

Her Majesty's Inspectorate of Constabulary



**HMIC Inspection Report**  
**Staffordshire Constabulary**  
**Neighbourhood Policing**  
**Developing Citizen Focus Policing**

**September 2008**



*Staffordshire Police – HMIC Inspection*

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## Introduction to HMIC Inspections

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

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

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

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

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

## HMIC Business Plan for 2008/09

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

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

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

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

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

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

## **Programmed Frameworks**

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

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

## **Neighbourhood Policing**

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

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

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

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

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

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

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

### **Developing Citizen Focus Policing**

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

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

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

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

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

## Statutory Performance Indicators and Key Diagnostic Indicators

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

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

### Neighbourhood Policing

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

### Developing Citizen Focus Policing

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

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

## Developing Practice

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

## The Grading Process

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

### Meeting the standard

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

## Force Overview and Context

Staffordshire Police has four basic command units (BCUs), which are split into 21 Neighbourhood Policing teams. Combined, the Neighbourhood Policing teams comprise 251 police constables (PCs), 48 sergeants and 21 inspectors. Additionally, Staffordshire has 218 police community support officers (PCSOs) who are dedicated to Neighbourhood Policing. The force covers nine CDRPs.

### Geographical description of force area

Staffordshire is a diverse county, encompassing Stoke-on-Trent and the Peak District in the north and curving above the urban West Midlands in the south. With a total population of approximately 1,062,000, the county has pockets of high-density housing as well as large expanses of countryside. The single largest centres of population in the county are Stoke-on-Trent and Newcastle-under-Lyme in the north, the county town of Stafford in the centre, and the towns of Burton and Tamworth in the east.

Pockets of affluence exist in the commuter belt in the south, but there are also areas of extensive deprivation in the Stoke-on-Trent and Burton areas.

Staffordshire benefits from a number of key transport routes – the M6, M6 Toll, M42 and M54 motorways all pass through the county. However, while these bring prosperity they also assist cross-border crime – from the West Midlands in the south and from Manchester and Merseyside in the north – and are a source of major congestion, road traffic accidents and strategic roads policing challenges.

### *Chase division*

Stretching from Trentham in the north to Kinver in the south, Chase division includes Stafford, Stone, Cannock, Rugeley, Penkridge and Wombourne. The division is home to around 323,000 people, covers 419 square miles and has three crime and disorder reduction partnerships (CDRPs) that work with the police to address local concerns.

### *North Staffordshire division*

Covering large areas of the Peak District National Park, North Staffordshire division has around 219,000 residents, mostly in Newcastle-under-Lyme, Leek, Kidsgrove, Cheadle and Biddulph. There are two CDRPs that work with the police to tackle issues of local concern. The division covers 303 square miles.

**Stoke-on-Trent division**

Stoke-on-Trent division covers 36 square miles, has a population of just over 239,000 and is the most densely populated of the force's four divisions, creating a major policing challenge. It covers the six historic pottery towns of Stoke, Hanley, Burslem, Longton, Tunstall and Fenton. The division is coterminous with the unitary authority of Stoke-on-Trent.

**Trent Valley division**

Trent Valley division covers 300 square miles of East Staffordshire and has a population of around 279,000 people. With headquarters at Burton, it is split into five Neighbourhood Policing units (NPU's). These units work from five main police stations at Burton, Tamworth, Lichfield, Chasetown and Uttoxeter. There are three CDRPs within this area.

**Demographic description of force area**

The following table contains a breakdown of the population and households of Staffordshire. Figures are presented at CDRP, division and force levels.

<b>From mid year estimates 2006</b>	<b>Population</b>	<b>Households</b>
<b>North Staffordshire division</b>	<b>219,097</b>	<b>91,306</b>
Staffordshire Moorlands	95,322	39,514
Newcastle-under-Lyme	123,775	51,792
<b>Chase division</b>	<b>323,836</b>	<b>132,251</b>
Cannock	94,301	38,066
South Staffordshire	106,165	42,498
Stafford Borough	123,370	51,687
<b>Stoke-on-Trent division</b>	<b>239,669</b>	<b>103,647</b>
<b>Trent Valley division</b>	<b>279,859</b>	<b>112,712</b>
East Staffordshire	107,691	44,270
Lichfield	96,745	38,612
Tamworth	75,423	29,830
<b>Grand total – force</b>	<b>1,062,461</b>	<b>439,916</b>

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<b>Ethnicity – from 2001 Census</b>	<b>Population</b>	<b>Percentage of total</b>
White	787,620	97.63
Mixed	4,952	0.61
Asian or British Asian	9,406	1.17
Black or Black British	2,625	0.33
Chinese or other ethnic group	2,141	0.27
All	806,744	100.00

Unemployment at 10/05/07	Male	Female	All	Percentage of working-age population
Staffordshire	5,815	2,336	8,151	1.6

### **Strategic priorities**

Staffordshire Police's priorities for 2008/09 focus on delivering quality services, tailored to the needs of individuals, and building trust and confidence among Staffordshire communities. Through the continued reduction of bureaucracy and by taking a more proportionate approach to performance, the force will have more time to concentrate on delivering a better service and will be able to focus on the issues that really matter to communities.

Priority areas are to:

- improve understanding of what really matters to people;
- improve the way anti-social behaviour (ASB) and crime are dealt with;
- improve the satisfaction levels for victims of crime;
- improve the satisfaction levels for victims of ASB;
- reduce serious and violent crime;
- reduce serious acquisitive crime;
- reduce business-related crime;
- increase the sanction detection rate for serious violence; and
- increase the sanction detection rate for serious acquisitive crime.

## **Force performance overview**

### **Force development since the 2007 inspection**

The force had the highest rating in the country in the Audit Commission's police use of resources evaluation (PURE) audit. Staffordshire was the only force to get top scores in four out of the five financial performance areas evaluated by the Audit Commission. In addition, Staffordshire was one of only two forces featured as best practice case studies in the Commission's PURE report, and among only seven said to have performed strongly in 2006/07.

The Audit Commission's report went on to single out Staffordshire for 'delivering value for money through improved efficiency and productivity', and detailed how the force and authority were working together to deliver outstanding services.

Further strides were made in the force and authority's bid to make diversity a mainstream issue with the publication of a joint equality scheme in December 2007. The scheme brought together details of policies and action plans for all six strands of diversity. The main policy document remains current for three years and the action plans are 'living documents', updated regularly. Further developments have seen the drafting of separate, but fully integrated equality schemes for both the force and the police authority, outlining the responsibilities of each. Efforts to drive forward diversity will remain joint and co-ordinated.

October saw the official opening of the new Rowley Building at Weston Road, Stafford. Scientific support, crime and operations (now known as protective services) and a number of support departments relocated from headquarters into purpose-built offices and accommodation in the weeks prior to the opening, which was presided over by four former Chief Constables, the current Chief Constable and representatives of the police authority.

Following this relocation, the force was inspected in both serious and organised criminality and major crime. Although serious and organised criminality was not graded, Staffordshire had positive feedback in the inspection report and only three areas for improvement were identified. For major crime, the force was graded as 'meets the standard', and many key strengths were identified.

### **Key initiatives to improve performance during 2007/08**

The past year has been one of transition and the force has moved forward with its trust and confidence strategy.

The focus on the delivery of the trust and confidence strategy through quality services has brought about a significant change, permeating right through the force. Underpinning the strategy is the Chief Constable's pledge to 'free up more time for officers to be deployed on front-line duties by reducing the amount of time lost through bureaucratic systems'.

Addressing the amount of paperwork officers have to complete has begun in earnest. The introduction of a new slim-line crime report for lower-level crime is estimated to save more than 41,000 hours a year of officer time. The domestic violence investigation log, which is completed more than 7,000 times a year, has been reduced from 26 pages to just 7 and a 16-page traffic collisions report, filled out at least 10,000 times a year, has been halved to just 8 pages.

The use of technology to cut bureaucracy has also been explored. Trials of hand-held mini-computer devices have been carried out to give officers on patrol instant access to the force's information systems and enabling them to complete administration.

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Sir Ronnie Flanagan's *Review of Policing* report highlighted the fact that the 'risk averse' attitude of the service as a whole contributed to the amount of unnecessary bureaucracy it faced. To combat this, the Chief Constable and the authority pledged to support and encourage officers in Staffordshire Police to exercise greater professional judgement and to make greater use of discretion. This should be achieved through 'value based' decision making, using discretion and judgement in way that is consistent with the values of the force.

The Government's deadline for the introduction of Neighbourhood Policing was 31 March 2008. Neighbourhood Policing was introduced by Staffordshire Police well before this date and has now been embedded fully into the force. Every neighbourhood has visible, contactable officers responsible for its policing; these officers work with the community to keep it safe. The force's contribution to the development of this type of policing was recognised by a visit from the Prime Minister, Gordon Brown, in February 2008. Mr Brown spoke to call-handling staff as he toured the area control room (ACR) before taking part in a discussion with officers representing each of the force's four divisions.

A stock-take of protective services has been undertaken with other forces within the West Midlands Association of Chief Police Officers (ACPO) region (West Midlands, West Mercia and Warwickshire). This stock-take identified where current collaborative arrangements exist, where they are being developed and where further opportunities exist.

Operation Nemesis, the force's campaign to defeat drug dealers, has been rolled out across the divisions over the last year. Several arrest days, involving up to 350 officers, have been staged and have resulted in the arrests of dozens of people and the seizure of hundreds of thousands of pounds worth of drugs and cash.

Nemesis encourages members of the public to pass on information to the force, either directly or through Crimestoppers, regarding the activities of drug dealers. It is a joint effort between the force and community residents to try and improve the quality of life in the community.

The force's approach to policing Stoke City and Port Vale football fixtures has again ensured the vast majority of peaceful supporters enjoyed games free from hooliganism. It is anticipated that this record will be maintained in the coming year as Stoke City enjoys its promotion to the Barclays Premier League.

## Neighbourhood Policing

<b>2007/08 Neighbourhood Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

Following the moderation process, Staffordshire Police was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

### **Neighbourhood Policing has been implemented to a consistent standard across the force.**

#### Summary statement

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

#### Strengths

- The force comprises four BCUs, which are divided into NPUs; each NPU is divided into neighbourhood management areas (NMAs). Each NMA is then divided into neighbourhoods that are generally aligned to local authority electoral wards. The named point of contact exists at NMA level.
- The force has identified 21 NPUs and each has a dedicated team. Each NPU is led by an inspector and a sergeant leads a cluster of NMAs.
- NPU areas were determined following extensive consultation with the public and partner agencies. Boundaries have been reviewed and changed as a result; for example, changes were made to boundaries in the Stoke-on-Trent BCU to match the boundaries of a neighbourhood management pathfinder site.
- Staffordshire Police has identified either a NPU PC or PCSO as the named contact for each neighbourhood. All neighbourhoods have an identified sergeant, police officers and PCSOs. The actual number of PCs and PCSOs is determined at BCU 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. All special constables are aligned to NPUs and some teams cover more than one neighbourhood. These arrangements are appropriate for the operating context in Staffordshire, which varies from one of the busiest BCUs in the West Midlands region to large, sparsely populated rural areas.
- NPU staffing levels are determined at BCU level to reflect both demand and the needs of neighbourhoods in the area. The rationale takes account of data from the multiple indexes of deprivation and levels of crime and other incidents.

- Details of all NPU staff are included on their website pages, along with details on how to contact the team or any individual member. Methods of contact include email and a facility that allows a member of the public to contact an individual staff member via his/her airwave terminal.
- NPU posts are seen as desirable. When NPUs were set up in 2006, staff were asked to give a two-year commitment to the post. This period has elapsed for a number of staff and very few have chosen to leave their post. The reasons staff have given for this include the fact that they are rarely abstracted from their role, that they have received good training and that they receive a special priority payment. When posts are advertised, candidates are required to undertake a competency-based interview and there are generally more applicants than available posts.
- On a weekly basis, NPU resources are reviewed locally by BCUs at senior management meetings. This enables potential vacancies to be identified at an early stage. BCU human resource departments hold a list of officers from other departments who have expressed an interest in applying for a NPU role. The posts are advertised and structured interviews take place to identify successful candidates. A force standard of a maximum of 28 days is set in order to transfer the successful applicant to the post.
- Staff morale at the force was high, with staff showing strong support for the Chief Constable's trust and confidence strategy, and his clear commitment to reduce bureaucracy and to improve satisfaction and confidence among the communities of Staffordshire.
- The force has an abstraction policy, managed at BCU level, and abstractions are not generally an issue for staff. The abstraction policy details that NPU staff will not routinely be taken away from their areas other than with the permission and authorisation of a member of the BCU command team.
- The demand and resource management toolkit allows managers to review staffing levels against demand on an hourly basis and this information is reviewed daily by BCU senior management teams. The force uses a scoring system derived from the *Accenture* report on demand management to identify any gaps between demand and resource availability. The force has a target of deploying to all calls for service within one day. All outstanding incidents are reviewed on a daily basis by BCU senior management teams to ensure that they are responded to. One result has been the increased deployment of PCSOs during late afternoon and early evening to better align resources to demand.
- Neighbourhood profiles are regularly refreshed and help inform local delivery and tasking processes. Neighbourhood profiles and local quality of life priorities shape both the policing responses and times that the service is provided.
- All NPU staff receive a two-day training course specifically for Neighbourhood Policing; this includes inputs on problem solving and community engagement. BCUs have also provided additional training for staff and local partners, including sessions designed to improve understanding about the way the different organisations work.
- A review of training needs has identified a requirement for PCSOs to receive refresher training. This will be provided through an ongoing series of PCSO

development days; these will be delivered at force level to provide an additional opportunity for networking between PCSOs from different BCUs.

- The ratio of sergeants and inspectors to neighbourhood policing team staff is appropriate and provides effective supervision. On average, one NPU inspector supervisor manages two sergeants, who in turn manage five constables and five PCSOs.
- Annual force and BCU awards are presented to officers and staff in categories of:
  - police staff achievement;
  - community police officer of the year;
  - PCSO of the year;
  - citizenship and achievement award;
  - community beat officer of the year;
  - response officer of the year;
  - investigator of the year;
  - breaking new ground – awarded for innovation;
  - diversity;
  - student officer of the year;
  - problem solving;
  - contribution to rural policing;
  - special constable of the year;
  - preservation of life; and
  - community service.
- A NPU sergeant received the Jane's Police Review community officer of the year award in 2006 for his contribution to Neighbourhood Policing.
- All BCU and force level commendation ceremonies include awards for staff who deliver a positive experience to the public.
- A number of Neighbourhood Policing team members have been publicly recognised by local and parish councils who have awarded their own certificates of commendation and appreciation for services provided to the local communities.

### **Work in progress**

- A review of neighbourhoods and boundaries is planned for 2008/09 in preparation for neighbourhood management pilots across the county; 20 areas have been identified initially. This process, which should help to further enhance support from and engagement with local authority partners and should deliver demonstrable improvements for the lives of local people, will be completed during 2008/09.
- The force is using the current performance year to establish benchmarking data with a view to setting force percentage abstraction targets for each NPU.
- The force is developing an approach to assess the performance of similar NPUs across different BCUs to identify and share effective practice. This work should be completed by autumn 2008.
- All objectives in staff's review of personal development are being reviewed and amended to ensure that they reflect the trust and confidence strategy and the drive

to improve the quality of service provided for the communities of Staffordshire. All staff should have revised review of personal development objectives by autumn 2008.

- The force recognises that there is a lack of clarity about the types of incidents that NPU staff will respond to. ACR staff use NPU filters on the force command and control system, known as STORM, to identify incidents for individual NPUs to deal with, based on a value judgement by the ACR staff. There is an absence of a robust and systematic approach to managing these incidents by NPU staff, particularly in the absence of a NPU sergeant. It is acknowledged that each BCU reviews unresourced incidents on a daily basis and directs action where necessary; however, by definition there could still be an unnecessary delay of up to 23 hours. A trust and confidence action task is currently examining this issue and should result in a more robust process for the management of incidents allocated to NPUs.

### **Areas for improvement**

None identified.

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

**Most neighbourhoods in the force area are actively engaging with their local police and its partners.**

### **Strengths**

- The force uses an impressive range of tactics to understand the needs of the communities it serves. Examples include:
  - Locality groups and Partners and Communities Together (PACT) meetings, which are used at NMA level to agree and sign off neighbourhood priorities. Initially, the force set a requirement that community engagement meetings must be held every six weeks. This has been reviewed in light of experience and feedback from local communities and as a result some NMA level meetings now take place every four weeks, while others, particularly in rural communities, occur every eight weeks.
  - Community contact records (CCRs) are completed by NPU staff to identify problems at NMA level; the force then uses safer neighbourhood interview questionnaires (SNIQs) in the area in which the problem has been identified, in order to develop a deeper understanding of the problem. NPU team members complete the CCRs and SNIQs by interviewing members of the local community. Information from the SNIQs is then used to develop an action plan to resolve the problem. When the police believe the problem has been resolved, NPU staff conduct face-to-face surveys using a SNIQ2 to evaluate the impact of the problem-solving activity. This robust process ensures that the impact and effectiveness of problem-solving interventions meets the satisfaction and expectations of local citizens.

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- Safer neighbourhood environmental visual audits are used in areas where CCRs have identified a particular problem and are linked with the results of SNIQs to ensure a more detailed understanding of the problem to be resolved.
- A citizens' panel, comprising 1,200 people from across the county is used as a sounding board for key strategic decisions, such as proposals for an increase in council tax precept. Although 70% of the panel would have supported a significant increase, 30% did not want an increase. As a result, the force chose to pursue a reduced increase in precept rather than the one originally proposed. The panel is also used to examine the reasons why people do or do not have confidence in policing in the county.
- The force uses the same market research company as the West Midlands Police to conduct surveys to assess levels of confidence and satisfaction among people in the county. The surveys, known as 'Feeling the Difference', involve interviews with 4,000 people per year (1,000 in each BCU), and will be used to provide data for the following performance measures:
  - understanding local concerns: and
  - dealing with local concerns.
- Data is statistically significant down to BCU level, allowing the the chief officer team to benchmark the force's performance with the West Midlands Police. The use of a professional market research company should ensure that respondents are representative of the profile of communities across the county.
- Volunteers in Staffordshire play an important role in Neighbourhood Policing and the force uses a range of neighbourhood support volunteers. Examples include:
  - using members of the public who have been trained to use hand held speed detection devices to identify whether or not speeding vehicles are a problem in a particular neighbourhood;
  - Neighbourhood Watch patrols that involve community members undertaking patrols in their area to act as 'eyes and ears' for the police;
  - a local community member staffing the enquiry office at a rural police station; and
  - a national pilot to explore the use of PCSO volunteers.
- The force has recently upgraded its website; it now contains details of all NPU staff and includes photographs, the address and telephone number of the local police station, a team email account and details of how to contact a specific team member via his/her airwave terminal. It also includes an e-business card giving contact details for each individual team member and has a postcode search facility enabling users to identify an individual neighbourhood policing team. The site also contains details of current neighbourhood priorities and details of forthcoming community meetings. The e-business cards can be sent to mobile telephones by SMS or MMS. They are also sent to respondents of surveys carried out by the force.

- Each BCU has two dedicated marketing staff, responsible for identifying the most effective methods of communicating with local communities. They have produced a range of marketing products, including information DVDs for both internal and external use, marketing materials to support particular campaigns, newsletters and public information board materials. In addition, the force marketing department has developed a corporate template that can be used locally to disseminate information in real time; for example, an update on a CT issue or an arrest following a series of burglaries in a neighbourhood area.
- Completion of CCRs and SNIQs provides a wealth of community intelligence for the force. The completion of SNIQ2s offers a valuable opportunity to provide feedback to communities.
- Neighbourhood Policing teams adopt a wide range of communication methods, such as using newsletters, email circulations, text messaging and face-to-face contact to ensure effective information sharing.
- The *Safer Staffordshire* newspaper is tailored for each BCU and is delivered to every home in the county twice a year. This publication contains local information and includes details on how to contact the force or individual officers.
- Local area agreements and CDRPs are supported by formal information sharing protocols and joint analytical work. A number of analysts working on joint strategic assessments are part-funded by the CDRPs.
- Engagement with young people has been developed and a range of different methods have been used to aid communication, including an anti-drugs campaign called 'Say No and Phone – SNAP', NPU staff supporting football clubs, outdoor activities, rugby coaching with local primary schools and boxing clubs. NPU staff are also aligned to schools in their areas and are actively encouraged to visit the schools and provide regular contact and feedback.
- An independent market research company conducts mystery shopper exercises at community engagement meetings and provides qualitative feedback to the force on the effectiveness of the meetings. This is a comparatively recent innovation and the first set of results is still being analysed. The force believes that this will be a valuable tactic to identify both good practice and areas for improvement in respect of its community engagement.
- Results from a range of community engagement tactics are used to identify or support the identification of neighbourhood priorities across the force. For example, the results from CCRs and SNIQs would identify a priority and SNIQ2s would identify whether or not the problem has been resolved to the satisfaction of local communities.
- Counter-terrorism (CT) issues are integrated into level 2 tactical tasking and co-ordination group TTCCG, which is divided into three sections: secret, confidential and restricted. Each section contains an update and tasking requirements in respect of prepare, protect, prevent and pursue, where appropriate. The force provided specific examples of NPUs actioning intelligence requirements in respect of CT issues.

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- The head of special branch and his analyst have given presentations to analysts in each BCU and have provided them with a template that can be used to address CT issues at level 1 TTCG.
- Operational staff are aware of the 'Operation SB' flag that should be included on any intelligence reports relating to CT issues, ensuring that they are dealt with dynamically.
- Some NPUs have been prioritised to receive training presentations and individual briefings as their areas have been identified as presenting an increased level of threat in relation to CT. These areas include Stoke-on-Trent, Burton-on-Trent and two universities. This priority training has been completed, with a number of examples of intelligence being identified as a result of these briefings.
- The force has worked with the regional CT unit training manager to complete a review of training needs and to develop a training plan based on the police national CT website. The training plan prioritises categories of training provision to custody officers, PCSOs, source handlers and senior investigating officers. The CT unit has completed training for custody staff. Special branch officers complete a programme of CT training inputs to officers attending other training courses, including: the initial police learning and development programme (IPLDP), source handling training and the initial crime investigator development programme.
- The force website includes a link to the police national CT website, where all officers can access national CT briefings and training material. This facility has been published in the force newspaper *The Informer* and via email.

### **Work in progress**

- Posters with photographs and contact details of NPU staff are displayed in venues such as libraries, off-licences and convenience stores to raise the profile of Neighbourhood Policing. The force recognises that this does not happen consistently across significant parts of the force area and intends to develop a more corporate and consistent approach to marketing NPU teams across the force area during 2008/09. The Citizen Focus toolkit will enable NPU staff to print their own leaflets and posters to allow them to provide information to local communities dynamically.
- Neighbourhood profiles are being enhanced to include details of socio-economic and demographic information held on commercially available packages and the force intends to use this information to tailor its community engagement tactics to the profiles of communities in different areas. The force recognises the benefits of holding evening meetings for people who are not available during the day and meetings during the day for people who cannot attend evening meetings. Amended profiles should be available through the Citizen Focus toolkit by autumn 2008.
- The force recognises that it does not fully understand whether or not it engages effectively with all communities across the county. There has not been any work at force level to review the depth, breadth and scope of community engagement. It is unclear how effectively the force is engaging with new and emerging communities and younger communities. The force believes that its enhanced community profiles should provide information that will enable BCUs to engage more effectively with all

communities in Staffordshire. The neighbourhood profiles and bespoke engagement strategies will be available by autumn 2008.

- A CCR database records the distribution of respondents down to NMA level. A pilot in North Staffordshire BCU is examining how this information can be produced at ward level. This facility should be implemented force-wide as part of the Citizen Focus toolkit by October 2008.
- Funding has been secured from the Home Office to appoint four new security and resilience officers, under the 'Prevent' strand of the national operation Contest. Two officers will be posted to Stoke-on-Trent BCU and two to Trent Valley BCU. Each officer will be responsible for a second BCU. These officers will be responsible for the development of a number of CT initiatives, including training and briefing neighbourhood officers.
- A nationally produced rich picture DVD has been produced and should be rolled out to the force during autumn 2008.

### **Areas for improvement**

- There is limited evidence to indicate that NPU staff have been appointed to reflect minority, new and emerging communities and rich picture intelligence requirements.
- Although the number of people attending neighbourhood level engagement meetings is recorded, no further information is collected and the force, therefore, cannot assess how representative attendees are of the local community. The force should introduce a process to capture information so that it can assess the effectiveness of the breadth and scope of this particular tactic.

**Joint problem solving is established and included within performance regimes.**

### **Summary statement**

**Joint problem solving involves the police with partners and communities across most neighbourhoods. Joint problem-solving activity is partly evaluated, which demonstrates moderate problem resolution at neighbourhood level.**

### **Strengths**

- The force has a computerised problem-solving database that is used to record activity and outcomes and can be accessed by all staff. This enables supervisors to review what their staff are achieving with regard to problem solving.
- Staffordshire Police does not have a written policy in respect to joint problem solving, allowing BCUs the flexibility to deal with different local operating contexts. However, a number of products have been developed to provide support and guidance to Neighbourhood Policing activity. Initial recruitment and training for NPU staff includes inputs on problem solving. SARA (scanning, analysis, response, assessment) and PAT (problem analysis triangle) and these methods are at the

heart of the training programme, together with work on community engagement. At a more local level, teams have undertaken joint training with partners to develop skills across the partnership and to improve understanding about the way the different organisations work. A neighbourhood officer toolkit is available on the force intranet, enabling officers to record electronically problems and the actions that have been undertaken to resolve them. Each BCU reviews its problem-solving operations to assess their effectiveness.

- Neighbourhood priorities are not considered to be resolved until the group that identified the problem agrees that the problem has been resolved. This approach helps to ensure that problems are solved rather than responded to with short-term high visibility patrols. BCUs review the effectiveness of their own problem solving.
- Local priorities are action planned using the SARA model as the problem-solving framework.
- The force funds a superintendent post to work with the County Council to support the County local strategic partnership (LSP). The force also funds 50% of costs of data sharing arrangements and analytical work, which then feeds back directly to inform multi-agency neighbourhood responses.
- Chief officers engage with partners appropriately at a strategic level. The Chief Constable is the police representative on the County LSP. The assistant chief constable (territorial policing) chairs the county-wide safer, stronger communities board of the LSP and the county drug action team. He is also a member of the LSP board for Stoke-on-Trent.
- Partnership working in the county is strong and the force plays a key role in the nine CDRPs and the county-wide LSP. In March 2008, the force met its PSA 1 targets in all nine CDRP areas. At the beginning of 2007, this achievement appeared unlikely but through ACPO leadership, which encouraged joint problem solving with partners, crime reductions ranging from 3% to 20%, averaging at 15%, have been achieved by partnerships in the 2007/08 performance year.
- Each of the nine CDRPs has its own dedicated analyst, jointly funded by Staffordshire Police and its partners. The analysts full access to Staffordshire Police's main information technology (IT) systems.
- Representatives from partner agencies are actively involved in identifying and addressing neighbourhood priorities. This is strong in all four BCUs but particularly in Trent Valley BCU, which has embraced PACT meetings as a key community engagement tactic.
- Several of the BCU community safety/crime reduction teams are co-located in council buildings and operate as part of multi-agency community safety partnership teams. Chase BCU's domestic violence unit is co-located within a multi-agency team based at Stafford Borough Council. All four BCUs host prolific offender project multi-agency teams involving the national offender management service, health service and local education authority. Many of the Neighbourhood Policing posts are co-located in partnership-owned premises.
- Two of the four BCUs have completed joint strategic assessments with their CDRP partners, including neighbourhood profiles. In addition, the force completed

neighbourhood profiles as part of the roll-out of Neighbourhood Policing, although these are not always regularly updated. The Stoke-on-Trent BCU has a police-led partnership community cohesion group that aims to maintain up-to-date community profiles that will help the force to identify risks and threats at an early stage. The joint strategic assessments reflect the LSP's priorities.

- Chase division was runner up in the Tilley awards for its approach to joint problem solving in 2007.
- National Intelligence Model principles are used by the CDRPs to manage neighbourhood priorities. If a priority cannot be resolved at a NMA level, it can be escalated to a joint operations group which acts as a tasking and co-ordinating forum for the CDRP. The joint operations group contains senior representatives of partner agencies and police who are able to initiate action where necessary to resolve issues at NMA level.
- There is strong evidence of NPU staff using their problem-solving training to resolve neighbourhood priorities.
- Supervisors also review performance in respect of the completion of CCRs and SNIQs to ensure they are being used effectively.

### **Work in progress**

- Operation Nemesis will be submitted for this year's Tilley awards, as an example of a whole market approach to tackling the threat posed by Class A drugs. The initiative, involving a wide range of community safety and drug action team partners, has received funding from Government Office West Midlands for an evaluation of the initiative; this should be completed by autumn 2008. The force is developing Operation Nemesis as its brand for all policing activity relating to the misuse of controlled drugs.
- Project Explore is implementing enhancements to the force-wide computerised problem-solving database to ensure that it is used consistently across the force to evaluate the effectiveness of problem-solving initiatives. This work should be completed by autumn 2008.
- The force shares its local survey data with the local authorities and is working to align the local survey data to support a joint problem-solving approach with partners.

**The outcomes of Neighbourhood policing are being realised by the surveyed public.**

	SPI 2a Percentage of people who think that their local police do a good or excellent job		KDI Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		SPI 10b Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Staffordshire	-5.2pp	-0.4pp	-0.9pp	+8.7pp	+1.0pp	+1.6pp

**Summary statement**

**The SPI/KDI data shows that force performance is significantly worse than the average for the MSF.**

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

**Context**

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

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

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

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

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

47.1% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is significantly worse than the average for the MSF.

Force performance was unchanged in the year ending March 2008; 47.1% of people surveyed think that their local police do a good or excellent job, compared with 47.4% in the year ending March 2006.

**KDI – percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.**

49.7% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is not significantly different to the average for the MSF.

Force performance significantly improved in the year ending March 2008; 49.7% of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with 41.0% in the year ending March 2006.

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

16.1% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 16.1% of people surveyed think there is a high level of anti-social behaviour, compared with 14.5% in the year ending March 2006.

**Strengths**

- Satisfaction levels for victims of ASB are lower than satisfaction levels for victims of crime. The force has set a target for 2008/09 for 85% of both victims of ASB and victims of crime to be satisfied with the service they receive. Current levels of performance are 88% for victims of crime and 76% for victims of ASB. The force is committed to significantly improving satisfaction for victims of ASB and believes that there should be no difference in levels of satisfaction for victims of either type of incident.
- The results of ASB victim satisfaction surveys identified that a significant number of victims believed that the police had not visited the scene of the incident; however, information on the force command and control system showed that staff had in fact attended. The force used this information to ensure that ACR staff called back citizens reporting ASB to inform them of police activity and to explain to them that staff had attended the scene. The force believes that this will increase victim satisfaction levels.

**Work in progress**

None identified.

**Area for improvement**

- The trust and confidence strategy recognises the need to improve the confidence that people have in the force. It includes a range of initiatives that the force believes will lead to improved levels of confidence, and a robust performance management framework at force and BCU level will be used to monitor any changes.

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

**Summary statement**

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

**Strengths**

- The force uses an impressive range of tactics to understand the needs of the communities it serves. Examples include the following:
  - Locality groups and PACT meetings are used at NMA level to agree and sign off neighbourhood priorities.
  - CCRs are completed by NPU staff to identify problems at NMA level; the force then uses SNIQs in the area in which the problem has been identified to develop a deeper understanding of the problem identified in the CCRs. Information from the SNIQs is then used to develop an action plan to resolve the problem. When the police believe the problem has been resolved, NPU staff conduct surveys using a SNIQ2 to evaluate the impact of the problem-solving activity.
  - Safer neighbourhood environmental visual audits are used in areas where CCRs have identified a particular problem and are linked with the results of SNIQs; this ensures a more detailed understanding of the problem to be resolved.
  - A citizens' panel, comprising 1,200 people from across the county, is used as a sounding board for key strategic decisions such as proposals for an increase in council tax precept. Although 70% of the panel would have supported a significant increase, 30% did not want an increase. As a result, the force chose to pursue a reduced increase in precept from that originally proposed. The panel is also used to examine the reasons why people do or do not have confidence in policing in the county.
- Staffordshire Police uses the same market research company as the West Midlands Police to conduct surveys to assess levels of confidence and satisfaction among people in the county. The surveys, known as 'Feeling the Difference', involve interviews with 1,000 people every three months (250 in each BCU), and will be used to provide the data for the following performance measures:
  - Percentage of people who 'agree the police in your area understand the issues that affect this community'.
  - Percentage of people who 'agree that local police are dealing with ASB and crime that matter in this area'.
- Data is statistically significant down to BCU level, enabling the '5 exec' to benchmark force performance with the West Midlands Police. The first set of results has been received and is being analysed by the force.
  - A separate market research company conducts mystery shopper exercises at community engagement meetings and provides qualitative feedback to the

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force on the effectiveness of the meeting. This is a comparatively recent innovation and the first set of results are still being analysed. The force believes that this will be a valuable tactic to identify both good practice and areas for improvement in respect of its community engagement.

- Telephone surveys are completed by corporate services with 2,600 victims to assess their level of satisfaction. The department identifies any corporate issues arising from the survey results, which are discussed during the force performance management meeting; local issues are forwarded to BCUs for resolution.
- The results of ASB victim satisfaction surveys identified that a significant number of victims believed that the police had not visited the scene of the incident. However, information on the force command and control system showed that staff had in fact attended. The force used this information to ensure that ACR staff called back people reporting ASB to inform them of police activity and to explain that staff had attended the scene.
- Another improvement to service arising out of the ASB satisfaction surveys is the introduction of what is known as an ‘anti-social behaviour car’. The vehicle, which is staffed by a NPU and a neighbourhood response team officer, is deployed to calls about ASB at the time they are reported in order to address the problem dynamically and to provide reassurance to the person reporting it. The force believes that both initiatives should increase victim satisfaction levels.
- Multi-agency help desks are set up at key times of the year to deal with specific increases in demand. An example is a help desk including representatives from trading standards to deal with telephone calls in October and November relating to Halloween and bonfire night. The presence of trading standards staff ensures that specific questions around the sale of fireworks can be answered immediately rather than being referred to trading standards for action at a later time.
- There are strong, effective governance arrangements in place. The full police authority oversees the trust and confidence strategy; the chair, vice-chair and two other members sit on the force’s trust and confidence board.
- The police authority receives regular updates on the ten headline performance measures. Members of the police authority attend community engagement meetings, enabling them to have a good understanding of the levels of satisfaction and confidence that local communities have in the force.
- The reform and performance committee has regular briefings on the wider set of performance measures that are monitored by corporate services.

### **Work in progress**

None identified.

### **Area(s) for improvement**

None identified.

## **The force demonstrates sustainable plans for Neighbourhood Policing.**

### **Summary statement**

**The force and the police authority have convincingly shown how they plan to ensure that Neighbourhood policing will be sustained beyond April 2008.**

### **Strengths**

- The trust and confidence strategy has a mission 'to put the citizen at the heart of all we do so that we can be the force that inspires the greatest level of trust and confidence among the communities it serves'. The programme includes future developments in Neighbourhood Policing and is managed by the trust and confidence board, and chaired by the Chief Constable. The programme is underpinned by a very robust programme management infrastructure.
- The force has an extremely robust process for managing identified areas for improvement. This includes issues identified in Her Majesty's Inspectorate of Constabulary (HMIC) inspections, National Policing Improvement Agency assessments and results of visits by members of the chief officer team. It involves issues being linked to the relevant domain of the trust and confidence strategy, the identification of an ACPO lead and an action owner. Progress against actions is monitored by the corporate services department and exception reports are considered by the trust and confidence board, chaired by the Chief Constable. This integrated approach is fundamental to the continuing successful development of the force.
- The force is confident that continued funding for Neighbourhood Policing will be provided through the mainstream budget.
- The force does not have a policy to routinely pursue co-location with partner agencies; however, it does take opportunities where there is a clear benefit in terms of service delivery. For example, one BCU has located its NPU base in the town hall and front counter services are provided at the main local authority enquiry desk. This should make it easier for members of the public to access both police and local authority services.
- The assistant chief constable (territorial policing) chairs a quarterly Neighbourhood Policing leads meeting that is attended by representatives from BCUs, the force project team and the police authority. The meeting encourages the identification and sharing of both issues and good practice across the force.
- During June 2008, Staffordshire secured funding from the County LSP for the recruitment of an additional 38 PCSOs, employed on 18-month contracts starting in September 2008.
- The chief officer team leadership style is challenging but supportive. This is appropriate given the cultural change that the force recognises it needs to implement to achieve its trust and confidence vision.
- There are strong, effective governance arrangements in place. The full police authority oversees the trust and confidence strategy; the chair, vice-chair and two other members sit on the force's trust and confidence board.

- The police authority receives regular updates on the ten headline performance measures. Members of the police authority attend community engagement meetings, enabling them to have a good understanding of the impact of Neighbourhood Policing.
- The reform and performance committee has regular briefings on the wider set of KPIs and kDIs that are monitored by corporate services.
- Authority members also have regular meetings with the BCU commander in the part of the force they represent. This ensures that members have a detailed understanding of issues confronting the force.

**Work in progress**

None identified.

**Areas for improvement**

None identified.

**Developing practice**

See Appendix 2.

## Developing Citizen Focus Policing

<b>2007/08 Developing Citizen Focus Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

**A citizen-focused ethos is embedded across the force, establishing an initial baseline.**

#### Summary statement

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

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

#### Strengths

- The Chief Constable took up his appointment in September 2007. He recognised the excellent performance delivered in respect of reducing crime and increasing sanctioned detection rates. He also recognised the need to enhance the trust and confidence that the people of Staffordshire have in his force. His vision is 'to put the citizen at the heart of all we do so that we can be the force that inspires the greatest levels of trust and confidence among the communities it serves'. The Chief Constable and his command team, known in the force as the '5 exec', completed a series of over 35 presentations to all supervisors and managers in April 2008. This represents a significant personal commitment of the '5 exec' to share the vision with those who will supervise and lead the people who will have to deliver the vision. The Chief Constable has created a contract with staff that he believes will enable them to focus more effectively on Citizen Focus. He has promised to reduce bureaucracy to create time and opportunity for staff to concentrate on Citizen Focus. The strategy encompasses the whole organisation and impacts on all aspects of policing in the county.
- Each BCU has its own trust and confidence implementation board that is chaired by the BCU commander and supported by members of the command team, together with staff representative groups. The trust and confidence action plans are reviewed by the BCU implementation boards and the force programme board.
- The performance management framework has been radically overhauled and simplified to ensure that it focuses on the ten headline indicators that the force is using to manage progress against the force vision. The ten indicators are clustered under three domains: understanding needs, delivering service; reducing crime and protecting people. These indicators will be used at force and BCU level performance management meetings. A sophisticated piece of work has been completed to link the force's headline measures and KDIs to the national assessment of policing and

community safety framework. The corporate services department will monitor a much wider range of KDIs but these will not form part of the information reviewed at force or BCU level performance meetings. Targets are set for the headline measures but not for the KDIs. The ten measures are:

- Understanding needs, delivering service:
  - percentage of people who ‘agree the police in your area understand the issues that affect this community’;
  - percentage of people who ‘agree that local police are dealing with ASB and crime that matter in this area’;
  - percentage of victims of crime who are satisfied with the overall service provided by the police; and
  - percentage of victims of ASB who are satisfied with the overall service provided by the police.
- Reducing crime:
  - number of most serious, violent crime;
  - number of serious acquisitive crimes; and
  - number of business-related crimes.
- Protecting people:
  - sanctioned detection rate for serious violent crimes;
  - sanctioned detection rate for serious acquisitive crimes; and
  - number of people killed in under 30 days or seriously injured in road traffic collisions.
- The force has a well deserved reputation for innovation and one of the most recent examples was the decision to implement Operation QUEST, working with external consultants, KPMG, to identify opportunities to achieve the force’s vision. The main areas under review involve a need to:
  - improve the relationship between neighbourhood response teams, NPUs and ACRs;
  - increase customer satisfaction through a joined up workforce;
  - improve satisfaction for victims of volume crime; and
  - improve the way the force handles incidents of ASB.
- Following initial work, the force has withdrawn from the QUEST programme, by mutual consent, as it does not believe that the outcomes from additional work are likely to justify further significant financial investment. A small project team has been set up, comprising staff from Trent Valley BCU and corporate services to progress selected workstreams from the QUEST project, including the development of unified policing teams.
- A number of forces have recently visited the county to learn from the trust and confidence strategy and the pilots the force is undertaking to reduce bureaucracy.

- Two 'Innovation fairs' have been held to identify and share good practice between forces and BCUs.

### Work in progress

- Staffordshire Police has initiated four projects to reduce bureaucracy following the recommendations made in Sir Ronnie Flanagan's *Review of Policing*:
  - **Crime recording.**

The introduction of a short crime report, which will be used for recording up to 80% of crimes. This will entail the use of a one-page report that is completed on the command and control system, STORM, and exported to the crime recording system; rather than the existing 12-page report that will be retained for more serious categories of crime. This initiative, implemented in August 2008, is calculated to save 40,000 staff hours per year.
  - **Stop and encounter forms.**

The pilot will enable staff to use airwave radios to record data resulting from an 'encounter' with a member of the public, rather than filling in a form. This is due for implementation during autumn 2008 and is currently awaiting further legislation.
  - **Neighbourhood Policing and Neighbourhood Management integration.**

Although Staffordshire is not part of the national pilot, the force is undertaking work to align Neighbourhood Policing and neighbourhood management. Good practice from two national neighbourhood management pathfinder areas has been identified and has been shared across each of the eight county districts through the LSP 'learning to deliver' programme. Stoke-on-Trent is already well advanced in aligning Neighbourhood Policing and neighbourhood management and is likely to be identified as a national exemplar.
  - **Minimum file submission for guilty pleas.**

Chase Division started a pilot in February 2008. Efficiency savings have already been realised on the BCU, estimated at around one hour per file. This could release 1,200 hours annually (for the BCU) and should be rolled out across the force later in 2008.
- The deputy chief constable has recently set up a force ethics committee. The first key piece of work undertaken will be the development of a values-based decision-making model, which will provide staff with a framework for using greater discretion when dealing with members of the public. The model should be implemented during autumn 2008.

### Areas for improvement

None identified.

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

### **Summary statement**

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

### **Strengths**

- During 2006, Staffordshire implemented a national quality of service implementation action plan, which was overseen by a programme board chaired by the deputy chief constable. All actions were monitored against a traffic light colour coding system and were subject to review and update reporting to the board. Against the backdrop of a widening emphasis on Citizen Focus, in 2007 the newly formed trust and confidence programme absorbed the force's response to the National Quality of Service Commitment and the Code of Practice for Victims of Crime.
- Citizen Focus service standards are clearly documented on the force's website and address all aspects of both the National Quality of Service Commitment and the Code of Practice for Victims of Crime. The relevant pages on the website are well laid out and easy to navigate.
- Staffordshire's new website was launched in June 2008; the design was informed by a range of public users groups and customer surveys. As a result, it now details meetings, provides clear explanation on how to contact local officers, contains email addresses, local crime information and publicises station opening hours, as well as being a source of reference on wider policing services and policy. The website has been accredited by the Shaw Trust due to its accessibility for people with disabilities.
- The force works closely with the Crown Prosecution Service to ensure that the needs of vulnerable victims and witnesses are identified and actioned.
- All quality of service complaints are reviewed by the professional standards department (PSD) manager who assesses whether the complaint highlights the need for any process, policy or system improvement and publishes the findings on the force intranet site. The site also provides guidance to officers and staff, based on a review of the complaints database, on how complaints can be avoided in the first place by identifying what constitutes good practice. Specific examples include the re-iteration of breath testing procedures and the deployment of family liaison officers.
- Quality of service complaints are resolved at BCU level, ensuring that local supervisors and managers are dealing with quality of service complaints that occur in their area.
- Every victim of a road traffic collision receives a road accident information pack from the first response officer. This pack explains the process and provides guidance of what individuals might need to consider. The information packs resulted from feedback obtained from surveys and focus groups. Evidence from subsequent service user satisfaction surveys indicates that the packs are helpful and informative.

- The PSD has recently started a postal survey of complainants to obtain feedback about their levels of satisfaction with the complaints process and the manner in which enquiries are handled; this process will identify opportunities for further service or process improvements. The survey results will feed into the overall review of organisational learning from complaints.
  - Victim survey data is fed back to the BCUs and to the communication centre on a daily basis, enabling local supervisors to action issues in a timely manner.
  - Headline performance indicators relating to the National Quality of Service Commitment are included in the revised performance framework and are regularly reviewed at force and BCU level performance meetings. A range of other diagnostic performance indicators are monitored by corporate services and reported to the reform and performance committee of the police authority.
  - The criminal justice department manages compliance with the Code of Practice for Victims of Crime and provides performance information to BCUs, which are then responsible for implementing any necessary action resulting from the data.
  - In 2006, the force employed an external consultancy firm to analyse 1,000 telephone calls to provide feedback on a range of quality of service issues. This highlighted that the key area for development related to keeping people informed about what was happening. The need to keep informed is at the heart of the trust and confidence strategy. All reviews of personal development have been re-examined and now contain a priority about keeping people informed.
  - Line managers review staff performance in respect of other aspects of quality of service; for example, ACR supervisors review calls dealt with by their staff for quality and consistency.
- The force produced a guidance document for staff, containing standards for the way in which staff are expected to deal with everyone with whom they have contact. The document is based on the 'Contact Counts' documentation produced by the West Midlands Police. The documentation has been updated to take account of the trust and confidence strategy and the force is using a wide range of tactics to communicate standards to staff, including email, the force intranet site and posters.
- ACR staff have been trained in national call-handling standards and their training includes guidance on how to provide reassurance to callers at the first point of contact and to agree with the caller how s/he wishes to be updated on progress. This information is recorded on the STORM log and is passed to the staff member dealing with the incident.
- All NPU staff have electronic business cards, which can be attached to emails or sent as SMS or MMS messages to mobile telephones. When an e-business card is sent by someone other than the officer or PCSO themselves, for example by a call taker or telephone survey officer, the officer or PCSO will be alerted by an automatic email informing them an e-card has been sent allowing further follow up work to take place.

- The voicemail policy sets clear standards governing the use of individual, team or office voicemail facilities.
- The ACR conducts voicemail audits to ensure information is up to date. In addition, BCUs have the facility to electronically audit the voicemail system. This is an action in the trust and confidence action plan and results are fed back into the trust and confidence programme board for scrutiny and review.
- All four modules of the IPLDP include training on the trust and confidence strategy. Examples include students completing CCRs with members of the public during their first week of training and inputs about updating victims of crime about the progress of their investigation.
- Initial training for staff involved in call handling includes inputs on national call-handling standards and the National Quality of Service Commitment. Staff also receive regular refresher training to ensure that their knowledge and skills are kept up to date. This training includes inputs on displaying empathy and providing reassurance to callers.
- Annual force and BCU awards are presented to officers and staff for the following categories:
  - police staff achievement;
  - community police officer of the year;
  - PCSO of the year;
  - citizenship and achievement award;
  - community beat officer of the year;
  - response officer of the year;
  - investigator of the year;
  - breaking new ground – awarded for innovation;
  - diversity;
  - student officer of the year;
  - problem solving;
  - contribution to rural policing;
  - special constable of the year;
  - preservation of life; and
  - community service.
- A NPU sergeant received the Jane's Police Review community officer of the year award in 2006 for his contribution to Neighbourhood Policing.
- A number of Neighbourhood Policing team members have been publicly recognised by local and parish councils who have awarded their own certificates of commendation and appreciation for services provided to the local communities.
- Telephone surveys are completed by corporate services with 2,600 victims to assess their level of satisfaction. The department identifies any corporate issues arising from the survey results, which are discussed at the force performance management meeting; local issues are forwarded to BCUs for resolution.
- CCRs are completed by NPU staff to identify problems at NMA level; the force then uses SNIQs in the area in which the problem has been identified to develop a deeper understanding of the problem identified in the CCRs. Information from the SNIQs is then used to develop an action plan to resolve the problem. When the

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police believe the problem has been resolved, NPU staff conduct surveys using a SNIQ2 to evaluate the impact of the problem-solving activity.

### **Work in progress**

- Corporate standards are under development for use of the email 'out of office facility and should be implemented by autumn 2008.
- The force is undertaking work to establish what training is required for all staff to enable them to make a personal contribution to the achievement of the trust and confidence strategy. It should be concluded by autumn 2008.
- Marketing materials have been developed to support the trust and confidence strategy and feature prominently on the recently enhanced force website.
- A DVD about the Victims Code of Practice is currently being compiled and will provide a comprehensive guide to victims and witnesses. The DVD should be completed by autumn 2008.
- The PSD and corporate services are working together to implement a business process to ensure that lessons learnt from the PSD investigations, quality of service complaints, direction and control complaints and civil actions are assessed to identify any recurring corporate themes, rather than just resolving each one on its merits. This work should be completed by autumn 2008.

### **Areas for improvement**

None identified.

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Staffordshire	+2.6pp	+0.7pp	-7.4pp	8.4pp

**Summary statement**

**The SPI data shows that force performance is significantly better than the average for the MSF.**

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

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

**There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 8.4 percentage points less satisfied.**

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

**Context**

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

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

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

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

### **SPI 1e – satisfaction with the overall service provided.**

83.9% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly better than the average for the MSF.

Force performance was unchanged in the year ending March 2008; 83.9% of people surveyed were satisfied with the overall service, compared with 83.1% in the year ending March 2006.

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

Force performance was unchanged in the year ending March 2008; 74.3% of users from minority ethnic groups were satisfied with the overall service provided, compared with 81.7% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 8.4 percentage points less satisfied.

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

### **Strengths**

- Performance in respect of the percentage of victims of crime who are satisfied with the overall service provided (SPI 1e) is significantly higher than the MSF and has remained stable since 2005. The level of satisfaction with the overall service provided felt by black and minority ethnic victims is in line with the MSF.

### **Work in progress**

- Satisfaction levels for victims of ASB are lower than satisfaction levels for victims of crime. The force has set a target for 2008/09 for 85% of both victims of ASB and victims of crime to be satisfied with the service they receive. Current levels of performance are 88% for victims of crime and 76% for victims of ASB. The force is committed to significantly improving satisfaction for victims of ASB and believes that there should be no difference in levels of satisfaction for victims of either type of incident. The force has reviewed its approach to dealing with ASB incidents and seeks to resource all incidents, where practicable, within one hour. Response rates during May 2008 were 75% within one hour, compared with 67% at the same time during 2007; and 94% of all ASB are attended within 24 hours. In addition, all incidents of ASB are reviewed by a member of the BCU command teams on their daily management briefings to ensure quality and timely services been provided to the public.

### **Area for improvement**

- The gap in satisfaction levels between white and BME victims increased significantly to 15% in 2006/07, compared with the previous 12 months. As a result, the force undertook detailed analysis of relevant data and held a number of focus groups to establish what had happened and how performance could be improved. Service

improvements include enhanced support to BME victims from staff with the relevant training and experience, and a more robust involvement of supervisors. Since implementation, the satisfaction gap has reduced to 8.4%.

**Developing practice**

See Appendix 2.

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACR	area control room
ACPO	Association of Chief Police Officers
ASB	anti-social behaviour

### B

BCU	basic command unit
BME	black and minority ethnic

### C

CCR	community contact record
CDRP	crime and disorder reduction partnership
CT	counter-terrorism

### H

HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary

### I

IPLDP	Initial Police Learning and Development Programme
IT	information technology

**K**

KDI key diagnostic indicator

**L**

LSP local strategic partnership

**M**

MSF most similar force

**N**

NMA neighbourhood management area

NPU Neighbourhood Policing unit

**P**

PACT Partners and Communities Together

PC police constable

PCSO police community support officer

PDR performance development review

PPAF Policing Performance Assessment Framework

PSA public service agreement

PSD professional standards department

PURE police use of resources evaluation

**S**

SARA scanning, analysis, response, assessment

SNIQ safer neighbourhood interview questionnaires

SPI statutory performance indicator

## Appendix 2: Developing Practice

<p><b>INSPECTION AREA: Neighbourhood Policing</b></p>
<p><b>TITLE: ‘Hard to reach/hear’ PACT meetings and engagement and project turnaround</b></p>
<p><b>PROBLEM:</b> The initiative was established to ensure that the ‘hard to reach/hear’ communities that extend across ward and borough council boundaries have a voice and are given the opportunity to have their issues recorded.</p>
<p><b>SOLUTION:</b> At a divisional level, a decision was made to explore the opportunities that existed within the current engagement methods and also to re-visit previous good practice arrangements that had eroded due to financial issues. At Burton, engagement through existing arrangements with East Staffordshire race equality scheme and the mosque committees has ensured that the views of the wider Muslim community are known. However, divisional gaps were identified with other minority groups. Work has been conducted with the community voluntary service in Tamworth to identify key groups who will assist in contacting minority communities and who were leads within the Connecting Communities initiative that was led by East Staffordshire race equality scheme. A series of meetings have been arranged with various groups, including Gay and Bisexual Health Project (MESMEN), Disability Forum, Afro Caribbean Association and the Asian Network. The general approach by all groups is to establish virtual PACT meetings by using websites and to provide opportunities to attend geographic PACT groups for general community issues. In addition, Burntwood established an Eastern European PACT meeting to capture the concerns of migrant workers; it had its first meeting on 22 November 2007 and met again in May 2008.</p> <p>A separate project called ‘Turnaround’ was also initiated, using a school’s vocational centre. The lead officer for the vocational centre visited an ongoing project of a similar nature at Quinton, Birmingham and recognised the benefits of the strong involvement of the police within the centre. It was realised that there was an opportunity for the force to adopt the Quinton principles and to engage with young people through a mixture of intervention and support to assist with achieving reduction targets in respect of criminal/ASB offending and to deliver outcomes of the children and young person’s block of the local area agreement. At this initial stage, the project has been allocated one PC and two PCSOs who work from the central hub at the vocational centre. Officers work with partner agencies, such as children and lifelong learning, children and learning partnership co-ordinators, youth services, youth offending services, schools, street wardens and health visitors, to:</p> <ul style="list-style-type: none"> <li>– promote the link to Neighbourhood Policing teams;</li> <li>– co-ordinate intervention and support activity through the community action fund and inclusion panels;</li> <li>– work directly with local colleges, secondary schools, pupil referral units and primary schools;</li> <li>– work closely together to integrate services and ensure joined up delivery across blocks of the local area agreement; and</li> <li>– focus on year 6 to year 7 transition.</li> </ul> <p>As a result of the ‘Turnaround’ project, school PACT meetings have commenced in Tamworth, with the first meeting held on 16 January 2008 at a local school.</p>
<p><b>EVALUATION:</b> Early evaluation of the diversity PACTs indicates that the communities value the contact and the opportunity to express their concerns and issues. The meeting with MESMEN established that, although there are issues that affect the group as a direct result of their</p>

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sexuality, the majority of issues are community related and can be expressed at local PACT meetings if the information is available, hence the virtual PACT decisions. The school PACT has indicated that the issues of children reflect those of the adults and publicity work is to be undertaken in this field.

**EXTERNAL VALIDATION:**

Due to the fact that this piece of work is developing practice, there is currently no external validation.

**OUTCOME(S):**

Further development of the PACT process to address the under-representation of Eastern European groups and young people. This has resulted in opportunities for 'hard to reach/hear' groups to have a voice and feel confident in their local service deliverers. Another early outcome has been the inclusion of representatives from the Eastern European PACT group within the divisional independent advisory group.

**FORCE CONTACT:**

Chief Inspector Chris Blagbrough, Burton Police Station, Horninglow Street, Burton-on-Trent, Staffs, DE14 1PA, tel. 01785 234752

**INSPECTION AREA: Neighbourhood Policing**

**TITLE: RESPECT 'Weeks of Action'**

(Please see NP7 Stoke-on-Trent Division for further information)

**PROBLEM:**

Stoke-on-Trent CDRP was unlikely to meet its agreed reduction targets in relation to public service agreement (PSA) 1 crimes by March 2008.

In addition, there was a need for public services to increase trust and confidence levels within communities in their ability to deliver on their agreed priorities.

**SOLUTION:**

A multi-agency project team was set up to oversee the formation of the RESPECT Weeks of Action initiative. It was recognised at the outset, that the most productive way of tackling the PSA 1 and public confidence issues, was to address the problems within the 16 priority neighbourhoods in the City of Stoke-on-Trent, as identified by the Vulnerable Localities Index.

At the heart of this initiative, was the necessity for a multi-agency approach to problem solving. Partnership work at ground level was absolutely vital to the success of this initiative.

It was decided that each of the 16 Priority Neighbourhoods would have a RESPECT Week of Action, tailored to its own individual needs and priorities. These priorities were identified by asking the communities, on a face-to-face basis, what their top three main concerns were, in addition to gauging their feelings of safety and security as a resident of the neighbourhood.

Every opportunity was taken to ensure that the community were fully and actively involved in the RESPECT Weeks of Action – from intergenerational events, to litter picking, to improving facilities, to name just a few.

The RESPECT Weeks of Action followed the National Intelligence Model format of Prevention, Intelligence, Enforcement and Reassurance – each of these strands had partnership activities linked to them, also ensuring that, where necessary, the community saw action being taken against those who chose to break the law. A consistent message was relayed to the communities that took part in this initiative: 'It is your community, enjoy living there and feel safe, because you have our support.'

The media also played an important role in this initiative. They highlighted planned events in advance and also provided good coverage of what was being achieved, reassuring communities in relation to partnership work.

At the conclusion of each RESPECT Week of Action, the same residents were revisited in order to assess their reaction to the activity that had taken place. This was measured in percentage terms as to feelings of safety and satisfaction levels.

These results were then fed back to the residents, so that they too could see for themselves just what improvements had taken place.

Overall, the RESPECT Weeks of Action highlighted the enormous benefits of adopting the Access, Influence, Interventions and Answers format of successful Neighbourhood Policing and management.

Public satisfaction levels increased as a result of this initiative and Stoke-on-Trent Safer City Partnership achieved the agreed reductions in PSA 1 crime by March 2008.

**EVALUATION:**

The RESPECT Weeks of Action have been subject to ongoing evaluation throughout the 12-month period that they have been under way. This has involved numerically recording the results of activity, for example, the numbers of free crime prevention items given away, the amount of rubbish/litter removed and the number of abandoned vehicles removed. In addition, the numbers and types of criminal offences that have occurred in the particular neighbourhood have been monitored by the divisional intelligence unit, to ensure that reductions are occurring.

Also, feelings of safety and public satisfaction have been recorded and monitored through the SNIQ (SNIQ 1 and SNIQ 2) process, all of which is auditable. This ensured that community identified priorities were addressed and residents saw what action was being taken to resolve their issues.

As the initiative progressed, the activities were constantly reviewed and best practice identified, in order to build on the success being achieved.

A full 12-month review of the RESPECT Weeks for Action is nearing completion, with a view to making a bid to the Safer City Partnership within Stoke-on-Trent, to continue this initiative for a further three years.

**EXTERNAL VALIDATION:**

The RESPECT Weeks for Action within Stoke-on-Trent have attracted praise from the Government Office for the West Midlands, due to the positive impact that they have achieved. A wealth of local press articles are available, highlighting the positive work undertaken during the first 12 months of this initiative.

**OUTCOME(S):**

Public satisfaction levels increased as a result of this initiative and Stoke-on-Trent Safer City Partnership achieved the agreed reductions in PSA 1 crime by March 2008.

A proposal has been made to continue with the RESPECT Weeks of Action for a further three years and to ensure that the multi-agency partnership activities now take place in every Neighbourhood within Stoke-on-Trent, so that the positive benefits can be appreciated by all residents, businesses and visitors.

**FORCE CONTACT:**

Chief Inspector Carl Ratcliffe, tel. 01785 233054

<p><b>INSPECTION AREA: Neighbourhood Policing</b></p>
<p><b>TITLE: Maximising enforcement, prevention, reassurance and intelligence opportunities in tackling drug-related problems</b></p>
<p><b>PROBLEM:</b>                  Operation Nemesis is a police drug operation that has targeted more than 200 drug dealers within the city of Stoke-on-Trent. However, solely focusing on police enforcement could result in a number of problems, such as:</p> <ul style="list-style-type: none"> <li>• new dealers attempting to fill the vacuum created;</li> <li>• an increase in drugs deaths;</li> <li>• an increase in acquisitive crime;</li> <li>• increased fear in communities; and</li> <li>• an unmanageable impact on other agencies.</li> </ul>
<p><b>SOLUTION:</b>                  To prevent these problems occurring, a whole market approach was adopted, seeking to maximise partnership work and the long-term opportunities it presented. Using the SARA model, key partners were identified and consulted with to assist in implementing a strategy. The strategy focused on four main themes Prevention, Intelligence, Enforcement and Reassurance, and was supported by a communications plan.</p> <p>The aims of the process were to:</p> <ul style="list-style-type: none"> <li>• empower and reassure the communities with the action being undertaken;</li> <li>• work together with partner agencies and communities preventing an upsurge in drug-related crime AND harm minimisation;</li> <li>• maximise enforcement opportunities driving the momentum from the strike day;</li> <li>• identify vulnerabilities and prevent an increase in threats post operation;</li> <li>• ensure intelligence gaps are highlighted and all sources of information are explored; and</li> <li>• provide clear messages internally and externally, utilising effective communication tools to prevent misinformation.</li> </ul> <p>With early engagement of partners and regular pre-enforcement planning meetings, a proactive approach was adopted.</p> <p><u>Prevention measures</u></p> <p>Training to over 600 partners around drugs and how to access treatment services.                  Proactive visits to known drug dependant criminals encouraging them to engage with services.                  £30,000 additional drug treatment provided.                  Vulnerable locations and persons provided with crime reduction advice and equipment.</p> <p>Rough sleeper initiatives.</p> <p><u>Intelligence measures</u></p> <p>Crimestoppers campaign.                  Intelligence training to front-line neighbourhood management officers, including environmental cleaners, housing officers and impact officers.                  Community talks.                  Exchange of information protocol between all statutory agencies.</p> <p><u>Enforcement measures</u></p> <p>Class A forum established and pursuing of closure orders.</p>

Extensive rail and road operations targeting new dealers trying to enter the city.  
Continued drug warrants.  
Tenancy enforcement meetings established encouraging civil enforcement with speedy exchange of information.  
ASB injunctions.

Reassurance

Police and partner high visibility patrols in areas of enforcement.  
Co-ordinated removal of graffiti and rubbish.  
Visits to victims of crime.  
Knock and speak to residents around drug enforcement.  
Accessibility of mobile community safety van.  
Leaflet distribution in areas of enforcement community engagement meetings.  
Some 350 residents and partners consulted with.

These measures are ongoing processes and continue to be implemented and the planning meeting with partners such as the drug and alcohol action team, primary care trust, fire and rescue service, drug intervention programme. Children and adult services are continuing as a governance body.

**EVALUATION:**

The planning meetings were essential in devising the role and actions of all key partners and to ensure that they were co-ordinated with enforcement activities. The meetings have also monitored the impact on partner agencies since enforcement and continue to assess the efficiency of the process. An example is that treatment funding is now continuing to support caseworkers assisting people through care.

There is continuing evaluation of the work being undertaken by analysts at Stafford headquarters. This draws from a wide range of data sources, including statutory and voluntary agencies. It highlights the number of people accessing treatment, syringe report finds, crime statistics and qualitative data from communities. The interim report demonstrates that the activity undertaken is having a positive impact with no detrimental effects.

**EXTERNAL VALIDATION:**

Validation through partner agencies and profile of the campaign through media attention including Police Professional.

**OUTCOME(S):**

The whole market approach adopted in Operation Nemesis has been recognised as the way to continue any future major policing operations. The benefits of prior engagement with key agencies such as the drug and alcohol action team and neighbourhood management have been clear.

Key successes include an increase in persons engaging with treatment and a far greater understanding by police and partners of how to make referrals. Acquisitive crime has fallen and intelligence suggests that there has been a noted impact within the drug market.

The City Council have doubled their numbers of demoted tenancy and eviction procedures. There has also been an increase in Class A closures directly attributable to Nemesis.

Crimestopper calls have increased by 39% and partners are also feeding more intelligence directly to the police. This has led to a sustainable flow of drug warrants and enforcement.

**FORCE CONTACT:**

Sergeant 5100 Rob Bateman, Hanley Police Station, Stoke-on-Trent, tel. 08453 302010

<b>INSPECTION AREA: Citizen Focus</b>
<b>TITLE: Trust and confidence supervisor briefings</b>
<p><b>PROBLEM:</b>                  Embedding of the new strategy and organisational values. With an emphasis of change from performance to Citizen Focus within the force it is important that we support all staff members in a practical sense to implement our new approach to policing.</p>
<p><b>SOLUTION:</b>                  The vision and mission statement for Staffordshire Police is: ‘To put the citizen at the heart of all that we do so that we can be the force that inspires the greatest levels of trust and confidence among the community it serves.’</p> <p>In order to imbed the Citizen Focus culture into the force and give staff the understanding and confidence to operate with this at the heart of service delivery and decision making, the supervisor’s sessions were put in place.</p> <p>The two-hour sessions run at two levels: sergeants and police staff equivalents and inspectors and staff equivalents. Each briefing is run by a member of the ‘5 exec’ team with support from the training department. Practical advice and examples of linking the trust and confidence strategy to the performance development review (PDR) is given and discussed (see ‘T &amp; C supervisors briefing’ in supplementary documents for further details).</p> <p>The executive officer sets out clearly the context of how Staffordshire has ‘matured’ in recent years to become one of the top performing forces, allowing it the confidence and platform to address the reassurance gap. Key to the ‘buy-in’ of officers and staff is the current bureaucracy reduction activity and the session ensures that there is a clear understanding of the ‘contract’ between executive and all staff to free up time to help achieve high levels of trust and confidence with communities (see developing practice ‘Reducing Bureaucracy’ for further details). Other areas are covered to provide a clear understanding of the link from the force’s mission and values to value-based decision making when exercising discretion. As the mission is consistent with a sense of vocation, this is inevitably shared by a vast majority of staff.</p> <p>Following the briefing, supervisors, through leadership skills and the PDR process, are asked to ensure that their staff are supported to deliver on the trust and confidence strategy.</p>
<p><b>EVALUATION:</b>                  At the conclusion of each session, time is taken to anchor understanding though an open session of questions and answers. The implementation of this approach will be measured through our series of five executive visits (internal inspection) to divisions / departments across the force.</p>
<p><b>EXTERNAL VALIDATION:</b>                  The sessions relate to the internal performance and vision of Staffordshire Police and as such have not been externally evaluated. However, Staffordshire has, as part of the HMIC inspection process, extended a formal invitation to the inspectorate to sit in on one of the briefing sessions so that an evaluation may be made in the inspection report.</p>
<p><b>OUTCOME(S):</b>                  When all sessions are completed, all staff across the force will have a clear understanding of the vision and implementation of the trust and confidence strategy. This will provide understanding as to how everyone within the force can and will make a contribution. The</p>

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sessions are part of a much broader force approach to a culture change that has Citizen Focus at the heart of it.

PDR objectives and development areas will reflect and support the above and supervisors are already being better equipped, through their own awareness and understanding, to manage staff to deliver a Citizen Focus-based service.

The overall measure of success will be from the engagement and satisfaction data generated from internal and external sources, plus staff perception measures of satisfaction and clear understanding and support of the force's vision.

**FORCE CONTACT:**

Deputy Chief Constable Adrian Lee, Staffordshire Police Headquarters, Cannock Road, Stafford ST17 0QG, tel. 08453 302010

**INSPECTION AREA: Citizen Focus****TITLE: Reducing bureaucracy – delivery of the agreement between the Chief Constable and executive team and all members of staff****PROBLEM:**

It has been necessary for us to review several of our processes in order to deliver on the contract between the Chief Constable and the force. Mr Sims has committed to creating an environment of reduced bureaucracy and performance targets in return for a commitment by staff to use this time to improve on the delivery of service.

**SOLUTION:**

A number of executive led areas and initiatives have been progressed in order to free up the time of officers. These areas of work have been reviewed so that maximum effect can be felt by front-line staff. Each has been recognised as an area of improvement across the force.

**Review of crime recording**

This area is addressing the bureaucratic burden placed on officers when dealing with crime. The nature of our reporting systems and the targets they face around sanctioned detections has led us to a performance and numbers based culture. We need to get back to a situation where we recognise the disparity between what the public believe to be a crime and how the police deal with that in the most effective, efficient and customer-focused way. When looking at this, there is a clear 80:20 split in respect of the crimes that are recorded, with only 20% of reported crime relating to serious crime such as serious assault and acquisitive crime.

The review has sought to address the balance between streamlined processes of recording that 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 approach has since been referenced in Sir Ronnie Flanagan's *Review of Policing* report, February 2008). This slim-line 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. (See Supplementary information, Assistant Chief Constable Paxton's review of crime recording for policing review.)

**Activity analysis**

Staffordshire has ceased using activity-based costing in order to reduce the burden on front-line staff. Again, this pre-empted the recommendations from the *Review of Policing* report. Alternative ways of measuring the performance are being captured through IT solutions that provide data. Further enhancements to this data compilation are being sought. The removal of this has also freed up staff from the back office process and this in turn has been reinvested in further survey 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 then did not enhance or improve the delivery of service or safety within the community. The document has been reduced from fourteen to seven pages.

**Domestic incident activity log**

Following police attendance at domestic incidents, officers were required to complete a lengthy document covering all aspects of the event and history. Although this document ensured that a very thorough and consistent service was delivered at every domestic

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incident, it took no account for the discretion of the officer; this led to a process interaction rather than a customer interaction. No account was taken of the severity of the incident as to the necessity to complete a bureaucratic document that was not always necessary. This process has been streamlined and, while still ensuring our delivery at domestic incidents, the bureaucracy that often committed the officer after the event has been drastically reduced. The form has been reduced from twenty pages to five.

**EVALUATION:**

Evaluation of the crime recording process began in April 08. Estimations to date suggest that a significant amount of policing hours have been saved (see below).

Trust and confidence measures are being led and monitored through the trust and confidence board (see Developing practice, embedding trust and confidence).

The review document submitted to support the Flanagan *Review of Policing* has been attached within supplementary evidence.

**EXTERNAL VALIDATION:**

The efforts have already been recognised as beneficial to policing by the Prime Minister and Home Secretary following their visit to the county.

**OUTCOME(S):**

The crime recording process began in April 08. Estimations to date suggest that over 40,000 front-line policing hours have been saved.

There has also been a reduction in time spent completing road traffic and domestic incident forms and a reinvestment of staff from activity-based costing into other survey work to measure satisfaction.

**FORCE CONTACT:**

Assistant Chief Constable Douglas Paxton, Staffordshire Police Headquarters, Cannock Road, Staffordshire ST17 0QG, tel. 08453 302010

## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

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

The survey results come from two different sources:

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

### Understanding survey results

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

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

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

### HMIC grading using survey results

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

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

## Understanding significant difference

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

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

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

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