chief officers in the Association of Chief Police Officers, the Association of Police Authorities, the Home Office and the National Policing Improvement Agency.
- 5.17 The inspection, therefore, establishes a modest baseline early on in the development of Citizen Focus policing upon which future progress must be built.

## 6 SUMMARY OF RECOMMENDATIONS

### Recommendation 6

HMIC recommends chief officers (working with the Association of Chief Police Officers, the Association of Police Authorities and the National Policing Improvement Agency) to develop a Citizen Focus programme which impacts on the whole organisation, ensuring strong corporate governance to implement and sustain change.

### Recommendation 7

HMIC recommends that forces develop mechanisms/approaches to ensure that service users' views are utilised in reviewing the service provided. (Account needs to be taken of direct users, but also those in the wider community who may not come into direct contact, but who are influenced by others or the media.)

### Recommendation 8

HMIC recommends that research is commissioned through the National Policing Improvement Agency to enhance the understanding of the Citizen Focus agenda and assist the service in identifying priorities to support and drive even higher levels of confidence and satisfaction.

### Recommendation 9

HMIC recommends that the service continues to press partners to prioritise quality of service, placing the citizen and communities at the heart of the agenda, and increasingly to deliver services jointly.

### Recommendation 10

HMIC recommends that the Association of Chief Police Officers and the Association of Police Authorities ensure that performance and reward frameworks fully reflect qualitative issues, and that staff are fully engaged and understand the Citizen Focus agenda; this may require sustained programmes to support cultural change.



# Inspection approach

# 7 INTRODUCTION AND METHODOLOGY

- 7.1 HMIC inspections of Neighbourhood Policing and Developing Citizen Focus Policing were completed at the same time and were full inspections of all 43 forces of England and Wales. Inspection teams visited each force and conducted in-depth interviews with individuals and focus groups ranging from chief officers and the police authority to support and front-line officers and staff, reinforced by reality checking within the community.
- 7.2 In consultation with key stakeholders, including the Association of Chief Police Officers, the Association of Police Authorities, the National Policing Improvement Agency and the Home Office, HMIC set specific grading criteria against which forces were to be inspected. This process included establishing the relevant performance indicators. For this inspection, the statutory performance indicators are described below.
- 7.3 A document review of supporting policy, procedures and examples of evidence was carried out for each force, enabling the inspection team to have an overview of how the force was embedding Neighbourhood Policing, and how it was developing a Citizen Focus policing ethos.
- 7.4 HMIC's inspection teams conducted in-depth interviews with senior leaders and staff, police authority members and focus groups, and probed the evidence against specific grading criteria.
- 7.5 Draft force reports were then produced and shared with the force concerned. Regional inspectors (Her Majesty's inspectors or HMIs) chaired regional moderation panels to map performance against the standards set within the specific grading criteria.
- 7.6 The Neighbourhood Policing inspection lead, HMI Denis O'Connor, and Developing Citizen Focus Policing lead, HMI Jane Stichbury, chaired the respective national moderation panels, which consisted of key stakeholders' representatives, and concluded the forces' final grading against the standards, as shown at Appendix 1.
- 7.7 This thematic report reflects the key issues drawn from the inspection findings for the 43 forces.

## 8 SPECIFIC GRADING CRITERIA

### Neighbourhood Policing

8.1 Forces assessed as 'meeting the standard' showed that:

- Neighbourhood Policing has been implemented to a consistent standard across the force in that neighbourhoods are appropriately staffed, effective community engagement is taking place, and joint problem solving is established and included within performance regimes;
- the outcomes of Neighbourhood Policing are being realised by the surveyed public. This is evidenced through the relevant performance measures, statutory performance indicators (SPIs) and key diagnostic indicators, showing that performance is within the most similar force (MSF) average; and
- force-level and local satisfaction/confidence measures are used to inform service delivery, and the force demonstrates sustainable plans for Neighbourhood Policing.

8.2 Forces assessed as 'exceeding the standard' showed that:

- significant outcomes are being achieved in at least one SPI;
- they are innovative;
- they are national leaders; and
- there is robust implementation in order to deliver outcomes.

### Developing Citizen Focus Policing

8.3 Forces assessed as 'meeting the standard' showed that:

- a Citizen Focus ethos is being embedded across the force – seeking service users' views and using these to improve service delivery; dealing effectively with complaints about the quality of the service; and monitoring compliance with the National Quality of Service Commitment;
- Citizen Focus is integrated into operational activity and the force strives to provide a positive experience for those with whom the service comes into contact – local satisfaction measures and locally established priorities are included in performance processes; and
- as a minimum, SPIs are within the MSF average; and where there is a gap in service delivery between white and black and minority ethnic service users, the force can demonstrate what action it is taking to understand and narrow the gap.

8.4 Forces assessed as 'exceeding the standard' showed that:

- they are innovative in Developing Citizen Focus Policing – that the force is a market leader and has developed activities leading to improved outcomes; and
- they are significantly above the MSF average in at least one SPI.

## 9 STATUTORY PERFORMANCE INDICATORS

### Neighbourhood Policing

- SPI 2a: the percentage of people who think their local police do a good job.
- Key diagnostic indicator: the percentage of people who agree that the police in their area are dealing with the things that matter to people in their community.
- SPI 10b: perceptions of anti-social behaviour.

### Developing Citizen Focus Policing

- SPI 1e: the percentage of victims who are satisfied with respect to the overall service provided in dealing with domestic burglary, violent crime, vehicle crime and road traffic collisions.
- SPI 3b: the difference between black and minority ethnic and white service users' satisfaction (with a focus on sample sizes of more than 50 people).

## 10 DEVELOPING PRACTICE AND STRENGTHS

- 10.1 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 carries out its assessments and is reflected (described as a 'strength') in the body of the force reports. In addition, each force is given the opportunity to submit more detailed examples of its good practice. In some force reports, HMIC has therefore selected suitable examples and included them.
- 10.2 Selected developing practice and strengths from those police forces demonstrating significant performance outcomes, either based on statutory performance indicators or acknowledged as being innovative, are summarised within this thematic report. Force reports are available at <http://inspectors.homeoffice.gov.uk/hmic/>. HMIC has not conducted any independent evaluation of the examples of good practice provided.



# Inspection findings: Neighbourhood Policing

# 11 LEADERSHIP

- 11.1 Not surprisingly, emphatic strategic leadership from chief officers was found to be a critical factor in delivering progress in Neighbourhood Policing. In all but two forces there was an established chief officer lead programme. Chief officers' drive and commitment were exceptional in Lancashire, Leicestershire, Staffordshire and the Metropolitan Police Service in shaping the development of Neighbourhood Policing. Where strategic leadership was developing but less evident, progress was not so marked and, in some cases, the public confidence measures were deteriorating.

### Lancashire Constabulary – framework for continuing improvement

Strong leadership, driven by chief officers, is both supportive and intrusive throughout the organisation at a corporate and divisional level.

While being acknowledged as a beacon force, Lancashire Constabulary has not stood still.

The constabulary has an effective corporate framework to address identified areas for improvement as highlighted through external and internal inspection and analysis. This includes action plans carried out in response to areas for improvement from the 2007 HMIC inspection and National Policing Improvement Agency assessments: there is clear evidence of improvement as a result of the actions taken.

The police authority in Lancashire has a close but challenging relationship with the constabulary, being involved in all key areas of business. Police authority representatives meet fortnightly with the Chief Constable and are represented on relevant policing boards and scrutiny panels. Police authority members have one-to-one contacts with specialist areas of interest. Through national work and interaction with colleagues, police authority members believe that they are among the best informed in the country, allowing them to carry out their role in relation to scrutiny more effectively and to ask difficult questions with confidence.

### Metropolitan Police Service – high-profile advocates

The Metropolitan Police Service (MPS) Management Board is engaged with partners at a strategic level on a continuing basis – the MPS strategic assessment specifically requires engagement as a key part of service delivery against its eight priority themes. The senior MPS leaders have been high profile in their advocacy of and commitment to the Safer Neighbourhood Policing model, as has the Metropolitan Police Authority.

Chief officers and borough operational command unit (BOCU) commanders are proactive in seeking and creating opportunities for joint working and, consequently, the range and depth of MPS partnership and community engagement at strategic and BOCU level are impressive and in many areas ground-breaking, for example in relation to engagement with and use of independent advisory groups.

- 11.2 The challenge in developing other areas of policing, such as protective services, has in a number of cases had an impact on the attention given to Neighbourhood Policing.

- 11.3 Two forces that had previously demonstrated an excellent momentum in implementation have not sustained this through to embedding Neighbourhood Policing. HMIC recognises the demanding environment, but believes that a continuing strategic focus is crucial to the delivery of significant outcomes for the public in the longer term.
- 11.4 The initial implementation of Neighbourhood Policing has been achieved but there is considerably more to be done to fully embed it throughout the police service and local communities.

### Leicestershire Constabulary – support and leadership from the top

The commitment and leadership of the chief officers and senior basic command unit managers were readily identified throughout the inspection. In addition, there are other examples of support and leadership offered to neighbourhood teams and their managers.

The assistant chief constable (operations), the superintendent for Neighbourhood Policing and the service improvement manager hold a quarterly forum for local policing unit (LPU) commanders and invested much time in driving forward key themes for Neighbourhood Policing and Citizen Focus. On a day-to-day basis, strategic and operational support is provided by the Neighbourhood Policing project lead (superintendent) and the neighbourhood improvement unit, which is part of the force's community safety bureau.

The police authority is active at all levels in the governance of how well the force is delivering Neighbourhood Policing. Dedicated authority members sit on all the key programme boards – namely the community safety partnership board and the force Neighbourhood Policing and Citizen Focus programme board – and have strong working relationships with all chief officers. Members attend the Achieving Performance Excellence (APEX) meetings and take an active role in LPU inspections, as well as having regular meetings with their allocated LPU commander.

- 11.5 Leadership within basic command units, from divisional commanders through to front-line supervisors, remains vital for successful Neighbourhood Policing delivery, together with the support of staff and partners who are determined to deliver to the community the Neighbourhood Policing promise of:
- **access** – to policing or community safety services through a named point of contact;
  - **influence** – over community safety priorities in their area;
  - **interventions** – joint actions with communities to solve problems; and
  - **answers** – sustainable solutions to problems and feedback on results.
- 11.6 Committed front-line leadership of Neighbourhood Policing teams was widespread. However, development of the skills, knowledge and understanding to fully engage with local communities and generally deliver effective joint problem solving requires reinforcement. A better analysis of learning and development needs is also required.

- 11.7 Supervisors are “leaders and guardians of excellence in service delivery” (HMIC thematic inspection *Leading from the Frontline*<sup>9</sup>) requiring uncompromising commitment and continued investment.

### **Surrey Police – seeking new engagement opportunities**

Surrey Police uses various methods to identify new and emerging communities and to seek engagement opportunities.

Neighbourhood profiles and engagement plans are drawn up by neighbourhood specialist officers (who are constables, supervised by neighbourhood sergeants), and are reviewed quarterly by neighbourhood inspectors.

Engagement with local schools, health centres and the primary care trust has led to the identification of emerging communities.

Examples of engagement with minority communities include monthly meetings with the general secretary of Redhill mosque, and engagement with the traveller community through the appointment of a liaison officer. The traveller community is now represented on the neighbourhood panel meetings.

- 11.8 Recognising and rewarding staff show that their contribution to delivering Neighbourhood Policing is valued. This approach is underpinned by the performance and development review processes, and is evidenced by commendations and performance schemes.

### **West Midlands Police – new award to recognise Neighbourhood Policing**

The Chief Constable has introduced a new award to recognise quality in Neighbourhood Policing. The award has no rigid constraints to ensure that anyone who has made a significant contribution to Neighbourhood Policing can be nominated.

All force and operational command unit-level award ceremonies include recognition for police officers, police community support officers, police staff, special constables and members of the public who have made a significant contribution to Neighbourhood Policing. There are a number of examples of awards being made, including a ‘team quality achiever’ award to a Neighbourhood Policing team officer for effective partnership working and problem solving, and commendations for commitment and dedication to Neighbourhood Policing.

## 12 POLICY AND STRATEGY

### **Governance and scrutiny**

- 12.9 The inspection findings confirmed that a dedicated and established Association of Chief Police Officers lead, supported by a strategic board with engaged police authority representation, is key to the effective delivery of Neighbourhood Policing. Corporate governance with central support delivers a consistent approach while still enabling creativity in engagement and problem solving locally.

<sup>9</sup> HMIC (2008), *Leading from the Frontline: Thematic inspection of frontline supervision and leadership, at the rank of sergeant in the Police Service of England and Wales*. Available at <http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/Frontline/>

- 12.10 Most police force boards have been established for three years or more, seeing through the planning, implementation and embedding of Neighbourhood Policing in day-to-day activities. Fifteen forces have now developed Citizen Focus boards with Neighbourhood Policing as a key strand. The boards are actively developed and monitored to address local priorities while seeking to improve the quality of service.
- 12.11 HMIC is encouraged to see the extent to which police authorities are actively involved in the Neighbourhood Policing progress of many forces.

## 13 PEOPLE

### Developing staff and partners

- 13.1 All Neighbourhood Policing teams (NPTs) have received basic training. Twenty-two forces have or are developing a more comprehensive approach to training, including a full learning needs analysis, joint partnership training and regular seminars or events promoting the sharing of good practice.
- 13.2 Force-level specific needs analyses are necessary for Neighbourhood Policing to inform curriculum design and deliver the knowledge, skills, understanding and behaviour needed by NPTs to fulfil their role, particularly in community engagement and joint problem solving.

#### Developing practice

##### Lancashire Constabulary – Neighbourhood Policing training course

Following learning needs analysis of Neighbourhood Policing staff, an independent consultant designed a three-day training programme to complement the Core Leadership Development Programme (CLDP) and the existing delivery of Neighbourhood Policing, in accordance with the Constabulary's six-step delivery model.

The course was aimed at neighbourhood sergeants and community beat managers (CBMs, who are all constables) who were new to the role, and police community support officers (PCSOs) with a minimum of nine months' service.

The course focused on the key skills required to deliver the six-step model:

- know your neighbourhood/s;
- engage the public and identify signal crimes and disorders;
- engage partners, build networks and agree public priorities;
- design local neighbourhood action;
- deliver divisional action; and
- review progress and communicate results.

CLDP workbooks are used as a pre-read prior to the course. Students are divided into teams with a sergeant, CBM and PCSOs, and work together to simulate an actual NPT.

Students are drawn from the six territorial basic command units and encouraged to exchange ideas and good practice during the course.

### Developing practice

#### Lancashire Constabulary – Neighbourhood Policing training course (*continued*)

Comprehensive training includes Neighbourhood Policing; the six-step delivery model; roles/deployment guidelines for neighbourhood teams; community intelligence; serious and organised crime; counter-terrorism; PACT (Partners and Communities Together) engagement tactics; signal crimes/disorders; environmental visual audits; partnerships; the National Intelligence Model; PACT panels/tasking; and a menu of tactics.

The course is evaluated at levels 1, 2 and 3<sup>10</sup> and the results have been positive.

- 13.3 The fundamental approaches are covered for student officers, often co-trained with newly recruited PCSOs, in the Initial Police Learning and Development Programme; while existing staff and supervisors are catered for in the Neighbourhood Policing element of the CLDP. A Neighbourhood Policing faculty has been established in one force and a Citizen Focus faculty in another; several forces have the Certificate in Neighbourhood Policing in place and staff are studying for this.
- 13.4 There is a lack of depth and consistency to joint partnership training and where programmes are being carried out these are seldom evaluated at higher levels – for example, evaluating changes in the learners (through knowledge, attitudes and behaviour and workplace transfer of learning) and changes in the organisation (impact and results).<sup>11</sup>
- 13.5 HMIC found that 14 forces have gaps in training provision, and noted work in progress or commented on the gaps as areas for improvement. Full cross-cutting learning needs analysis, design and evaluation will support the development of NPTs and partners.
- 13.6 The HMIC *Leading from the Frontline* inspection report observed the improvement that was needed in the processes supporting staff performance: namely, the performance and development review (PDR), role profiles and dealing with the complexity of the Integrated Competency Framework. Reviewing these processes will ensure that skills such as community engagement and joint problem solving can be clearly described – from which development and performance goals can be set.

<sup>10</sup> Four levels of evaluation (Kirkpatrick Learning Evaluation Model).

<sup>11</sup> Further evaluation guidance is contained in National Policing Improvement Agency (2007), *Models for Learning and Development in the Police Service*.

### Developing practice

#### Hertfordshire Constabulary – Improving Police Performance framework for PCSOs

The Improving Police Performance (IPP) framework started in April 2007 across the force to improve the performance of all officers within intervention and neighbourhood teams and in crime group, roads policing and tactical teams.

The IPP for PCSOs went live in April 2008 and is a mix of quantitative measures, including performance against neighbourhood plans/problem solving and the average grading on the Tasking and Problem Solving (TAPS) database, and qualitative measures of reassurance – with 80% of PCSOs' time visible in their neighbourhood and PDR objectives including:

- providing a consistently excellent quality of service to the public, in accordance with the IPP measures of victim satisfaction surveys and other quality measures;
- achieving agreed neighbourhood priorities, while providing engagement and reassurance, as measured by TAPS and key stakeholder surveys; and
- personal or developmental objectives.

## 14 PARTNERSHIPS AND RESOURCES

### Coverage

- 14.1 Overall, forces have succeeded in putting the right people in the right places and in the right numbers, with a named police contact in every neighbourhood area. Investment in websites, mobile phones and, in six forces, personal digital assistants or mobile data specific to Neighbourhood Policing teams (NPTs) ensures that the public can readily make contact with their NPT, and this was confirmed in the main through HMIC reality-checking exercises.
- 14.2 Additionally, technology systems are being developed to support more efficient deployment, freeing up time and therefore increasing capacity for effective Neighbourhood Policing.

### Developing practice

#### Leicestershire Constabulary – mapping response units more closely to demand

The force has been using a commercial system – IR3 – in North Area 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 in turn are linked to automatic tracking devices for vehicles and Airwave radios. The tool can also, retrospectively, look at where a vehicle has been throughout a shift.

North Area is currently piloting the enhanced use of IR3 to drive performance improvements in four key areas: National Intelligence Model application; the vehicle fleet; live-time deployments; and Neighbourhood Policing.

Each of these areas is producing significant performance improvements – for example, fully engaging local patrol officers and police community support officers (PCSOs) in delivering Neighbourhood Policing and achieving a 266% increase in the number of visits and a 237% increase in patrolling presence at neighbourhood priority locations and on micro-beats – providing structured engagement with key organisations and amenities.

- 14.3 Supervision levels vary considerably in the inspection findings, ranging from one sergeant to eight neighbourhood staff, to as many as one sergeant to 33 staff, with 13 forces in excess of one sergeant to 12 staff. The high ratios will clearly impact on a sergeant's capacity to supervise, which is particularly important in the delivery of engagement and problem solving.
- 14.4 HMIC considers that effective levels of supervision are essential to supporting Neighbourhood Policing, and there should be minimal resort to hybrid supervision<sup>12</sup> as this could impact on the ability to identify and respond to community needs and the capacity to supervise effective community engagement and joint problem solving.
- 14.5 It is not the role of HMIC to direct the ratio of supervisors to staff, but as HMIC's thematic inspection report *Leading from the Frontline* concluded, "forces should ensure that resourcing and staffing levels are regularly reviewed against a model or staff projection".

### Staffordshire Police – a named police contact for each neighbourhood

Staffordshire Police has identified either a Neighbourhood Policing unit (NPU) police constable or PCSO as the named contact for each neighbourhood.

All neighbourhoods have an identified sergeant, police officers and PCSOs. The actual number of constables and PCSOs is determined at basic command unit level to reflect the needs of each neighbourhood.

There are 21 NPU inspectors, 48 NPU sergeants, 251 NPU constables, 224 PCSOs and 383 special constables forming NPUs across the force. This equates to 14% of all police officers in Staffordshire.

- 14.6 The publicising of NPTs was evident through the media and police force websites – 40 forces have a postcode search facility and the remainder have a ward, street or map search facility – and through using local community contacts and posters in libraries, community centres and local shops to inform the public about the teams and engagement meetings.
- 14.7 Forces must ensure that when Neighbourhood Policing surgeries or meetings are advertised they are delivered, and that websites are kept up to date. The HMIC reality-checking exercise found that in two forces the NPT failed to show for an advertised engagement meeting, which has the potential to significantly undermine community trust and damage confidence. Similarly, out-of-date Neighbourhood Policing meeting schedules were evident on the websites of three forces.

### Cambridgeshire Constabulary – key information only three clicks away

The force website is currently being redesigned following a period of consultation and research. The aim of the redesign is to improve ease of access so that key information, such as contact details and forthcoming events, is never more than three clicks away. A test website has been piloting since May 2008 to find out users' views.

<sup>12</sup> Hybrid supervision is where sergeants are responsible for both NPTs and response teams.

- 14.8 Thirty-three forces have explicit abstraction policies, protecting 80% to 95% of the time in which NPTs are dedicated to their neighbourhoods, with one force protecting 75%. However, five of these forces have areas for improvement in monitoring and systems to make these policies more effective.
- 14.9 There remains a need for forces to review the staffing of and abstraction from neighbourhoods. Some strong examples were found of abstraction policies being understood and monitored – linking into force and basic command unit performance management.
- 14.10 HMIC noted that 12 forces have supported NPTs in developing co-ordinators and administrative support and, in particular, welcomes the innovative use of community volunteers in such roles as: quality of service in Neighbourhood Policing; administration assistants; public enquiry; street pastors; and media environmental scanning volunteers, who monitor and highlight media coverage on a particular force.

### Developing practice

#### Surrey Police – neighbourhood team co-ordinators

To better manage the demands placed on the safer neighbourhood teams (SNTs), Surrey Police is exploring the opportunities presented by workforce modernisation to introduce additional, non-sworn staff into the SNTs.

The need emerged for neighbourhood team co-ordinators to carry out some of the administrative tasks currently being done by neighbourhood specialist officers and PCSOs. Additionally, the neighbourhood team co-ordinators' remit will include a much broader co-ordinating role.

Office-based administrative tasks have been drastically reduced as the co-ordinator takes on such roles such as:

- doing the nominated tasks associated with both regular and ad hoc preparation of documents, management information, reports and files;
- researching and assessing intelligence linked to SNTs' activities to assemble daily briefings and research documents;
- acting as a single point of contact to deal with customer enquiries;
- maintaining key individual network lists and neighbourhood profiles;
- contributing to improving customer satisfaction by contacting victims of crime or replying to Intergraph Computer-Aided Dispatch (ICAD) enquiries;
- organising calendars and appointments;
- developing close links with neighbourhood communications officers to assist in the production of circulars and newsletters;
- becoming a single point of contact for other departments such as the divisional intelligence unit and crime reporting bureau;
- looking after task schedules; and
- overseeing beat plans.

### Developing practice

#### Surrey Police – neighbourhood team co-ordinators (*continued*)

Line management responsibility for neighbourhood team co-ordinators will rest with the neighbourhood sergeant. It is an enhancement to the existing neighbourhood team.

Thirty-six extra staff are being recruited to fill the roles. A bespoke training package has been created and will include role-related modules as well as personal skills based around the Core Leadership Development Programme.

- 14.11 In only one force was there an explicit direction that PCSOs were expected to be within their areas 100% of the time, and that this was monitored and enforced. Conversely, several forces had PCSOs who were not dedicated to neighbourhoods, instead performing support functions such as being in custody suites that, while of benefit to the force, do not fulfil their designed role of being in the community.
- 14.12 HMIC understands the challenges many forces face with regard to the longer-term funding of PCSOs. However, it is crucial that the role of PCSOs within neighbourhoods is clearly understood. There was evidence of confusion within the service and beyond around the fundamental differences between the roles and duties of PCSOs and those of police officers.
- 14.13 PCSOs are a key element of NPTs. HMIC held focus groups and observed the positive recognition by leaders and managers, through formal reward schemes and regular appreciation, of the significant contribution that PCSOs and neighbourhood team staff are making across communities every day.
- 14.14 It is necessary to reinforce the role that PCSOs hold within policing with partners and, crucially, with the public, to ensure that the most effective use of community support officers is achieved. It is equally important that the difference between the powers of a constable and those of a PCSO is clear.
- 14.15 HMIC findings reinforce many of those referred to in the Green Paper, and those contained within the National Policing Improvement Agency's recently published *Neighbourhood Policing Programme – NPIA PCSO Review*.<sup>13</sup>

### Recommendation 1

HMIC recommends that the Association of Chief Police Officers, the Association of Police Authorities and the Home Office seek to achieve clarity and consistency in the police community support officer role, ensuring that the range of their roles and powers are clearly understood by the public and within forces.

### Sustainability

- 14.16 All forces have committed to maintain the investment in Neighbourhood Policing in policing plans. However, in five forces, the inspection found sustainability to be potentially challenging given competing financial demands or estate and resource issues.

<sup>13</sup> National Policing Improvement Agency (2008), *Neighbourhood Policing Programme – NPIA PCSO Review*. Available at [www.npia.police.uk/en/docs/PCSO\\_Review\\_Final\\_Report.pdf](http://www.npia.police.uk/en/docs/PCSO_Review_Final_Report.pdf)

- 14.17 HMIC welcomes the Government's continued commitment to Neighbourhood Policing within the Green Paper, reinforcing the fact that continued support and investment are essential to secure the long-term goals of Neighbourhood Policing.
- 14.18 Less certain is the funding, which is often carried out annually, agreed between partners for jointly funded PCSOs. HMIC acknowledges the tremendous benefit of these additional posts to communities and partners' commitment to maintain them.

### Partnerships

- 14.19 Strong partnerships of statutory and non-statutory partners in engaging communities and individuals are golden threads running through Neighbourhood Policing. They address local priorities in a joined-up way, and partnership working features as a key enabler across this report.

## 15 PROCESSES

### Community engagement

- 15.1 The inspection findings emphasised that effective community engagement involves much more than scheduled meetings. There was strong evidence of most forces establishing key individual networks,<sup>14</sup> including PACT (Police and Community Together),<sup>15</sup> and of further Neighbourhood Watch development, rather than reliance on traditional meetings. Nineteen forces have wide-ranging networks with which they engage, although mapping engagement gaps is generally in need of development.
- 15.2 Twenty forces are using or developing community profiling tools (such as Mosaic<sup>16</sup> and ACORN<sup>17</sup>). There is some good practice identified around mapping engagement with the community, developing profiles to gain an understanding of those communities, and, in addition, asking people in the community how they would wish to be engaged.

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<sup>14</sup> Key individual networks maintain effective communications to and from the community, assist in setting priorities and identify emerging issues.

<sup>15</sup> Police and Community Together – community engagement meetings for priority setting and feedback on results.

<sup>16</sup> Mosaic data is lifestyle data that is gathered on consumers in terms of significant cultural factors such as socio-demographics, culture and family structure, which helps to develop a better understanding of the needs of individuals and communities.

<sup>17</sup> ACORN – a classification of residential neighbourhoods.

### **Northumbria Police – building neighbourhood profiles to aid understanding**

A total of 38 sector profiles were completed to a corporate standard, and these now incorporate Mosaic classifications of residential neighbourhoods as well as Vulnerable Localities Index information. The profiles are refreshed every six months.

Neighbourhood Policing teams (NPTs) across Northumbria are deployed in response to neighbourhood profiles. The profiles have the following aims:

- to provide a clear understanding of the area;
- to provide timely information;
- to help inform area command/crime and disorder reduction partnership (CDRP) strategic assessments;
- to identify vulnerable communities; and
- to determine the effectiveness of Neighbourhood Policing.

The sector profiles for the area commands show sector footprints regarding the geographical area; key features; contacts; demographics and vulnerability (in terms of deprivation, ethnicity and age profile); crime, disorder and signal offences; and neighbourhood co-ordination (community engagement and problem solving).

Emerging communities are effectively scoped and identified and are included in the neighbourhood profiles.

### **Developing practice**

#### **South Yorkshire – intranet mapping service helps build neighbourhood picture**

An intranet mapping service (IMS) gives the latest crime and anti-social behaviour trend information, at neighbourhood level, to all staff. It is the first browser-based product in policing that places incident data on maps and uses multilayered hotspot and repeat victimisation techniques with easy-to-use navigation tools, and gives a rich picture of what is happening within communities.

The features built into the system include:

- accessible South Yorkshire Police data, including anti-social behaviour and other force-wide control strategy issues such as criminal damage and vehicle crime;
- the ability for users to complete hotspot, repeat victimisation and performance-based crime counts on police or local authority-based layers and boundaries;
- a straightforward and easy-to-understand browser; and
- the ability to integrate other data into the browser, either by embedding it in the map interface or as a simple hyperlink such as a quick address search.

The datasets are based on the NPT areas and allow for the informed deployment of staff based on what has happened in a neighbourhood.

The data is displayed on local maps, which allow staff to self-brief while offering reassurance to the community through the deployment of NPTs to those areas where most problems are being reported. The information is also used when staff attend local forums to allow them to speak with authority on what has been reported and what responses and tactics are being used.

### Developing practice

#### South Yorkshire – intranet mapping service helps build neighbourhood picture (continued)

The IMS is being used to assist in the delivery of front-line policing services within South Yorkshire, enabling the force to deploy services in the right place at the right time for the right reasons.

During an audit period of 58 days, the IMS achieved cash benefit savings of £103,513. Estimated potential annual cash benefit savings are in the region of £600,000.

- 15.3 When a range of engagement options are offered, communities are empowered, which in turn means that there is local accountability of police and partners to that community, rather than the police and partners deciding how to engage with the community. Significantly, this strategy demonstrates a flexibility and commitment to respond to local needs, which is key to developing confidence at the earliest stages of building community relationships.
- 15.4 Many local surveys have been adapted to include asking community members how they prefer to be engaged with. This helps neighbourhood teams to then consider the best response. Engagement and communication are intrinsically linked. The National Reassurance Policing Programme<sup>18</sup> found that, when there was thought-through community engagement at the most local level, there was a 16-fold increase in the number of people who thought the police had put effort into finding out what local people wanted.

### Recommendation 2

HMIC recommends that chief officers ensure that neighbourhood engagement activity is flexible and adapted to local circumstances; and that there is effective profiling of communities supported through analysis, to gather views, understand and then meet local community and individual needs

### Developing practice

#### Lancashire Constabulary – community volunteer scheme

Lancashire Constabulary developed a project to recruit volunteers from within communities. This included an assessment of how volunteer recruitment would bring the service closer to the communities it serves.

The scheme was developed from the pilot and launched in June 2004. The constabulary currently has 644 volunteers from a wide variety of backgrounds: 59.5% are female, 5.9% are from a black and ethnic minority background and the age range of volunteers is from 16 to 86, with 55 of the volunteers aged over 70.

The volunteers carry out four main roles: Neighbourhood Policing volunteers; quality of service volunteers; administration assistant volunteers; and public enquiry desk volunteers.

<sup>18</sup> Tuffin, R et al. (2006), *An evaluation of the impact of the National Reassurance Policing Programme*, Home Office Research Study 296. Available at [www.homeoffice.gov.uk/rds/pdfs06/hors296.pdf](http://www.homeoffice.gov.uk/rds/pdfs06/hors296.pdf)

### Developing practice

#### Lancashire Constabulary – community volunteer scheme (*continued*)

Currently, there are 322 volunteers who carry out the Neighbourhood Policing volunteer role and they work alongside other members of the NPTs. The types of task carried out include:

- co-ordinating PACT (Partners and Communities Together) information sheets and inputting these on the computer;
- ringing PACT panel members to confirm or give reminders for meeting dates;
- attending PACT meetings and assisting with taking notes;
- carrying out reassurance callbacks and giving updates to callers within the area;
- attending parades etc to 'fly the flag' as a community volunteer;
- accompanying community beat managers on patrol in their area;
- producing, delivering and displaying PACT posters;
- helping officers collate information for monthly reviews;
- attending Age Concern drop-ins;
- creating letters for schools and parents;
- attending and conducting crime prevention displays;
- assisting with press releases;
- creating and sending letters to Neighbourhood Watch co-ordinators;
- assisting with bogus official presentations;
- conducting analysis of hotspots;
- conducting impact analysis of children's homes; and
- managing the Neighbourhood Watch database.

- 15.5 There is a close relationship between Neighbourhood Policing and the wider Citizen Focus agenda, each emphasising the importance of 'putting people first'. Twenty-four forces actively carried out wide-ranging focus groups, including those for vulnerable and emerging communities. Young people and community groups/citizen panels asked the focus groups for their views and expectations about the police service, using the feedback to shape strategic and operational goals.

#### Cleveland Police – focus groups to target the hard to reach

The police authority, as part of its consultation strategy, is considering the use of focus groups to target particular hard-to-reach members of the community, including the small minority ethnic community in Cleveland.

The honour-based violence initiative carried out by the force used this approach to engage with members of the British Asian community.

### Cumbria Constabulary – using a range of consultation methods

A variety of customer consultation methods are being used in the force. In particular, victim surveys are distributed to victims of crime and community focus groups are organised annually to assess policing priorities and – more frequently – local policing needs.

- 15.6 Those police forces that are more strongly embedding Neighbourhood Policing in their core work have implemented force branding and qualitative value-based commitments such as LISTEN (see Surrey Police case study box below) that resonate with many of the aims of the Policing Pledge outlined in the Green Paper. This has since been refined by the Association of Chief Police Officers (ACPO) and the Home Office, and adopted by the Chief Constables' Council in October 2008 as shown at Appendix 2.
- 15.7 This approach is not yet universal in the service and in some forces there was an absence of expected standards (see Developing Citizen Focus Policing later in this document).
- 15.8 HMIC encourages forces to review their engagement strategy, especially with neighbourhoods and individuals to take account of developing practice so that they may gain the greatest understanding of issues and needs.

### Surrey Police – using the LISTEN principles

The LISTEN principles are clearly embedded in the force, and have been delivered to all members of staff. LISTEN is the corporate standard for how staff should deal with everyone with whom they have contact.

“There are some simple ‘LISTEN’ principles that can be applied to every contact – and they work!

- **Listen** to people in the community and take their concerns seriously
- **Inspire confidence** and help people feel secure
- **Support with information** – give contact details and tell people what is happening locally
- **Take ownership** – tell people what you can do to help solve the problem; make realistic promises
- **Explain** what the team can and can't do, and the next steps
- **Notify people** of action agreed, progress and the final outcomes.”

### Lancashire Constabulary – Sustaining Excellence programme

Lancashire Constabulary relishes the challenge of continuous improvement and in September 2007 launched its Sustaining Excellence programme to drive forward that challenge.

The programme will ensure that the force keeps the key enablers of performance – people, partnerships and processes – under constant review and makes changes where there are clear benefits for quality of service, productivity or efficiency.

- 15.9 Community engagement is inconsistent across forces. The methods and effectiveness of engagement vary from one basic command unit (BCU) to another within forces, and from force to force. Corporate governance and monitoring promote consistency and develop an understanding of what works, while also accepting that different individual and community needs require differently tailored services. Understanding community profiles is essential.

### Cheshire Constabulary – ensuring mapping matches reality

Communities were initially mapped by the force, informed by the Jill Dando Institute Vulnerable Localities Indices, and that mapping was shared with partners and local Neighbourhood Policing unit (NPU) staff to test perceptions of the fit with actual communities on the ground.

The work behind the initial mapping has been further enhanced by the use of community profiling software to systematically identify and define community demographics, values, crime and incident baseline data.

Each NPU has received details of outputs from the new mapping documents, with priority placed on the most vulnerable communities. Informed by the data, the NPUs are able to review their defined communities.

- 15.10 HMIC found that forces had adopted a wide range of engagement approaches, each having merit, and each with a place within a menu of engagement options from which, in consultation with their communities, the NPTs and partners may select the approaches that best suit local needs. Examples include:
- establishing from communities and individuals their preferred method of engagement;
  - developing key individual networks including watch schemes (ranging from home watch to faith watches);
  - analysis to identify vulnerable groups, designing engagement plans specific to the needs of those groups;
  - specific community or focus groups, for example young people;
  - PACT structure and meetings;
  - surgeries within public buildings and in the street;

- mobile police stations;
- electronic surveying through terminals in local places, for example libraries;
- web-based survey capability on police force websites;
- developing existing networks such as community and youth centres;
- developing one-stop shops for local authority and policing services;
- bespoke engagement for emerging communities;
- carefully targeted engagement for hard-to-reach communities and individuals; and
- independent advisory groups (IAGs).

**15.11** HMIC noted the considerable effort that forces had made in embedding IAGs in their processes locally and at force level, in both the development of policy and, importantly, in the provision of advice for critical incidents. They are effective networks from which to seek views or to draw upon to prevent or reduce potential community tensions.

### **Greater Manchester Police – different ways to get the public’s views**

Greater Manchester Police uses a number of means to obtain the views of members of the public. These include consultation processes, public surveys, face-to-face meetings and the IAG structure at both force and divisional level.

Feedback received during the inspection process confirmed that these mechanisms are used to inform and improve service delivery at both corporate and local level, for example the use of IAG members in stop/search training to give direct feedback on the impact of good and poor stop/searches.

### **Metropolitan Police Service – advised by five independent groups**

The Metropolitan Police Service (MPS) is advised by five corporate IAGs: race; lesbian, gay, bisexual and transgender; gypsy and traveller; youth; and disability. Alongside the MPS, corporate IAGs and other pan-London advisory groups have been introduced, supporting and advising on a range of MPS activities such as the work of Operation Trident (gun crime within the black community), safeguarding children and Operation Blunt (knife crime).

Additionally, commands such as traffic and firearms are developing small, dynamic community reference groups to provide specific advice relating to critical areas of MPS performance.

- 15.12 Significantly, 22 forces were found to be more actively matching neighbourhood team members including police community support officers to communities and neighbourhoods, either demographically or because of certain skills such as languages. While this is fairly inconsistent, HMIC welcomed the efforts being made to make good use of staff profiles, where appropriate, in the decisions for posting in communities. Clearly, the alignment of skills and experience to neighbourhoods, in consultation with local communities, is beneficial in supporting effective communication and engagement.

### **Dorset Police – neighbourhood profiles updated and staff profiles considered**

Neighbourhood profiles, which highlight where priorities are focused locally, have been completed for all safer neighbourhood (SN) areas. These have been reviewed by the SN project team and are updated regularly by safer neighbourhood teams (SNTs). The profiles are available to all officers and staff via the force intranet, and are used during policing operations. For example, following a kidnap, a team of specialist investigators accessed the profile to obtain additional information about the neighbourhood and the local communities.

Where possible, staff profiles are considered when deploying resources to SNTs. This includes considerations taking account of SNTs being representative of the communities they police, thereby promoting engagement to meet the needs of the community. For example, a gay officer as part of an SNT deployed to a neighbourhood with a higher proportion of gay residents and visitors; and a Jewish police constable who took up a post in an area with a synagogue and Jewish residents.

- 15.13 With at least three definitions in recent use, 'community intelligence' is not universally understood, nor is the process for its capture, analysis and evaluation as developed as with criminal intelligence.
- 15.14 HMIC considers that the service, supported by the National Policing Improvement Agency, should ensure that community intelligence is consistently defined, with clear lines of reporting and responsibility for ownership and development. Additionally, HMIC considers that it is necessary for forces to review their intelligence requirements and systems so that they are fit for purpose. This is especially important for supporting vulnerable communities, and for tackling organised crime groups. This work should be managed, implemented and monitored through ACPO-led governance structures.

### Hampshire Constabulary – improving problem solving through partnership working

Evidence was provided of how co-location and shared information and analytical support between police and partners had improved problem-solving outcomes. In particular, evidence from Portsmouth and Southampton operational command units (OCUs) demonstrated how co-location of the city council and police community safety teams ensured good information sharing, tasking and problem solving. Joint analytical support is given to CDRPs by dedicated analysts who are either joint funded or provided wholly by the host local authority. The CDRP analysts provide analytical data for the joint action group process.

National Intelligence Model (NIM) principles are systematically embedded into the joint problem-solving process. There are local action groups at neighbourhood level and joint action groups at district level that act as the community tasking and co-ordination group process, and these feed in via the district commanders to the OCU level 1 tasking and co-ordination group (TCG) process.

Daily management meetings are held on each OCU and include neighbourhood issues and tensions. Reality checks, completed by HMIC inspection officers, at daily management and OCU TCG meetings demonstrated that local priorities are routinely considered within NIM level 1 processes.

CDRP joint strategic assessments have been completed across the force area and have been worked to include both OCU and Local Area Assessment priorities. Tasking, monitoring and evaluation of progress against these priorities are completed at either the joint action groups or CDRP meetings.

### Recommendation 3

HMIC recommends that the Association of Chief Police Officers, supported by the National Policing Improvement Agency, develops guidance clearly defining community intelligence and how it may best be collected within the neighbourhood context.

### Joint problem solving – the partnership approach

15.15 Neighbourhood Policing success is underpinned by bringing together three key aspects, namely:

- coverage by NPTs;
- effective engagement within that neighbourhood to enable the identification of priorities; and
- strong joint problem-solving addressing those priorities.

Effective partnership working is absolutely key to delivering success.

15.16 CDRPs have evolved over the past ten years. The inspection found that, in the main, CDRPs produced joint strategic assessments identifying the priorities at CDRP level; however, there remains room to hone these assessments further. This is particularly the case when addressing the key issues that communities will draw on when asked to consider the proposed single confidence measure: 'Whether people think that the police and their partners are dealing with the crime and anti-social behaviour issues that matter locally'. This new indicator will require ongoing analysis as it develops.

It will be important to understand the trends and what this may tell us about perceptions.

- 15.17 Tackling local priorities through joint problem solving can be built on the critical success factors identified in *Practice Advice on Professionalising the Business of Neighbourhood Policing*,<sup>19</sup> namely:
- collaborative problem solving where the community is involved in problem definition analysis and delivery of solutions;
  - use of collaborative problem solving within NIM processes; and
  - the use of multiple sources of information and rigorous problem definition.
- 15.18 The inspection found pockets of good practice for joint problem solving within forces rather than consistency – the areas identified for improvement include:
- a review of PACT processes with partners, especially in terms of joint problem solving;
  - training needs analysis for partners and relevant community members;
  - corporate processes to ensure that communities receive timely updates and feedback;
  - development of coherent problem solving evaluation and the dissemination of good practice within the force and to partners;
  - ensuring that a common force structure is applied to all its BCUs; and
  - developing a problem-solving database designed to a corporate standard for the sharing of best practice and learning opportunities.
- 15.19 *Practice Advice on Professionalising the Business of Neighbourhood Policing* describes skills and tools such as scanning, analysis, response, assessment (SARA), neighbourhood profiles, and resources and skills matching the needs identified and agreed by the community.
- 15.20 HMIC acknowledges the considerable number of problems that are addressed through exceptional work by NPTs and partners; this has reduced harm in communities, delivering a better quality of life for many.

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<sup>19</sup> Centrex on behalf of the Association of Chief Police Officers (2006), *Practice Advice on Professionalising the Business of Neighbourhood Policing*. Available at [www.neighbourhoodpolicing.co.uk/doclib/doclib\\_view.asp?ID=528](http://www.neighbourhoodpolicing.co.uk/doclib/doclib_view.asp?ID=528)

### Lancashire Constabulary – robust joint problem solving

Joint problem solving is robustly monitored and evaluated throughout the organisation. The Enforcement, Prevention, Intelligence and Communication (EPIC) template is used to identify priorities at PACT (Partners and Communities Together) panel multi-agency tasking and co-ordination group meetings. PACT priorities are agreed locally and there is a constant feed of the priorities into all levels of intelligence development.

There remains clear evidence of effective joint problem solving focusing on local priorities that are determined through the involvement of partners and members of the community. Activity is driven at a strategic level with strong engagement and leadership from all chief officers. The Chief Constable continues to be the driving force and makes a strong personal commitment to this area of policing.

Lancashire Constabulary also continues to support the development of inter-agency neighbourhood management. Shared neighbourhood teams involve a neighbourhood co-ordinator, a neighbourhood engagement officer, neighbourhood capacity officers, Neighbourhood Policing sergeants, community beat managers, police community support officers, registered social landlords and accredited anti-social behaviour officers, working together to address local priorities.

The problem orientated policing (POP) policy and its associated procedures provide direction to leaders at all levels. The policy applies to all police officers, police staff, special constables and volunteer staff. The aims of this policy are to:

- establish a structured approach to apply the principles of POP in respect of operational and support functions throughout the constabulary;
- establish an understanding of the individual responsibilities of all police and support managers, supervisors and staff in the use of POP principles in relation to planning and carrying out their day-to-day activities; and
- establish an understanding among all staff of the importance of working together with partners in problem solving.

The application of Neighbourhood Policing across Lancashire continues to take place within a framework of NIM and POP compliance and follows a six-step model:

1. Know your neighbourhood
2. Engage with the public to identify priorities
3. Engage with partners
4. Local neighbourhood action driven by PACT panels
5. Divisional action
6. Review progress and communicate results.

There is an extensive network of key individuals within all the divisions, which enables an informal means of regular communication and feedback with communities.

### Metropolitan Police Service – embedding National Intelligence Model products into joint problem solving

A number of borough operational command units (BOCUs) have championed embedding NIM products into the joint problem-solving process. Examples of good practice include the following.

**Wandsworth:** Key crime issues are identified through the strategic assessment, which takes many issues into account including partners' performance, crime trends and anti-social behaviour, and strategic/local priorities are reviewed every six months. Safer neighbourhoods priorities feed into and inform the decision-making process around the CDRP priorities. A joint strategic assessment is in place with full co-operation from the local authority. This involved extensive community consultation and assessment of key individual networks surveys and safer neighbourhoods priorities.

**Kensington and Chelsea:** The BOCU control strategy expired in September 2007, but after a review a decision was taken to extend it until 2008 pending the joint strategic assessment, formulated by the superintendent and council community safety officer. The new assessment involves a large element of public consultation, via various local authority community surveys that cover community safety issues every year. This ongoing assessment includes detailed analysis of anti-social behaviour and mapping of community issues. Anti-social behaviour is featured within the current control strategy. CDRP partners attend the monthly meeting. Local community concerns (identified through local authority surveys) generate partnership action days which are arranged through the monthly meeting. An enhanced environmental audit is undertaken, developed by the local authority, targeting small areas and producing results that are then analysed, and this informs priority setting. The local authority safer neighbourhoods officer attends the monthly partners' meeting and gives local updates.

**Richmond:** The control strategy is based on the joint strategic assessment with the CDRP, which had a public consultation phase in November 2007. This strategy is reviewed at community safety partnership, tactical tasking and co-ordination group (TTCCG) and senior management team meetings.

Ward priorities are a mixture of crime and non-crime targets, which are discussed at neighbourhood panel meetings, TTCCG and Safe Streets meetings. The local authority has employed Ward Champions, who work closely with the SNTs to ensure that partners allocate resources and act to meet the ward's priorities, which were identified during the strategic assessment, and are core throughout.

Good practice is recorded and highlighted to other BOCUs through training days, BOCU liaison and SNTs central sergeants' meetings.

- 15.21 HMIC considers that the elements within joint problem solving are a core process, together with community engagement, to be ingrained so that joint problem solving is systemic across policing and partners, fully understood by everyone from chief officers and senior partners through to front-line staff. The mainstreaming of processes – in understanding joint problem solving and in the systems – is not yet embedded.

- 15.22 Evaluation in resolving problems and reviewing progress is an important element in gauging success. Feedback to the community is also vitally important, delivered by methods to suit that community and within agreed timescales – for example, through PACT processes and to the originator of the issue. Feedback and the simple art of keeping people informed are exceptionally powerful drivers to build trust and confidence.
- 15.23 Proportionate evaluation of joint problem solving, reporting promptly (on what the problem is, response, impact and outcome, and feeding back to the originator) and in a carefully structured way to remove unnecessary bureaucracy, provides evidence of success and engenders further problem solving activity for partnerships and communities.
- 15.24 Learning what works and sharing that knowledge help to develop skills across NPTs and partners and nationally. Alongside streamlining processes in freeing/making time, sharing knowledge also creates a greater capacity for further Neighbourhood Policing activity.

### Recommendation 4

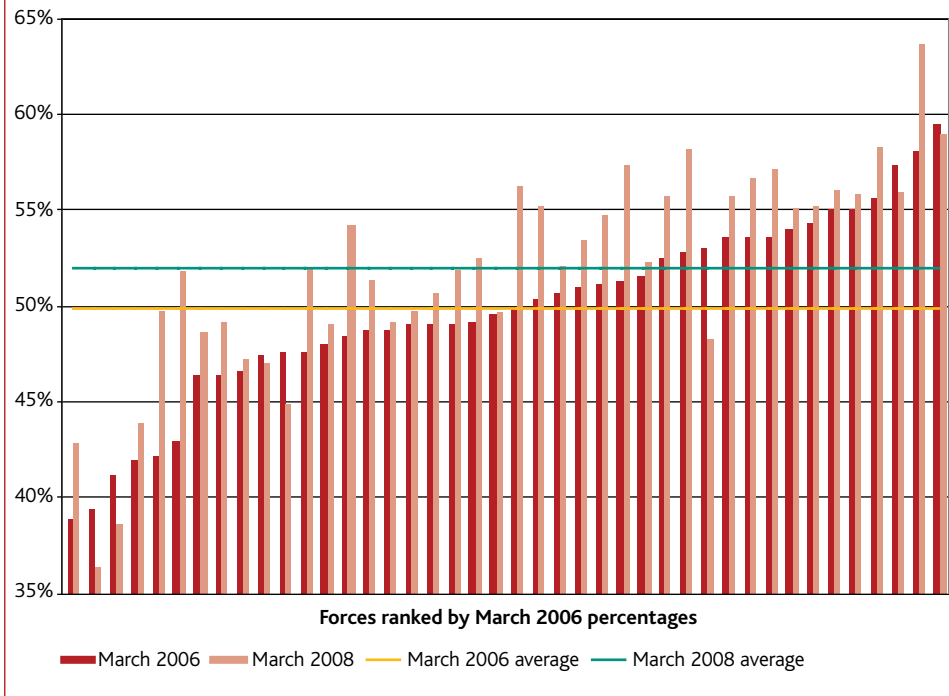
HMIC recommends that the Association of Chief Police Officers, supported by the National Policing Improvement Agency, takes stock of the strength and breadth of the current support and guidance to ensure consistency and best practice in community engagement and joint problem solving across the service and communities.

## 16 RESULTS

### Outcomes for the public

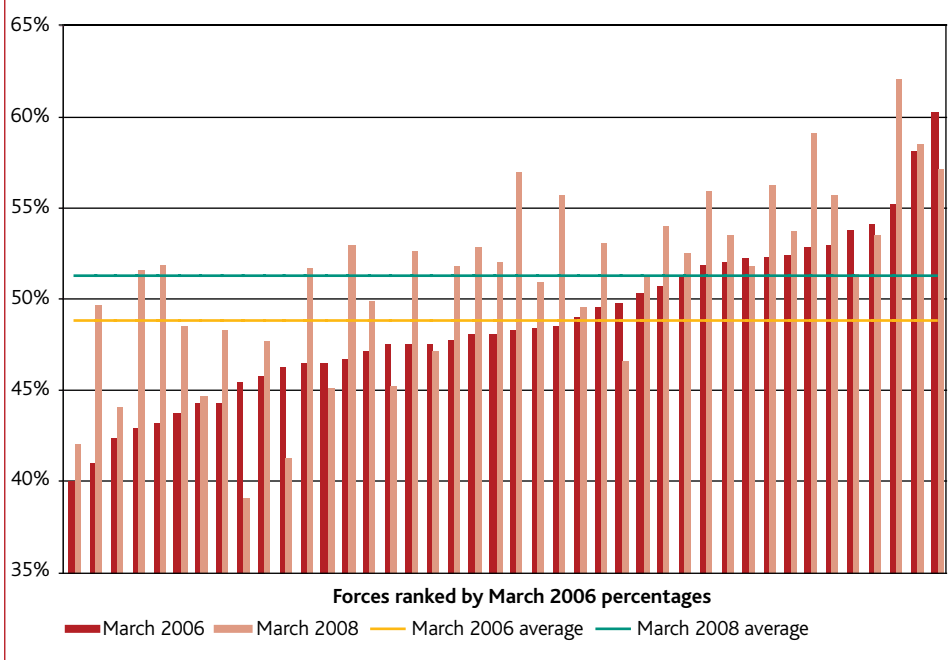
- 16.1 Outcomes for the public in a policing area can be shown with the confidence measures in the statutory performance indicators (SPIs) and taking account of local survey data where that is available. While survey data has limitations, and perceptions may be subject to external factors, these provide a comparable evidence base upon which to build.
- 16.2 Over the last three years there has been a distinct improvement in public confidence in the police, although the step change sought has yet to be achieved. The improvement began four years ago and is striking given the decreasing levels of confidence for almost 20 years to 2001/02 before a steady improvement between 2003/04 and 2007/08 of six percentage points.
- 16.3 The SPIs used for Neighbourhood Policing illustrating the change in force performance between 2005/06 and 2007/08 are shown in the three charts that follow.

**SPI 2a – Percentage who think their local police do a good or excellent job**

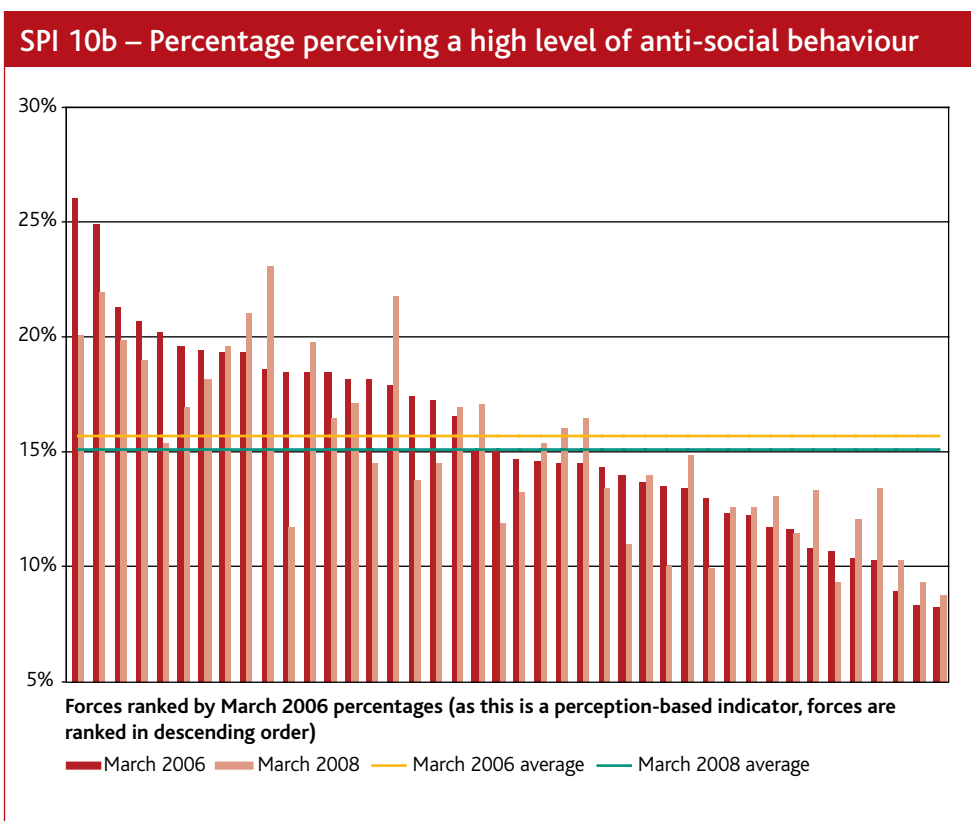


16.4 Between March 2006 and March 2008 there was a 2.1 percentage point increase in people who think their local police do a good or excellent job. There was a decrease in seven forces, with the majority of forces demonstrating improvement.

**Key diagnostic indicator – Percentage of people who agree that 'local police are dealing with anti-social behaviour and crime that matter in this area'**



- 16.5 Between March 2006 and March 2008 there was a 2.4 percentage point increase in people who agree that 'local police are dealing with anti-social behaviour and crime that matter in this area'. There was a decrease in ten forces, with the majority of forces demonstrating improvement.



- 16.6 Between March 2006 and March 2008 there was little change overall in people perceiving a high level of anti-social behaviour.
- 16.7 Fifteen forces demonstrated being significantly better than their most similar force average from April 2007 to March 2008 or significantly improved on their own performance since 2005/06 in one or more of the confidence measures above by the end of March 2008.
- 16.8 Thirty-nine forces have instigated confidence measures performance management at force level, with the majority having developed Neighbourhood Policing-specific elements in their local surveys which they are able to analyse for local neighbourhood progress.

### Merseyside Police – public perception tracking survey

In Sefton, the Safer and Stronger Communities Partnership (SSCP) undertakes public perception tracking surveys which also produce statistically relevant findings for each local area committee area. The partnership has engaged the services of an independent market research company to administer a Safer and Stronger Public Perception Survey.

The SSCP has two surveys that incorporate qualitative survey questions. Approximately 820 residents are surveyed in Sefton each month so that a reliable perceptions and priorities picture can be established within the borough.

Interviewees are informed about how their contribution to the process allows them, collectively and individually, to influence local decisions and the responsiveness of services. The survey results represent the views of the general community and allow the partnership to track perceptions over time with statistical reliability, enabling it to better understand perceptions and how they change as a result of interventions by police and partners.

Different communities have different perceptions of risk and their resilience to problems within their community. The partners better understand local concerns and priorities and can draw on those operationally and align them more closely to National Intelligence Model business processes. In addition, the partnership works with the community empowerment network to ensure that, as far as possible, the views of all sections of the community feature in the work of the partnership.

The strategic intelligence assessments (SIAs) process brings together two robust systems:

- analysis of quantitative data by the multi-disciplinary analysis and intelligence team, which also combines this information with data from the Safer and Stronger survey, to ensure that local concerns are at the centre of the approach to the SIAs and action plans; and
- production of an SIA for each of the seven local area committee areas, which are broadly comparable with the police neighbourhood and area neighbourhood management areas, to allow a degree of strategic and operational consistency from all partners.

- 16.9 Overall, the responsiveness of forces to surveys was mixed, with at least nine forces not applying the same weight to confidence and satisfaction qualitative measures as to reduction and detection results. Within those forces that do focus on the qualitative, the emphasis placed on the confidence and satisfaction measures varies from adequate to exceptionally strong. HMIC anticipates that this will improve in the light of their inspection and the Citizen Focus agenda outlined in the Green Paper.

### Results – reality testing

- 16.10 HMIC carried out reality testing in order to check the developments towards embedding Neighbourhood Policing and to test the outcomes as they would appear to a citizen.
- 16.11 The reality testing was conducted in two waves. Firstly, there was a central reality testing methodology which checked the websites of all forces with a focus on ease of access and being able to contact a dedicated team member. If contact was not

immediate an email was sent to the neighbourhood team and, at the same time, the force-publicised contact number was dialled and a specified neighbourhood was asked for. Secondly, in-force reality tests were conducted. These included visits to front counters, unannounced attendance at publicised neighbourhood meetings and speaking with community members and local businesses.

- 16.12 Louise Casey's report *Engaging Communities in Fighting Crime*<sup>20</sup> raised concerns regarding the consistency and currency of Neighbourhood Policing information provided by forces. The HMIC reality testing pursued forces' contact links to individual teams and overall the outcomes of the testing were found to be extremely positive. Contact was made directly with the Neighbourhood Policing team in a quarter of the forces at first attempt and for the remainder contact was routed through messaging or a contact centre. Neighbourhood Policing teams made contact within 48 hours.
- 16.13 HMIC was impressed with the development of websites including photographs of Neighbourhood Policing staff with their contact details. Ease of contact was demonstrated in the vast majority of cases although the navigation of many sites could be improved. Websites included a postcode look-up facility in 40 forces through links on the force's home page, with a map or street search facility in the remainder of forces. This is a significant development achieved in a relatively short timeframe, and acknowledges the investment of commitment and funding.
- 16.14 Some poor experiences included voicemail going to a service provider recording, out-of-date automated greetings and no Neighbourhood Policing team photographs being displayed, but these were very much the minority – less than 5% of the central reality tests revealed such flaws.

### Recommendation 5

HMIC recommends that forces review the contact mechanisms for Neighbourhood Policing, including 'out-of-office', voicemail and response protocols, so that consistent standards are applied and clarity provided for the user.

## 17 CONCLUSIONS

- 17.1 The Government has supported funding for the next three years, underpinning the effective resourcing of Neighbourhood Policing.
- 17.2 Police community support officer funding from partners, including local authorities, is less secure. Forces and police authorities will need to ensure continued support to maintain effective resourcing of Neighbourhood Policing as well as manage the competing demands for resources for other policing areas.
- 17.3 As identified by Sir Ronnie Flanagan's *Review of Policing*,<sup>21</sup> the maintenance of Neighbourhood Policing is vitally important in supporting three areas that improve the sense of connection with, and confidence in, the police, namely:

<sup>20</sup> Cabinet Office (2008), *Engaging Communities in Fighting Crime: A review by Louise Casey*.

<sup>21</sup> Flanagan, R (2008), *The Review of Policing: Final report*. Available at [http://police.homeoffice.gov.uk/publications/police-reform/Review\\_of\\_policing\\_final\\_report](http://police.homeoffice.gov.uk/publications/police-reform/Review_of_policing_final_report)

- answerability;
  - responsiveness; and
  - structural accountability.
- 17.4 From the findings from the National Reassurance Policing Programme, and other research such as the Chicago Alternative Policing Strategy, there is compelling evidence about the disproportionate impact of local disorder and problems on public confidence and feelings of safety.
- 17.5 A core aim of Neighbourhood Policing is to engage with local people to identify and tackle such issues. This inspection reaffirms:
- **access** – to policing or community safety services through a named point of contact;
  - **influence** – over community safety priorities in their area;
  - **interventions** – joint action with communities to solve problems; and
  - **answers** – sustainable solutions to problems and feedback on results.
- 17.6 Answerability includes police teams dedicated to solving local problems with all Neighbourhood Policing teams being accessible to their communities; allowing the teams to understand and agree what their local priorities for action are with the public; and informing the public about what action has been taken and progress made in tackling crime and anti-social behaviour in their area. Confidence in the police and their partners can be further enhanced through visible, targeted action – restorative justice within communities.
- 17.7 The *Review of Policing* recognises that local priorities identified through Neighbourhood Policing teams and Local Area Agreements are not able to be addressed by police activity alone. They need an effective, joined-up partnership approach to respond to the issues.
- 17.8 This inspection concurs with *Practice Advice on Professionalising the Business of Neighbourhood Policing* that it is necessary for the identification of neighbourhood priorities to be consistently managed through resources beyond those that are solely police resources and responses.
- 17.9 The future development of successful Neighbourhood Policing in addressing neighbourhood concerns, and building trust and confidence across communities, lies in its active integration within an effective Neighbourhood Management<sup>22</sup> model.
- 17.10 A number of forces have taken significant steps towards a Neighbourhood Management model. There are innovative examples of co-location of neighbourhood teams and developing practice, dealing with the identified priorities as they impact on the quality of life within communities. These include information-sharing protocols, joint problem-solving databases, joint surveys and briefing and training across partnerships.

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<sup>22</sup> Neighbourhood Management extends Neighbourhood Policing into working with local agencies and the community to improve services at a neighbourhood level, in particular quality of life issues such as better management of the local environment, increasing community safety, improving housing stock, working with young people and encouraging employment opportunities.

### 17.11 HMIC considers that:

- overall Neighbourhood Policing is becoming embedded in core police work with real indications of improved public confidence and trust in the police;
- neighbourhoods are generally appropriately staffed by Neighbourhood Policing teams, who have the basic training and resourcing to engage with communities;
- a range of engagement methods are being used, from traditional meetings to innovative use of key individual networks, street briefings and surgeries to develop engagement opportunities;
- there is greater scope to develop approaches for Neighbourhood Policing teams in designing engagement plans – to be truly accessible and able to engage all areas of every neighbourhood, particularly the vulnerable, in order to ensure that there is an opportunity to identify, influence and agree the solutions to the neighbourhood priorities; and
- effective public engagement and service is a golden thread to be integrated through the entire police service, remembering that the public do not view police functions separately as 'Neighbourhood Policing', 'response', and 'investigation' but instead as 'their local police service'.

17.12 The purpose of Neighbourhood Policing remains to deliver the right people at the right places and in the right numbers, in order to create neighbourhoods that are safe and that feel safe.

17.13 HMIC concludes that Neighbourhood Policing is at the early stages of being embedded, and guaranteed success should not be taken for granted. For step changes in trust, satisfaction and confidence measures to be made, Neighbourhood Policing has to be fully embedded in police work over the next three years. This can only be achieved through continued commitment and investment from the service, the Association of Police Authorities and the Home Office and from communities and individual citizens themselves.



**Inspection  
findings:  
Developing  
Citizen Focus  
Policing**

## 18 LEADERSHIP

- 18.1 As with Neighbourhood Policing, strong strategic leadership consistently demonstrated over a number of years was found to be the most significant determining factor of the extent to which Citizen Focus has become established across a police force. This was particularly the case in the forces that were identified as exceeding the standard (Dorset, Hertfordshire and Lancashire).
- 18.2 The chief officers of the three police forces that exceeded the standard established a Citizen Focus policing agenda that permeated throughout their organisations into clear standards of service delivery and a culture of listening to and engaging with the community and individuals. This strategy was reflected internally and externally and observed by HMIC as 'the way the force does business', securing a continuous improvement in public satisfaction. These forces were also innovative in their approach to Citizen Focus.

### Dorset Police – clear vision and values

Before drafting Dorset Police's vision and values, the community and staff were consulted about their expectations of the force. It was clear to the HMIC inspectors from the understanding shown by staff and the communications displayed across the force that its vision and values are embedded throughout the organisation. The force has clear and innovative branding and is a market leader, receiving recognition in national publications such as *Police Professional*, and Home Office and National Policing Improvement Agency publications. It also received excellent gradings in 2005 and 2006 from the HMIC inspection of customer service and accessibility.

The force provides strategic leadership, and is active in the way it systematically refines its policing service to improve the citizen's experience. The force has demonstrated a consistent approach to citizen-focused policing over a five-year period, during which time the Chief Constable and other members of the chief officer team have ensured that there is a continuity of events, long-term commitment and positive leadership.

Reinforcement of the force's vision and values is carried out by the chief officer team at every opportunity, particularly through the annual policing plan launch which is attended by every supervisor and manager, and where the Chief Constable delivers a presentation and discussion forum on the force's vision and values. Senior managers also attend a six-monthly leadership event with an emphasis on Citizen Focus.

### Hertfordshire Constabulary – Citizen Focus policing a key priority

Citizen Focus policing has continued to feature as a key priority in annual policing plans since 2005.

The chief officers and the police authority provide strategic direction for the force through the Statement of Purpose and the service commitment. These objectives are widely publicised across the county through the website, newsletters and the force newspaper *Herts Beat*. Within the force, the objectives are circulated and displayed, and staff demonstrate how they work to deliver them. The force strapline – 'The Personal Touch' – is indicative of its commitment to improving confidence and satisfaction.

Customer service desks are present in the three force areas. While initially used to contact victims of crime through scheduled appointments, they have now developed to ensure compliance with the Victims' Code of Practice and keeping victims updated.

### Lancashire Constabulary – strategic lead from the Chief Constable

The Chief Constable provides strong personal leadership to Citizen Focus. He is the Association of Chief Police Officers lead on standards and quality and also led work into the development of the National Quality of Service Commitment. He provides a national lead, challenging the way in which policing is delivered in every neighbourhood and through each encounter members of the public have with the service. The Chief Constable has provided to HMIC a strategic overview and vision of developing a citizen-focused approach.

The Sustaining Excellence programme is the constabulary's vehicle for change, which was developed with the support of external consultants, ODRL, around the constabulary's drive to deliver a citizen-focused service, dealing with the less tangible issues. As the result of an ODRL survey in 2007, the Sustaining Excellence team has developed action plans to move the constabulary from 'good' to 'great'.

The programme is focused on shifting the organisation's culture towards:

- understanding that members of the public are its highest priority;
- believing that 'getting it right first time' is paramount in delivering quality and Sustaining Excellence;
- working together with the community, its partners and each other to address problems and protect individuals and communities from serious harm;
- encouraging its employees to be proud of themselves and the organisation they work for;
- being visible, accessible and accountable for local policing issues; and
- treating people politely, with respect and dignity, recognising that everyone is unique.

18.3 The significant role played by front-line supervision to ensure the delivery of a quality service is recognised by the service and reinforced by the HMIC *Leading from the Frontline* thematic inspection.<sup>23</sup> Two recommendations in particular emphasise the role of the supervisor:

- "Forces need to develop a culture that enables front-line sergeants to exercise discretion, professional judgement, risk management, and intrusive supervision in support of service delivery and adherence to standards of professionalism"; and
- "Forces should clearly articulate to all staff the importance attached to effective frontline leadership and supervision and the priority they place on sergeants as leaders, coaches, mentors and custodians of excellence in service delivery. High visibility and a proactive style should be pivotal."

18.4 This HMIC inspection reinforces the need for continued development of supervision with a specific focus upon the citizen and the quality of service provided to them.

18.5 Reward and recognition for staff are widespread across the service. HMIC was pleased to see most forces having specific awards for Neighbourhood Policing that

<sup>23</sup> HMIC (2008), *Leading from the Frontline: Thematic inspection of frontline supervision and leadership, at the rank of sergeant in the Police Service of England and Wales*. Available at <http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/Frontline/>

go beyond traditional commendations. However, specific awards for Citizen Focus or quality of service were not widespread, thus failing either to emphasise the value that the service places on Citizen Focus or to recognise excellent work. It is important that reward and recognition processes reinforce and accurately reflect the goals of a force, including good customer service.

## 19 POLICY AND STRATEGY

- 19.1 Setting a clear strategy on being citizen or people focused and putting people first has resulted in considerable progress in a small number of forces. These forces placed sustained and significant importance on getting service users' views and feedback. They demonstrate that substantial changes to service delivery are made as a result of feedback, and that the overall experience from the user's point of view is improved.

### West Mercia Constabulary – engaging with the community to influence strategy

A joint community engagement strategy between the force and police authority identifies the means by which public opinion is gathered and taken into account. The objectives in the strategy are:

- being accessible, visible and listening to the public in order that their views influence the force's strategies, decision making and how the force does things, and being open and transparent in how their views are taken into account;
- making sure that the public understand how they are able to access the force's services and how they are able to have a say; and
- ensuring that a range of consultation and engagement approaches have been developed to ensure that the views of diverse communities are captured.

The strategy was reviewed in December 2007. Improvements have included rebranding the community engagement arrangements as Policing Matters Groups and introducing new-style public meetings, monitored by divisional policing boards, with representatives from the police authority, basic command unit senior management team, community safety partnership, PACT (Partners and Communities Together) meetings, Neighbourhood Watch, and elected members and other relevant people or groups.

### Governance and scrutiny

- 19.2 Eleven forces had only very recently established Association of Chief Police Officers (ACPO)-led boards and, consequently, some Citizen Focus plans were only in their early stages, with the necessary governance to progress a Citizen Focus ethos just beginning to take shape. Those forces with strong senior leadership and a commitment visibly dedicated to Citizen Focus had generally made the greatest advances.
- 19.3 It is critical to establish ACPO-led force-wide programmes to champion the mainstreaming of Citizen Focus. This would include, for example, performance reviews at force strategic level and for basic command units and departments.
- 19.4 Police authorities were generally well represented and engaged on strategic boards, providing scrutiny and support.

### Greater Manchester Police – Charting the Way

Charting the Way is Greater Manchester Police's (GMP's) strategic portfolio of programmes of change with Citizen Focus policing at its core.

Two of the programmes – Improving Local Policing and Supply and Demand – are about improving the way the force works to free up capacity and allow it more time to be citizen focused. A further two programmes – Excellent People and Leadership – are about building capability within the organisation, again to support the Citizen Focus delivery.

Charting the Way is a significant undertaking which demonstrates the force's commitment to Citizen Focus policing.

The programme is wide ranging and has the following vision: "GMP will fight crime and protect people by putting them at the heart of everything we do. We will do this by listening and responding to their needs and consistently delivering a top quality and compassionate service with the highest levels of integrity."

- 19.5 HMIC found that 21 forces have recognised the shift towards qualitative measures, fully integrating satisfaction and confidence into divisional and force performance management processes. This shift, however, was not as embedded and understood by staff at all levels in all forces. The performance framework in many forces remains focused on quantitative measures and quality considerations are not systematic and consistent. All too often, for example, response officers have performance development objectives that are solely quantity based rather than considering the quality of service delivery. More account must be taken of confidence and satisfaction reported by users to shape the style of service provided.

### Recommendation 6

HMIC recommends chief officers (working with the Association of Chief Police Officers, the Association of Police Authorities and the National Policing Improvement Agency) to develop a Citizen Focus programme which impacts on the whole organisation, ensuring strong corporate governance to implement and sustain change.

## 20 PEOPLE

### Culture

- 20.1 Given that Citizen Focus policing is a developing agenda, HMIC was pleased to see that in almost a quarter of forces inspected there was significant work being done to develop the necessary cultural shift to establish a true Citizen Focus approach, one that is becoming more embedded across the organisation, and that significant outcomes were being seen. However, those forces that had only fairly recently started to consider how they might improve their overall public satisfaction had yet to champion Citizen Focus policing in a substantial and cohesive way.

### Lancashire Constabulary – Sustaining Excellence and focusing on people

As outlined above, Sustaining Excellence is the force's programme that focuses on the key areas of people, processes, partners and performance. The people issues concentrate on the cultural change that is required to develop true Citizen Focus.

The constabulary recognises that this consideration has been underplayed in the past but, informed in part by the results of a cultural survey, the force is developing this area. A chief officer portfolio, assistant chief constable (people), has been created to provide leadership for all areas of development relating to people.

### West Yorkshire Police – seeking a cultural change

Following a force review, the Chief Constable has established five beacons for development of the force, one of which is specifically Citizen Focus centred: "Empowering staff to be creative and innovative in changing the organisation, taking local responsibility and accountability for improving policing and providing a quality, customer-focused service."

A comprehensive programme is under way, including seeking cultural change by:

- building greater trust and confidence between the public and the force;
- taking problems seriously, accepting responsibility for them and telling people the results;
- going the extra mile and acknowledging others who do the same;
- making it personal – promoting responsibility, ownership, initiative and innovation;
- delivering on promises, challenging poor performance, and promoting professionalism and pride; and
- celebrating successes by giving reward and recognition.

- 20.2 Seeking to understand the needs of staff and communities involves conducting wide-ranging surveys and focus groups from which a development framework can be constructed. The inspection identified considerable work in progress in forces, including the development of cultural audits that enable an organisation to better understand the perceptions of its staff.

### **Dorset Police – focus on customers and delivering a positive experience**

The force has two strategic objectives – ‘to make Dorset safer and to make Dorset feel safer’ – supported by an operational priority to secure trust and confidence. The force focuses on customer emotion and delivering a positive experience.

Leadership selection involves a lay panel that is independent of the force and solely responsible for assessing Citizen Focus, an essential criterion for promotion.

The force recognises the virtuous cycle of three related areas that lead to improved public confidence: valuing staff, customer focus and community engagement. These elements have been reviewed and each broken down further to identify key parts.

The force carried out a variety of focus groups and surveys which identified that people should be put at the centre of events.

Staff surveys have identified an expectation that they should be professional, motivated, supported, respected and valued.

Community focus groups identified the customer expectation that they should be listened to, understood, kept informed, protected and safe.

These expectations have since formed an integral part of the force vision and values and the experience shaped for the needs of the citizen.

### **Cambridgeshire Constabulary – Citizen Experience programme**

The force has employed a consultancy company to help identify the views of the public and staff in order to establish what constitutes good service. This involves market research with the public and an internal cultural audit as part of the Citizen Experience programme. The force has recognised that there is a need to change the mindset of the organisation from focusing on crime performance to delivering a quality service – for example, placing the emphasis on delivering the right service and conducting a good investigation – which in many cases will underpin an increased likelihood of detecting the crime.

### **Learning and development**

- 20.3 There is little evidence of the identification of training needs across the service to promote the development of a positive citizen experience. There are bespoke training and awareness courses for limited specific functions but not often an inclusive approach for all staff. HMIC considers that all staff should have a thorough understanding of what Citizen Focus is, and what each staff member’s role is in delivering a first-class experience for the user of the service.

- 20.4 Twelve forces are explicitly integrating Citizen Focus into performance and development review processes, including 'SMART' objectives.<sup>24</sup> Additionally, supervisors are carrying out a set number of callbacks to those members of the public attended to by officers and staff, to monitor the quality of the service and give feedback to the staff member concerned.
- 20.5 Organisational learning is equally important for forces in ensuring that feedback loops are established and the findings analysed to see where there are performance gaps, from which learning and development needs can be identified. The inspection examined how forces learnt from quality of service complaints and found that there were effective processes that shaped service delivery in 27 forces but inconsistency in how the remaining forces sought to learn from complaints.

## 21 PROCESSES

### Engagement

- 21.1 The emphasis on seeking service users' views varied across forces. HMIC found that increasingly forces were very proactive in surveying and consulting users and communities, with a minority following a narrower approach which focused to varying degrees on functions such as contact management, Neighbourhood Policing and dealing with victims and witnesses, including through the criminal justice process.
- 21.2 This tendency to consider the quality issue in 'silos', or as it applies to one particular function, means that opportunities to identify critical points that impact on service users are not always identified. This is particularly relevant to one area where lower satisfaction is reported: securing feedback or giving a regular update to an individual.
- 21.3 The service needs to develop a comprehensive approach to engage with customers and communities, shape services from their feedback, and place the citizen at the centre of the service. This applies to all parts of the organisation by developing a culture where the needs and priorities of the citizen are understood and responded to by staff.
- 21.4 Thirty-two forces have made significant investment in surveys and engagement. They are being proactive in seeking views and community participation. Overall, there is an inconsistent emphasis placed on public satisfaction, with varying degrees of robust performance management scrutiny that ranged from a focus on quantitative crime reduction and detection performance to a comprehensive balanced approach that is keenly attentive to qualitative measures at force, basic command and neighbourhood level.

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<sup>24</sup> SMART objectives are based on being Specific, Measurable, Achievable, Realistic and Timely.

### Developing practice

#### Hertfordshire Constabulary – Operation Repro: enhanced quality of service for vehicle crime

In 2007, Hertfordshire Constabulary started Operation Repro, initially as a pilot but then expanded across the force. The stated aims of Operation Repro were to support the force objectives to:

- improve public confidence and satisfaction in the services provided by the police;
- reduce crime; and
- bring more offences and offenders to justice. In particular, to increase the number of sanction detections for vehicle crime.

Initially, motor vehicle crime attendance policy was described as a 'mandatory'. However, after the pilot, this evolved into the Citizen Focus 'needs-based' attendance policy, which recognised that not all victims of car crime actually want personal attendance.

Operation Repro set out the role and responsibilities of each group of police personnel to support the 'customer journey', that is, starting with first point of contact, whether that was by telephone or in person, through to the dispatch of an investigative unit, forensic examination, crime reporting and, importantly, keeping victims informed about the progress of their case.

User satisfaction surveys for Operation Repro started and were carried out over three months.

'Quick time' analysis was carried out each week to provide up-to-date feedback on the impact that the new processes were having. Lessons learnt were quickly fed back to service providers.

The same model of user satisfaction surveying was applied to several other areas including Operation Enhance (victims of burglary), anti-social behaviour victims and violent crime victims.

Hertfordshire Constabulary's user satisfaction for the overall service provided (SPI 1e) for 2007/08 is 85.3%, significantly above their most similar force average.

### Recommendation 7

HMIC recommends that forces develop mechanisms/approaches to ensure that service users' views are utilised in reviewing the service provided. (Account needs to be taken of direct users, but also those in the wider community who may not come into direct contact, but who are influenced by others or the media.)

#### Integrating Citizen Focus and operational activity

- 21.5 Stronger performing forces had established Citizen Focus boards, led by a chief officer with police authority representation. They are developing a comprehensive approach, engaging staff, and developing a range of internal and external activities designed to understand and improve customer service and delivery, including the 'customer experience/journey'.

### Northumbria Police – the 2020 Vision

The force's 2020 Vision is supported by the Total Policing strategy and aims to build trust and confidence in the community and reduce crime and disorder. The core values of the 2020 Vision state that through effective leadership and communication at all levels of the organisation, the force will ensure that every member of staff continues to build on their strengths to deliver effective, efficient and professional policing services by:

- embracing the Total Policing philosophy to ensure that Northumbria Police maintains its pre-eminent position as one of the highest performing police forces in the UK; and
- taking pride in all that it does, putting the perspective of the citizen first and applying the principles of integrity and high-quality service delivery enshrined in its six ethical principles, namely to be attentive, responsive, reliable, skilled, polite and fair.

- 21.6 As identified in the *Review of Policing*, cutting bureaucracy, making the service more professional and freeing up police time are essential in order to create the capacity to provide the highest levels of service that in turn should improve confidence and satisfaction levels.

### Developing practice

#### Staffordshire Police – reducing bureaucracy

A number of executive-led areas and initiatives have been developed to maximise the effect for front-line staff and customers.

#### Review of crime recording

Reporting systems and the targets faced around sanctioned detections have led to a quantitative performance and numbers-based culture. There is a need to recognise the disparity between what the public believes to be a crime and how the police deal with it in the most effective, efficient and customer-focused way. There is a clear 80:20 split in respect of the crimes that are recorded, with 20% of reported crime relating to serious crime such as serious assault and acquisitive crime. Changes seek to streamline recording processes to focus on a resolution that meets the needs of the customer, while still ensuring that delivering a quality investigation will result in bringing offenders to justice for serious crimes. This slimline reporting of crime for local issues will seek to address the National Crime Recording Standard and National Standards for Incident Recording, while cutting the reporting form down in size considerably.

#### Activity analysis

Staffordshire has stopped using activity-based costing to reduce the burden on front-line staff. Alternative ways of measuring performance are being captured through IT solutions that also provide data. Back-office support staff have also been freed up which means that there can be a greater focus in further surveying and consultation work around quality of service delivery.

#### Road traffic reporting forms

The use of road traffic reports has been reviewed and the capture of data and information again reduced. Areas that were specifically targeted were the recording of data for other agencies that did not enhance or improve the delivery of service or safety within the community. The document has been reduced from 14 to seven pages.

### **Developing practice**

#### **Staffordshire Police – reducing bureaucracy (*continued*)**

##### **Domestic incident activity log**

Following police attendance at domestic incidents, officers were required to complete a lengthy document covering all aspects of the event. Previously, this document did not take account of an officer's discretion, leading to a process interaction rather than a customer interaction. Account was not taken of the severity of the incident, nor the need to complete a document when it was not always necessary. This process has been streamlined and, while it still ensures service delivery at domestic incidents, the bureaucracy is drastically reduced. The form has been reduced from 20 pages to five.

The crime recording process began in April 2008. Estimates suggest that over 40,000 front-line policing hours were saved in the first three months..

- 21.7 Forces identified as making really strong progress in championing Citizen Focus demonstrated clear branding, marketing and communication of standards across the organisation and to the public, often reinforced through a compelling vision underpinned by shared service values. Staff in these forces were found to know the standards and what was expected of them in delivering a quality customer experience to the public, partners and each other.

#### **Dorset Police – clear and consistent branding**

The clarity of branding on corporate messages is excellent. The branding is consistent, very visual and easily understood. The force uses the colours from the force crest and replicates them within the force banners containing its vision, values and expectations.

The force vision and values are communicated through a variety of means including the website, publications, vehicles and public events such as the Civic Day which is attended by partners and led by the Chief Constable.

- 21.8 Similarly, stronger performing forces have developed systems to capture feedback including quality of service complaints, designing clear learning processes and communicating learning across the organisation. Rigorous corporate governance enabled central monitoring and consistency but performance was managed in a way that did not inhibit local creativity.

#### **Warwickshire Police – framework to recover confidence**

A framework was set up to recover the confidence of members of the community who have received poor service and to bring about individual and organisational learning in developing excellent services for victims of crime, individuals involved in road traffic collisions and members of the community who have reported anti-social behaviour incidents.

Warwickshire County Council, which conducts the telephone survey work on behalf of the force, returns surveys electronically with the express permission of the person who has been surveyed, and outlines why they were satisfied or dissatisfied with the service. The survey travels electronically through data collection to the repository, which is held within the strategic support team for the local policing directorate, and is then transferred to quality assurance inspectors in the relevant local borough or district, who give individual feedback to officers and police community support officers.

### Warwickshire Police – framework to recover confidence (*continued*)

The survey team also makes repeat contact with the member of the public to provide additional feedback. The provision of both positive and negative feedback is believed to be a contributory factor to improving statutory performance indicator performance.

### Developing practice

#### West Midlands Police – Contact Counts

Contact Counts involves calling back identified victims of crime on a two-weekly basis by telephone to provide a full update on their case, establish their satisfaction with the service they have received and find out how the organisation can improve. Contact Counts is an opportunity for victims to express their thoughts and ask questions, and for the police to provide answers, ensure expectations are managed and learn from feedback. Further enquiries or actions can be taken if required such as police patrols, supervision involvement, further evidence gathering or the officer in charge (OIC) taking further action.

The process also establishes community groups' needs for greater police interaction, particularly with black and minority ethnic victims and, most recently, the over-65s. Callbacks are carried out two to three weeks after the incident.

Upon receipt of identified victims, their details are allocated to callback police officers on each of three sectors.

A pro forma is completed for each victim and analysed. Feedback of excellent work is sent to the OIC and supervisor; and lack of contact by the OIC is also explored and challenged. The lessons learnt from Contact Counts are distributed to officers through training days and feedback.

#### Devon and Cornwall Constabulary – callbacks to victims by chief officers

Chief officers regularly complete telephone callbacks to victims of crime. They are identified through telephone surveys, and where service delivery has fallen below expected standards. Chief officers address these points with the victims during the callback. This activity has had a significant impact on the performance of front-line officers, who have improved the quality of service delivered.

- 21.9 HMIC observed the positive efforts to raise standards in contact management, and in criminal justice witnesses and victims. Almost all forces had fully implemented the National Quality of Service Commitment and the Code of Practice for Victims of Crime. However, the communication and monitoring of those standards was not so consistent.
- 21.10 Maintaining the focus on core standards as well as developing the broader cross-organisational approach will enhance the individual's experience, delivering positive outcomes to the public. The introduction of the Policing Pledge will further focus forces' commitment to core standards.

### Recommendation 8

HMIC recommends that research is commissioned through the National Policing Improvement Agency to enhance the understanding of the Citizen Focus agenda and assist the service in identifying priorities to support and drive even higher levels of confidence and satisfaction.

## 22 PARTNERSHIPS AND RESOURCES

### Joint engagement

- 22.1 The challenge of delivering a service that is right for the individual is not just for the police service, but also for statutory partners and voluntary agencies. Developing partnerships with shared goals and values from which joint action is shaped can achieve significant results for individuals and communities.
- 22.2 Clarity on how public satisfaction can be effectively measured is essential. There is a continuing imperative for the service to work with the Home Office, the Association of Police Authorities and the Department for Communities and Local Government to ensure development of the proposed Public Service Agreement indicator, 'Whether people think that the police and their partners are dealing with the crime and anti-social behaviour issues that matter locally', following progress of the Green Paper.
- 22.3 The National Policing Improvement Agency is already engaged with the Citizen Focus agenda and is able to develop practice guidance and programmes to further embed Citizen Focus both at national and individual force level.
- 22.4 HMIC found a variety of effective partnerships that had developed programmes to enhance service delivery to the public.

#### **Hampshire Constabulary – the Single Non-Emergency Number Project (101)**

Hampshire Constabulary receives 290,000 calls to 999 every year, but only 30% are emergencies. Many people call 999 because they cannot remember the police or local council non-emergency number. The 400,000 calls made to the 101 number show that there is a genuine public need for a non-emergency number that is easy to remember and available 24 hours a day, seven days a week.

The Single Non-Emergency Number Project (101) is an important partnership initiative, complementing the police and local authority working arrangements. 101 is focused on ensuring effective communication between all partner organisations within Hampshire and the Isle of Wight.

In simple terms, 101 must ensure that all calls for service are assessed effectively and resolved, as far as possible, by telephone through giving advice and information. Calls that require further work must be routed to the correct service provider. The action taken regarding that call must be recorded so that the customer will be dealt with by a professional, individual service.

The 101 service can be used for reporting:

- graffiti, vandalism and deliberate damage to property;
- intimidation, harassment and begging;
- people being drunk or rowdy in a public place;

### Hampshire Constabulary – the Single Non-Emergency Number Project (101) (continued)

- people dealing drugs;
- fly-tipping, litter and waste;
- abandoned or nuisance vehicles;
- noisy neighbours or loud parties; and
- street lighting defects or damaged road signs.

The total number of incidents that were passed on to local authorities for action or information during 2007/08 was 114,686.

### West Mercia Constabulary – annual surveys

It is recognised that only 20% of customers are included in the survey sample prescribed under SPI 1e. Feedback on customer opinion is supplemented by the local annual crime and safety survey conducted jointly by the constabulary, police authority, 11 crime and disorder reduction partnerships covering the 13 local authority areas, the Worcestershire substance misuse action team and the safer roads partnership.

During 2007, some 60,000 residents were surveyed and 11,500 responses were received. The main sample was supplemented by a booster selection of people aged between 16 and 24, resulting in 8% of total respondents falling into this age category – an improvement from 2006 when they amounted to only 4%. The 2008 target is for 12% of respondents to be in this age group.

In addition, an internet-based crime and safety survey aimed at young people aged 10 to 15 years resulted in 2,159 responses. Questions have also been included for 2008/09 on behalf of the local criminal justice board. The survey has been promoted on the home page of the force website where online completion was encouraged.

- 22.5 While there are some exceptional examples of joint/partnership working delivering a much enhanced service to local people, there exists the opportunity to do more, and to learn and put into practice models that work, across the service.

### Recommendation 9

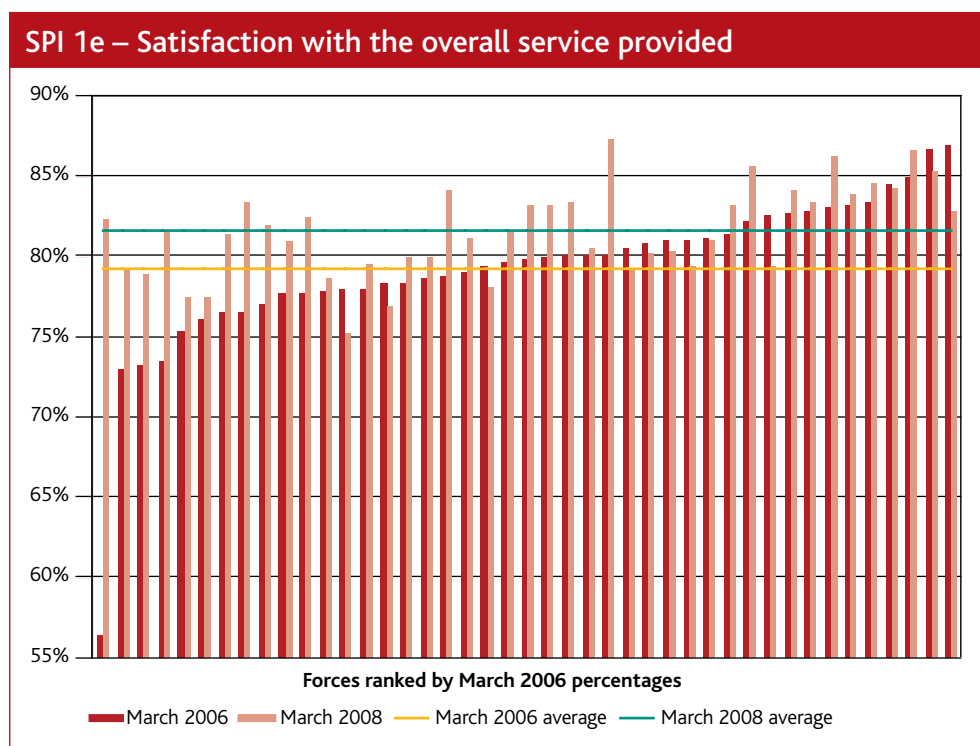
HMIC recommends that the service continues to press partners to prioritise quality of service, placing the citizen and communities at the heart of the agenda, and increasingly to deliver services jointly.

## 23 RESULTS

### Outcomes for the public

23.1 The outcomes for the public are shown through the satisfaction measures of the statutory performance indicators (SPIs) based on local survey data. While survey data has limitations, and perceptions may be subject to external factors, SPI data provides a comparable evidence base upon which to build. Over the past three years there has been a discernible improvement in public satisfaction with forces, although the step change sought has yet to be achieved.

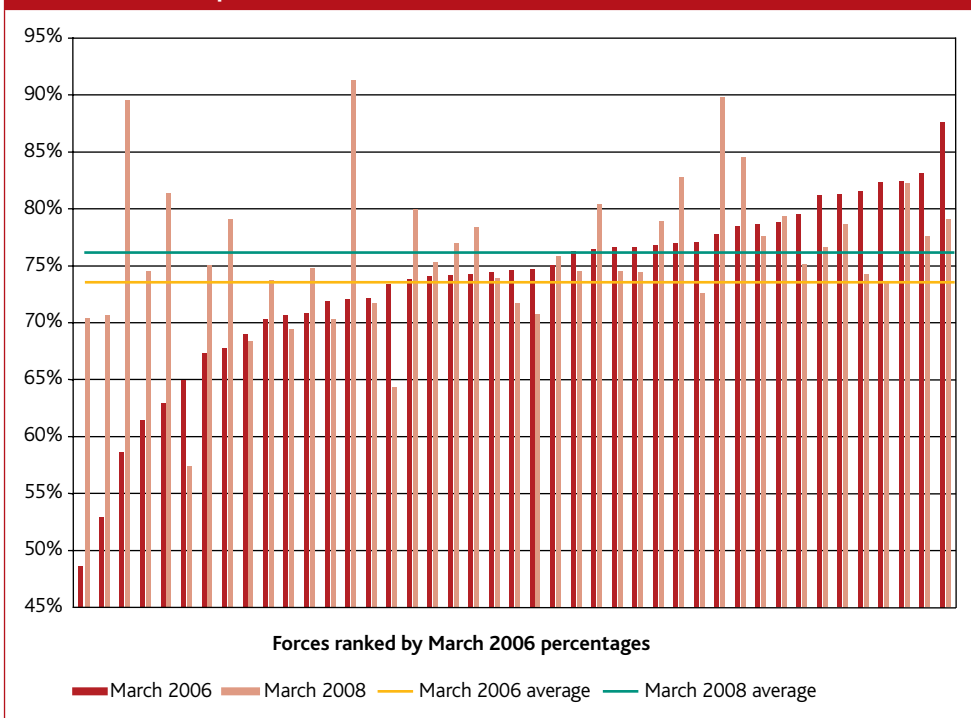
23.2 SPIs used for Developing Citizen Focus Policing are shown in the two charts below.



23.3 Overall, nationally there was a 2.3 percentage point increase in victims who are satisfied with the overall service provided between March 2006 and March 2008, to 81.6%. Thirty-one forces showed an increase in public satisfaction.

23.4 Given that Developing Citizen Focus Policing is a new agenda for the service, this is particularly encouraging and a very positive trend to build on as the service begins to understand more about improving the quality of service delivered to the citizen.

**SPI 3b (ii) – Satisfaction of black and minority ethnic victims with the overall service provided**



- 23.5 Overall, nationally there was a 2.6 percentage point increase in black and minority ethnic victims satisfied with the overall service provided, to 76.2%, between March 2006 and March 2008, but only 21 forces showed an increase in satisfaction of black and ethnic minority victims of crime.
- 23.6 Most forces, however, had only a partial understanding of the gap – the difference between satisfaction of white victims and that of black and minority ethnic victims with the overall service provided – which in turn inhibited understanding of how to narrow the perception gap.
- 23.7 Those forces with more robust governance have scrutinised satisfaction measures, including seeking to understand the disparity between white and black and minority ethnic responders, where black and minority ethnic victims reported that they were less satisfied with the overall experience.

**Recommendation 10**

HMIC recommends that the Association of Chief Police Officers and the Association of Police Authorities ensure that performance and reward frameworks fully reflect qualitative issues, and that staff are fully engaged and understand the Citizen Focus agenda; this may require sustained programmes to support cultural change.

### Cambridgeshire Constabulary – Chief Constable leads on Citizen Focus

The Chief Constable is personally leading on developing Citizen Focus within the force. She gives presentations at leadership seminars and is the driver behind the Putting People First programme and the embedding of a behavioural strategy. She is emphasising a message that performance and Citizen Focus can and must coexist, and that one feeds the other, along with the message that targets are important, but within a performance improvement culture where standards are shaped by the public.

The developing Putting People First programme aims to tailor services to the individual citizen with key messages including: "Good service is not one size fits all, but takes into account what the citizen values".

### Leicestershire Constabulary – National Policing Improvement Agency review of Citizen Focus

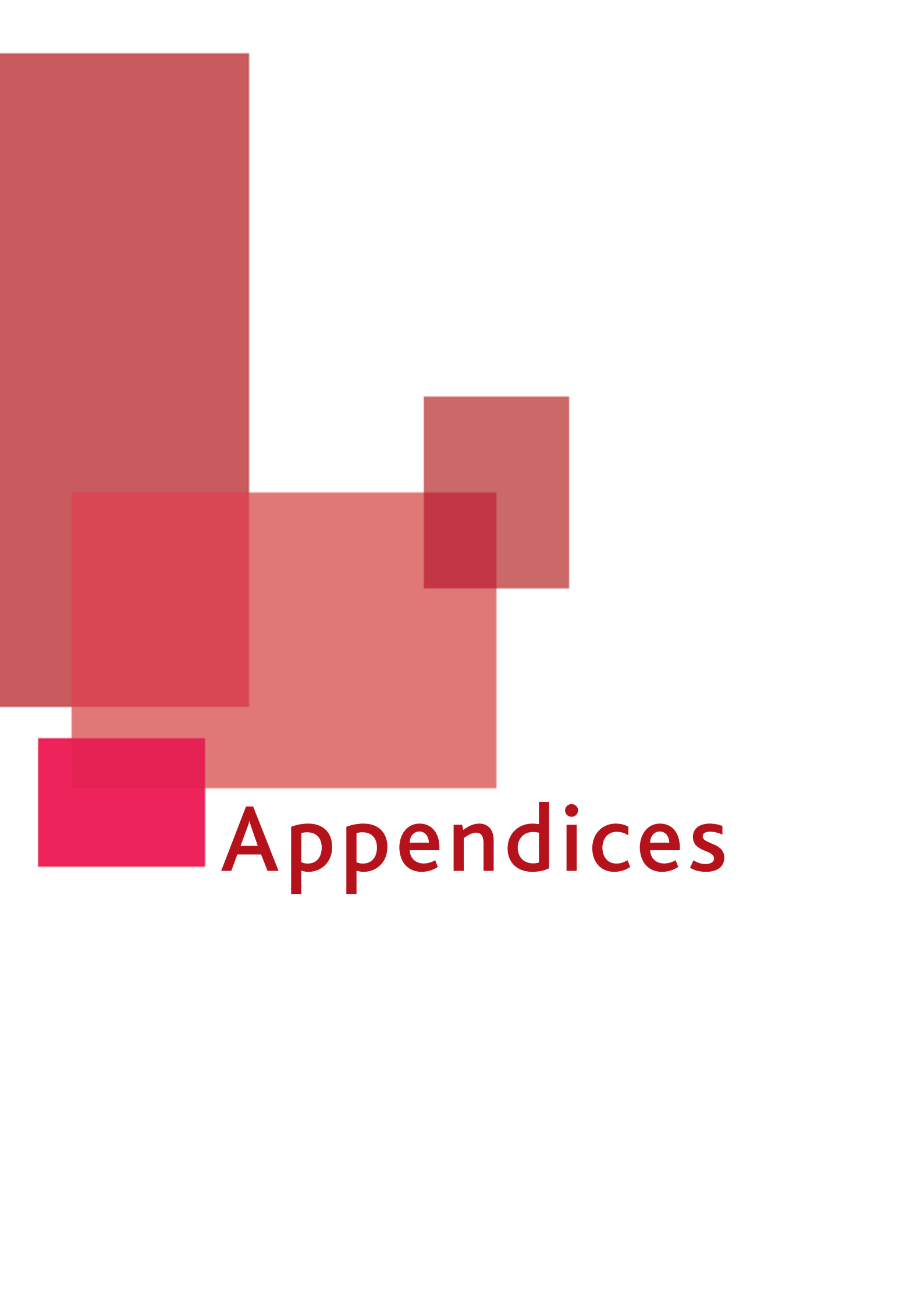
In October 2007, the National Policing Improvement Agency conducted a peer review of Citizen Focus and Neighbourhood Policing and made the following comments: "There has been a great deal of work carried out to develop structures and processes to ensure that Citizen Focus is fully embedded in Leicestershire. 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."

## 24 CONCLUSIONS

- 24.1 A clear vision has been set out for a criminal justice system that puts victims at its heart and in which the public are confident and engaged.
- 24.2 Clear, sustained commitment and leadership are paramount in ensuring that the needs and priorities of citizens are understood and taken into account – then designing and delivering services as a result of that understanding.
- 24.3 The evidence base for Citizen Focus is not yet as developed as the one for Neighbourhood Policing. More research and the development of quality systems, advice and guidance are necessary in order to support the service as it builds on the progress reflected in this report.
- 24.4 Forces that have secured improved performance (demonstrated through significant improvement in satisfaction measures) have, in the main, developed programmes over time that underpinned that improvement.

- 24.5 The approach of the three forces assessed as 'exceeding the standard' was embedded across the service: not only were service standards in place and closely monitored, but also a substantial effort was made to engage customers and communities to obtain feedback in order to shape services which, in turn, led to improved satisfaction levels.
- 24.6 HMIC is encouraged that a similar approach is under way in many forces, highlighted by the strengths and developing practice within this and the force reports, and considers that a holistic approach will continue to pay dividends in building citizen satisfaction and trust.
- 24.7 The holistic approach includes effective performance management with a keen focus on service quality as well as on quantitative measures for command units and departments across organisations, and individuals – ensuring that there is a strong link to staff performance objectives reflecting quality issues, including recognition and reward for individuals, as well as development needs to improve Citizen Focus policing skills and understanding.
- 24.8 HMIC concludes that, while a considerable amount of improvement and development has been undertaken, a modest baseline has also been established upon which a long-term programme and comprehensive framework can be further developed, supported by the National Policing Improvement Agency, to fully embed Citizen Focus across forces.



# Appendices

## APPENDIX 1: GRADINGS OF FORCES – NEIGHBOURHOOD POLICING AND DEVELOPING CITIZEN FOCUS POLICING

FORCE	Neighbourhood Policing grade	Developing Citizen Focus Policing grade
Avon and Somerset	Meets <sup>25</sup>	Meets
Bedfordshire	Meets	Meets
Cambridgeshire	Meets	Meets
Cheshire	Meets	Meets
City of London	Meets	Meets
Cleveland	Meets	Meets
Cumbria	Meets	Meets
Derbyshire	Meets	Meets
Devon and Cornwall	Meets	Meets
Dorset	Meets	Exceeds <sup>26</sup>
Durham	Meets	Meets
Dyfed-Powys	Meets	Meets
Essex	Meets	Meets
Gloucestershire	Meets	Meets
Greater Manchester	Meets	Meets
Gwent	Meets	Meets
Hampshire	Meets	Meets
Hertfordshire	Meets	Exceeds
Humberside	Meets	Meets
Kent	Meets	Meets
Lancashire	Exceeds	Exceeds
Leicestershire	Meets	Meets
Lincolnshire	Meets	Meets
Merseyside	Meets	Meets
Metropolitan	Meets	Meets
Norfolk	Meets	Meets
North Wales	Meets	Meets
North Yorkshire	Meets	Meets
Northamptonshire	Meets	Meets
Northumbria	Meets	Meets
Nottinghamshire	Meets	Meets
South Wales	Meets	Meets
South Yorkshire	Meets	Meets
Staffordshire	Meets	Meets
Suffolk	Meets	Meets
Surrey	Meets	Meets
Sussex	Meets	Meets
Thames Valley	Meets	Meets
Warwickshire	Meets	Meets
West Mercia	Meets	Meets
West Midlands	Meets	Meets
West Yorkshire	Meets	Meets
Wiltshire	Meets	Meets

<sup>25</sup> Meeting the standard.

<sup>26</sup> Exceeding the standard.

## APPENDIX 2: THE POLICING PLEDGE

**The Police Service in England and Wales will support law-abiding citizens and pursue criminals relentlessly to keep you and your neighbourhoods safe from harm. We will:**

1. Always treat you fairly with dignity and respect ensuring you have fair access to our services at a time that is reasonable and suitable for you.
2. Provide you with information so you know who your dedicated Neighbourhood Policing Team are, where they are based, how to contact them and how to work with them.
3. Ensure your Neighbourhood Policing Team, and other police patrols, are visible and on your patch at times when they will be most effective and when you tell us you most need them. We will ensure your team are not taken away from neighbourhood business more than is absolutely necessary. They will spend at least 80 per cent of their time visibly working in your neighbourhood, tackling your priorities. Staff turnover will be minimised.
4. Respond to every message directed to your Neighbourhood Policing Team within 24 hours and, where necessary, provide a more detailed response as soon as we can.
5. Aim to answer 999 calls within 10 seconds, deploying to emergencies immediately giving an estimated time of arrival, getting to you safely, and as quickly as possible. In urban areas, we will aim to get to you within 15 minutes and in rural areas within 20 minutes.
6. Answer all non-emergency calls promptly. If attendance is needed, send a patrol giving you an estimated time of arrival, and:
  - If you are vulnerable<sup>27</sup> or upset, aim to be with you within 60 minutes.
  - If you are calling about an issue that we have agreed with your community will be a neighbourhood priority (to be listed as appropriate), and attendance is required, we will aim to be with you within 60 minutes.
  - Alternatively, if appropriate, we will make an appointment to see you at a time that fits in with your life and within 48 hours.
  - If agreed that attendance is not necessary we will give you advice, answer your questions and/or put you in touch with someone who can help.
7. Arrange regular public meetings to agree your priorities, at least once a month, giving you a chance to meet your local team with other members of your community. These will include opportunities such as surgeries, street briefings and mobile police station visits which will be arranged to meet local needs and requirements.

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<sup>27</sup> A caller may be vulnerable for a number of reasons – including age, disability or personal circumstances, e.g. a history of recent racist attack.

8. Provide monthly updates on progress, and on local crime and policing issues. This will include the provision of crime maps, information on specific crimes and what happened to those brought to justice, details of what action we and our partners are taking to make your neighbourhood safer and information on how your force is performing.
9. If you have been a victim of crime, agree with you how often you would like to be kept informed of progress in your case and for how long. You have the right to be kept informed at least every month if you wish and for as long as is reasonable.
10. Acknowledge any dissatisfaction with the service you have received within 24 hours of reporting it to us. To help us fully resolve the matter, discuss with you how it will be handled, give you an opportunity to talk in person to someone about your concerns and agree with you what will be done about them and how quickly.

We want to do our best for you but if we fail to meet our pledge we will always explain why it has not been possible on that occasion to deliver the high standards to which we aspire and you deserve.

### APPENDIX 3: GLOSSARY

ACPO – Association of Chief Police Officers

APEX – Achieving Performance Excellence

BCU – basic command unit

BOCU – borough operational command unit

CBM – community beat managers

CDRP – crime and disorder reduction partnership

CLDP – Core Leadership Development Programme

EPIC – Enforcement, Prevention, Intelligence and Communication

GMP – Greater Manchester Police

HMI – Her Majesty's inspector

HMIC – Her Majesty's Inspectorate of Constabulary

IAG – independent advisory group

IMS – intranet mapping service

IPP – Improving Police Performance

LPU – local policing unit

MPS – Metropolitan Police Service

MSF – most similar force

NIM – National Intelligence Model

NPIC – National Policing Improvement Agency

NPT – Neighbourhood Policing team

NPU – Neighbourhood Policing unit

OCU – operational command unit

OIC – officer in charge

PACT – Police and Community Together (in some forces known as Partners and Communities Together)

PCSO – police community support officer

PDR – performance and development review

POP – problem orientated policing

SARA – scanning, analysis, response, assessment

SIA – strategic intelligence assessment

SMART – Specific, Measurable, Achievable, Realistic and Timely

SN – safer neighbourhood

SNT – safer neighbourhood team

SPI – statutory performance indicator

SSCP – Safer and Stronger Communities Partnership

TAPS – Tasking and Problem Solving

TCG – tasking and co-ordination group

TTCG – tactical tasking and co-ordination group



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