

Her Majesty's Inspectorate of Constabulary



Baseline Assessment (Revised) of Avon and Somerset Constabulary

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1. Revising the Baseline Assessment Process

Background to baseline assessment

- 1.1 On 14 June 2004, HMIC published baseline assessment reports for all 43 English and Welsh forces, offering a high level diagnostic statement of each force's relative strengths and weaknesses. The baseline provides a point against which progress can be measured and an early warning of performance deterioration. It is designed as a self-assessment process, with the degree of validation/reality checking undertaken by HMIC increasingly dependent on a force's performance and the rigour of its internal assessment. In other words, better performers with good internal inspection regimes will see less of HMIC. It is important to recognise that baseline assessment is not an inspection; rather it helps HMIC focus its inspection effort where it is most needed. A formal inspection may still be necessary where there is evidence of systemic under-performance and poor leadership, within the context of the Police Reform Act 2002.
- 1.2 For the first time, HMIC used an explicit grading process, with four bands of achievement - *Excellent, Good, Fair* and *Poor*. This was the subject of much discussion with ACPO and the APA during 2003 and a mature consensus was reached that, while there is a downside to grading, it is a necessary development that could also deliver significant benefits in driving up police performance. In total, 16 activities were graded and the subsequent analysis identified national themes – for example, strengths in professional standards and the management of critical incidents but weaknesses in call handling and level 2 criminality – and relative force performance. On Tackling Level 2 Criminality, HMIC is currently in dialogue with NCIS, NCS and ACPO to secure agreement on definition, current status and work to improve performance in this vital area. We recognise that the grading of Level 2 Criminality in the first set of baseline reports was unsatisfactory, and for this reason the reconfigured reports will not grade this area, pending the completion of the work with NCIS et al. With call handling, there is already work in progress on both the technological aspects of call handling and citizen focus/quality of service issues. HMIC will begin a thematic review of call handling in October 2004, mapping its contribution into existing strands of work to add value.

Why the baseline assessment process needs to change

- 1.3 When the baseline process was first developed and trialled, the Policing Performance Assessment Framework (PPAF) was in very embryonic form, with considerable fluidity around the domain structure. HMIC decided to press ahead with baseline so that a substantive graded assessment could be completed by the end of 2003. It has always been our intention to migrate to the PPAF configuration and ensure complementarity between the two approaches, with baseline adding qualitative and contextual judgement to the quantitative comparative rigour of PPAF. Almost as soon as the first baseline reports were published, work began on transferring the evidence base to the new PPAF domain structure. Some frameworks have transferred intact – for example, Professional Standards – while others such as volume crime have been split to reflect the PPAF division between reducing and investigating crime.
- 1.4 The objective is to provide forces with a 'new look' baseline in October 2004 – at the beginning of the planning cycle – in the format for future use. This will be the baseline for future assessments that link HMIC's work and PPAF, as described above. HMIC staff officers have liaised with forces during the early summer to undertake a **very limited** refresh of the evidence base, focusing on quantitative data such as volume crime statistics. The refresh is limited because there is not time for an extensive exercise of revisiting qualitative assessments, which would anyway be burdensome for forces. HMICs' expectations are that most gradings will be unchanged. The reconfigured assessments will be communicated to forces and

police authorities and placed on the HMIC website but there will be no formal publication or launch. For some sections, such as Training and Development, only a few forces will be graded; work is ongoing to assess all forces in these areas by October 2005. **For this reason, it would not be appropriate to compare forces' aggregate October 2004 scores.**

- 1.5 The other reason for changing the frameworks reflects the fact that baseline is a new process and, inevitably, some aspects worked better than others. In consultation with practitioners/experts, all of the frameworks are being reviewed and in some cases amended significantly. In particular, we need to add to and/or strengthen the assessment of:
- tackling level 2 criminality
 - race and diversity/community cohesion
 - hate crime/crimes against vulnerable victims
 - major and serious crime, and counter-terrorism
 - NIM compliance and application
 - anti-social behaviour/promoting public safety
 - specialist operational support
 - HR
 - training and development
 - science & technology management.
- 1.6 The number of frameworks has increased from 23 to 27 but we believe they reflect a more comprehensive and coherent coverage of core policing activity (see table after para. 1.11). A key driver for changing HMIC's approach to force-level assessment was to ensure appropriate coverage of the Home Office's PSA targets and the Reform programme, and so the revised frameworks will give greater emphasis than before to issues such as citizen focus.
- 1.7 Alongside this is work to develop customised grading criteria for each framework to calibrate *Excellent*, *Good*, *Fair* and *Poor* performance; staff struggled to adapt the generic criteria used first time around for such diverse elements as volume crime, diversity and leadership. A tailored approach will assist in calibrating different levels of performance – HMIC intends to keep 'raising the bar' so that continuous improvement will be needed to retain *Excellent* and *Good* gradings. The full benefits of this more precise grading system will not be realised until production of the October 2005 reports.

Weighting

- 1.8 If, as we believe, some form of grading or rating of police performance is here to stay, then the Home Office and the police service need to give serious consideration to the issue of weighting. As long as gradings exist then commentators will use them to construct league tables, but these assign equal weight to activities that, in the eyes of both professionals and citizens, attract very different orders of priority. The revision of the baseline frameworks has eliminated some of the anomalies from the first round (where, for example, prisoner handling was in a separate framework) but improving the frameworks should go further than assigning equal importance to each. Accordingly, the Police Minister, Hazel Blears, has commissioned a tripartite examination of performance weighting to inform both PPAF and baseline assessment.

Timetable for autumn 2005 publication

- 1.9 Within HMIC work is in train to equip our staff to use the 27 frameworks that will be used to compile a full baseline assessment, the results of which will be published in October 2005, beginning a series of annual published assessments. By the end of

November 2004, the new frameworks will be sent to forces and they will be asked to provide a succinct response (self-assessment) by 31 January 2005. HMIC will offer training to forces on the use of the evidence-gathering software (BASE) to help in collating evidence and communicating it to the relevant Regional office.

1.10 Between February and May 2005, HMIC will then draw upon the following sources to prepare the baseline assessments:

- all inspection activity in the previous year, including BCU and BVR inspections, any focused inspections on particular themes, and various types of monitoring such as that of force efficiency plans;
- information from external agencies, other stakeholders, and other bodies engaged in inspection/audit of police forces;
- performance data up to 31 March 2005;
- self assessments and on-site work to validate them.

1.11 It is then planned to send draft reports to forces and police authorities in July 2005 with a view to publication by the end of September. The key dates are:

30 November 2004	Circulate new frameworks to forces
December 2004	Train forces in use of BASE software
31 January 2005	Forces return responses to frameworks
March to May 2005	Staff officers carry out on-site validation
June 2005	Regional and national moderation
Early July 2005	Draft reports to forces
Late July 2005	Responses back to HMIC
30 September 2005	All reports published

Baseline Assessment 2005 Frameworks			
1. Citizen Focus (PPAF domain A)			
1A. Fairness and Equality <ul style="list-style-type: none">Equality of service deliveryCommunity cohesionEngaging with minority groups	1B. Neighbourhood Policing and Community Engagement <ul style="list-style-type: none">Effective mechanisms for obtaining community viewsResponding to local prioritiesEffective interventions and problem -solving with partners and communitiesCommunity involvement with police	1C. Customer Service and Accessibility <ul style="list-style-type: none">Quality of service to victims and witnessesCustomer careResponding to customer needsAccessibility of policing services	1D. Professional Standards <ul style="list-style-type: none">Investigation of public complaintsImproving professional standardsCombating corruption and promoting ethical behaviourReducing complaints and learning lessons
2. Reducing Crime (PPAF domain 1)			
2A. Reducing Hate Crime and Crimes against Vulnerable Victims <ul style="list-style-type: none">Partnerships on child protection, reducing race crime, DV, homophobic crimePerformance in reducing these crimesMAPPA and sex offenders	2B. Volume Crime Reduction <ul style="list-style-type: none">Crime strategyPerformance in reducing volume crimeProblem -solvingNCRS compliance	2C. Working with Partners to Reduce Crime <ul style="list-style-type: none">BCU support for CDRPsDrugs prevention/harm reductionCDRP crime reduction performance	
3. Investigating Crime (PPAF domain 2)			
3A. Investigating Major and Serious Crime <ul style="list-style-type: none">Detection rates for murder, rape and other serious crimeIntegration with overall crime strategyCompliance with ACPO murder manualEarly identification of critical incidents that may escalate into major enquiries	3B. Tackling Level 2 Criminality <ul style="list-style-type: none">Crime that crosses BCU and/or force boundariesSupport for regional intelligence and operationsAsset recovery (POCA)Effective targeted operationsQuality packages to NCIS	3C. Investigating Hate Crime and Crime against Vulnerable Victims <ul style="list-style-type: none">Investigation/detection of child abuse, race, DV, homophobic crimeIntegration within overall crime strategyJoint training (eg social workers) and investigation	
3D. Volume Crime Investigation <ul style="list-style-type: none">Crime strategyCrime recordingInvestigative skills - eg interviewingANPRDetection performance	3E. Forensic Management <ul style="list-style-type: none">Specialist scientific supportUse of NAFIS, DNA, etcIntegrated management of processesPerformance in forensic identification and detection	3F. Criminal Justice Processes <ul style="list-style-type: none">Quality and timeliness of casefilesCustody management/prisoner handlingYouth JusticePNC compliance	
4. Promoting Safety (PPAF domain 3)			
4A. Reassurance <ul style="list-style-type: none">Operational activity to reassure communitiesUse of media to market successUniformed patrol and visibilityExtended police familyPerformance in reducing fear of crime	4B. Reducing Anti-social Behaviour and Promoting Public Safety <ul style="list-style-type: none">Non -crime activities of CDRPs and other partnershipsUse of ASB legislation, tools, etcRoad safety partnershipsEmergency planning		
5. Providing Assistance (PPAF domain 4)			
5A. Call Management <ul style="list-style-type: none">All aspects of call handling and call managementInitial incident responseEarly identification of critical incidentsPerformance in answering and responding to public calls	5B. Providing Specialist Operational Support <ul style="list-style-type: none">Management of central operational supportPolice use of firearmsCapability for policing other major events/incidents	5C. Roads Policing <ul style="list-style-type: none">Effectiveness of arrangements for roads policingIntegration/support for other operational activity	
6. Resource Use (PPAF domain B)			
6A. Human Resource Management <ul style="list-style-type: none">HR strategy and costed planKey HR issues not covered in 6B, 6CHealth and SafetyPerformance in key HR indicators	6B. Training and Development <ul style="list-style-type: none">Costed training strategy and delivery planKey training and development issues	6C. Race and Diversity <ul style="list-style-type: none">Action to promote fairness in relation to race, gender, faith, age, sexual orientation or disabilityPerformance in meeting key targets	
6D. Resource Management <ul style="list-style-type: none">Resource availabilityEffective use of resources to support front-line activityDevolved budgetsFinance, estates, procurement and fleet management functions	6E. Science and Technology Management <ul style="list-style-type: none">IS/IT strategy and its implementationProgramme and project managementCustomer serviceAdequacy of key systemsBusiness continuity and disaster recovery	6F. National Intelligence Model <ul style="list-style-type: none">Extent to which structures, processes and products meet NIM standardsIntegration of NIM with force planning and performance managementUse of community intelligenceApplication of NIM to non-crime areas	
7. Leadership and Direction			
7A. Leadership <ul style="list-style-type: none">Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforceEffectiveness of succession planningPromotion of corporacy	7B. Strategic Management <ul style="list-style-type: none">Integrated strategic planning frameworkExternal communication/consultationRelationship with Police AuthorityPolice Reform implementationInternal communication/consultationProgramme and project managementManagement of reputation/public expectations	7C. Performance Management and Continuous Improvement <ul style="list-style-type: none">Effective performance management structures and processes at all levelsQuality, timeliness of performance/management informationInternal inspection/audit/QA systemsEffectiveness of joint force/police authority best value reviews	

2. Force Overview and Context

- 2.1 This is a large force, covering the former county of Avon and the county of Somerset, some 1,855 square miles with a population of about 1.5 million. Its work is made more complex by the contrasting policing environments, including the diverse communities with several areas of deprivation in Bristol, the largest conurbation in south-west England. The county of Somerset, on the other hand, presents the policing issues associated with a sparsely populated rural area containing many small and medium-sized market towns.
- 2.2 There are six basic command units (BCUs), the commanders having a high degree of delegated authority to deliver policing services that meet the needs of their very different communities. The BCUs are supported by several headquarters departments including operations, criminal investigation, communications, personnel and training, corporate development, and criminal justice. Following considerable growth, making full use of the Government's Crime Fighting Fund, police strength (full-time equivalent) had risen to 3,417 at 31 March 2004. Police staff strength had also risen, to 2,083, and there were 335 special constables.
- 2.3 The command team comprises the Chief Constable, the deputy chief constable (whose responsibilities include corporate development and professional standards), a director of finance, a director of human resources, and two assistant chief constables (territorial operations and specialist operations). The net revenue budget for 2004/05 is £242.9m. Net revenue expenditure per 1,000 population (£139k) was the second highest in the MSF group in 2002/03 but close to the average for provincial forces in England and Wales.
- 2.4 Since the appointment of a new Chair to the Police Authority in 2003, the corporate governance arrangements have been reviewed and improved. Formal structures and processes have been streamlined; and new ways have been found to increase members' knowledge of the Force, enabling them to engage more effectively in planning and performance monitoring.
- 2.5 Following a long period of crime reduction, in 2001/02 recorded crime began to rise, driven by an influx of crack cocaine into the Bristol area, and none of the Force's crime targets was achieved. A wide-ranging programme was set up to combat the immediate problems and to identify and tackle the underlying causes. HMIC was closely involved in these matters, in July 2002 referring the deteriorating position in the Bristol area to the Police Standards Unit. The Unit was able to offer advice and additional funding that was appropriately targeted at reducing street crime, burglary and drug activity and improving social cohesion in the Bristol area.
- 2.6 In 2002/03 total recorded crime fell by 3%, there were significant reductions in burglary dwelling and motor vehicle crime, and the 28% fall in robbery was the largest reduction amongst the ten forces participating in the Government's Street Crime Initiative. In most respects, these positive trends in combating crime continued during 2003/04, in spite of a rise in major and serious crime that drew resources away from tackling volume crime.
- 2.7 Police authority support for a record level of precept for 2003/04 was a key factor in recent improved performance. Monthly tracking of the performance outcomes of each element of the additional investment has reinforced the performance culture that is increasingly evident throughout the organisation.
- 2.8 The focus on improving performance in the past two years has not deflected the Force and the Authority from pursuing longer-term strategic objectives. For example, good progress has been made towards creating a distinctive model of local team policing with constables as dedicated beat managers; improving public accessibility

to policing services is being co-ordinated effectively through a programme of change supported by substantial investment; and the Force has benefited from sustained priority given to forensic science support.

- 2.9 In spite of two years of improvement in performance, in comparison with the MSF group crime levels remain high and detection rates low. When viewed as a whole, performance against crime places the Force at the bottom of the group, even when taking account of the fact that Avon and Somerset has taken the lead in only counting 'sanction' detections (those that result in some judicial outcome for the offender). Outdated processes and computer support systems have hampered effective crime investigation; implementation of a new crime and intelligence system is planned in the coming year. In the meantime, continuing the drive to enhance investigation and supervisory skills in a young and inexperienced workforce is likely to be the best way to sustain performance improvement.
- 2.10 Assessment of structures, processes and recent performance is set out in sections 4 - 10 of this report; detailed performance tables are set out in Appendix 1. The following forces have been identified as being most similar to Avon and Somerset in terms of demography, policing environment and other socio-economic factors: Essex, Hampshire, Hertfordshire, Kent, Lancashire and Northamptonshire. When making comparisons in this report, the average performance in this group, known as the most similar force (MSF) group, will be used.
- 2.11 In respect of performance towards PSA targets, domestic burglaries per 1,000 households in 2003/04 were at the lowest level since 1989 and equal to the Force's PSA 1 target, one year early. Motor vehicle crime is 3% above the Force's PSA 1 target but, on current performance, the target appears to be achievable by the end of the current year. Robbery fell by 17% compared with a target of 10%, following a 29% reduction in 2002/03. Steady progress is being made on closing the gap with forces in the MSF group in respect of PSA 2. PSA 3 includes a target to increase the number of offences brought to justice by 17% from 01/02 to 05/06. The Force 2003/04 target of a 5% increase was exceeded. The number of police officers from visible ethnic minorities continues to increase and now constitutes 1.4% of police strength.

3. Summary of Judgements

Citizen Focus	
Fairness and Equality	GOOD
Neighbourhood Policing and Community Engagement	EXCELLENT
Customer Service and Accessibility	NOT GRADED
Professional Standards	GOOD
Reducing Crime	
Reducing Hate Crime and Crimes against Vulnerable Victims	GOOD
Volume Crime Reduction	FAIR
Working with Partners to Reduce Crime	GOOD
Investigating Crime	
Investigating Major and Serious Crime	GOOD
Tackling Level 2 Criminality	NOT GRADED
Investigating Hate Crime and Crimes against Vulnerable Victims	FAIR
Volume Crime Investigation	POOR
Forensic Management	GOOD
Criminal Justice Processes	FAIR
Promoting Safety	
Reassurance	EXCELLENT
Reducing Anti-social Behaviour and Promoting Public Safety	GOOD
Providing Assistance	
Call Management	GOOD
Providing Specialist Operational Support	NOT GRADED
Roads Policing	EXCELLENT
Resource Use	
Human Resource Management	FAIR
Training and Development	GOOD
Race and Diversity	GOOD
Resource Management	GOOD
Science and Technology Management	GOOD
National Intelligence Model	GOOD
Leadership and Direction	
Leadership	GOOD
Strategic Management	EXCELLENT
Performance Management and Continuous Improvement	GOOD

NB: For some sections, such as Training and Development, only a few forces will be graded; work is ongoing to assess all forces in these areas by October 2005. **For this reason, it would not be appropriate to compare forces' aggregate October 2004 scores.**

4. Citizen Focus

Avon and Somerset is in a good position to embrace the Government's Citizen Focus agenda, having in recent years identified its distinct communities, forged effective relationships with key community groups and developed a well-coordinated and effective approach to consultation. There has been innovation in managing race and diversity issues and an extensive programme of work aims to increase trust and confidence amongst minority groups. Public complaints have fallen steadily and are now below the MSF average.

Fairness and Equality

GOOD

Strengths

- Extensive and well thought out strategies and practical initiatives to improve quality of service to all communities, such as the Concert Strategy on Diversity and the Race for Equality Strategy, have been developed in consultation with key stakeholders and are actively championed by senior managers.
- Constructive relationships have been established with communities through the Equalities Advisory Group to help monitor performance and assist policy formulation (members include Support Against Racist Incidents (SARI) and Race Equality Councils).
- Good practice in diversity management includes:
 - reality checks at BCU level by the community safety department and the Police Authority which have highlighted inconsistency in hate crime procedures and helped spread good practice;
 - a crime scene investigator learning sign language;
 - a drop-in site to report hate crime within a gay venue.
- The establishment of an independent advisory group in Bristol has proved invaluable in helping the Force deal with several sensitive operations.
- The 'My England' criminal justice system diversity event was held for the second year in 2003. By the innovative use of theatre, it aims to develop personal awareness and understanding of communities' needs, with delegates drawn from all the main criminal justice agencies. It is worthy of consideration by other forces.
- Responses to the 2003 staff survey indicate that in the equality and diversity index force performance now matches that of 'world class' organisations.
- All staff receive a personal copy of 'Faces of Britain', a cultural guide published to raise awareness of different cultures, an idea that has been taken up by other forces.
- The ACPO race and diversity audit has led to a comprehensive action plan which is being actively progressed.

Areas for Improvement

- There is scope for headquarters to provide more support to BCUs, using their knowledge and expertise to assist strategy implementation and ensure a consistent, corporate approach. The planned restructuring of community safety department (CSD) presents an opportunity to bring this about.
- In restructuring and streamlining the CSD it will be important to retain the capacity and the skills to ensure full implementation of the race equality scheme through close monitoring and the publication of results. After some delay, an officer has been seconded, as part of his career development, to assist in this important work.
- The Force is committed to ensuring that its race equality scheme (RES) is fully compliant with the requirements of the Race Relations (Amendment) Act. A race equality strategy co-ordinator has been appointed and the scheme has been rewritten.
- There is still disproportionality in use of stop/search powers, an area that needs to remain under regular review.

Strengths

- Appointment of a consultation and knowledge centre manager within the corporate development department, serving both the Force and the Police Authority, has led to a well-coordinated and effective approach to consultation. Key features include:
 - developing and undertaking a wide range of consultation exercises to enable the Authority to fulfil its Best Value, planning and performance monitoring responsibilities;
 - providing advice and guidance to community consultation planner committees (see below) based on each BCU;
 - drawing upon a wide range of sources and analysing the results of consultation to inform strategic planning. The analysis of customer survey results leads to clear identification of scope for improving services and issues that need to be fed into the planning process;
 - developing effective links with community safety partners, businesses and the voluntary sector to identify opportunities for joint consultation and research; and
 - environmental scanning, including social and demographic research to help identify the specific policing needs of distinct community groups.
- Public consultation was reviewed in 2003, leading to a clear agenda for developing what is already a most effective system.
- Community consultation and planner committees (CCPs) were set up on each BCU in 2001. Moving away from reliance on traditional police community consultative groups, CCPs design and implement consultation programmes tailored to meet local needs. They include external representatives, and community safety partners speak highly of their effectiveness.
- Local team policing, with dedicated beat managers in sector teams led by inspectors, is at the heart of the Force's policing style. Good progress has been made in feeding the results of consultation at this most local level into the corporate consultation model.
- Different approaches are used to promote community cohesion and forestall community tensions at BCU level, but with considerable success in both urban and rural areas. For example:
 - in Chard, local consultation identified speeding traffic as a major concern, leading to a community speedwatch initiative (see Roads Policing);
 - in Central Bristol an independent advisory group, with representatives from statutory, voluntary and community groups, provides advice on policy, advises police about tactics for sensitive operations and gives feedback following such operations. Members think highly of the way they are able to influence the police and help improve community cohesion.
- A comprehensive youth strategy has been drawn up in the past year in partnership with other agencies with a detailed delivery plan. A wide range of approaches is already used to communicate with young people with results being fed into the planning process.

Areas for Improvement

- The youth strategy sets out an ambitious programme of change, and standards to be met, by various units throughout the Force. It is important that this delivery plan should be prioritised, have target dates for the various actions, and that the monitoring arrangements and means of measurement should be clear.

Customer Service and Accessibility

This is a new section. It will be fully assessed next year and the result published in September 2005. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment.

Strengths

- Clear strategic plans linked to force objectives outline how the department will improve its performance in promoting integrity.
- The department was inspected by HMIC in April 2003, resulting in a broadly favourable assessment.
- There has been a steady reduction in the numbers of complaints against police, especially assault complaints. A key factor has been a complaints prevention strategy informed by effective analysis of performance information, a willingness to learn lessons from investigations and a strong lead from the chief officer team that how staff operate is as important as what they do.
- Proactive networking with the group of most similar forces has enabled good practice to be picked up - also performance and processes to be compared - this has highlighted that the complaints and discipline department has low staffing levels when compared with those in the MSF group and some neighbouring forces.
- Effective use of civilian investigators has improved the timeliness of complaint investigations (but see AFI below).
- Good progress has been made on development of a professional standards unit to tackle corruption and unethical behaviour.
- Regular surveys are undertaken to gauge customer satisfaction with the complaint investigation process with feedback being used to identify areas for improvement.
- There is increasing confidence about the introduction of the Independent Police Complaints Commission with an effective relationship already having been established with the Commissioner for the region. An ongoing review of business processes and structures to ensure best use is made of available resources should assist a smooth transition to the new arrangements and a business case for some additional resources has been prepared.
- Investigating officers ask complainants to agree to an 'investigation plan' which is used as a basis for the investigation, providing clarity and an audit trail for any later appeal.

Areas for Improvement

- Continuity of command in the professional standards unit should now ensure that key tasks can be completed. The strategic assessment of the Force's vulnerability now requires an action plan to address the risk areas; service confidence procedures are now in place and policies on drugs and vetting are in their final draft.
- Feedback from customers comes into the organisation from complaints against police and police staff, from those seeking civil redress, and in letters and telephone calls about quality of service. Work is underway to develop a robust system to capture this customer feedback and ensure that it is used effectively within the continuous improvement programme.
- The time taken to complete some investigations improved in 2002/03 but fell back somewhat in 2003/04. Staff shortages last year in complaints and discipline department appears to have been a factor and there is now an opportunity to regain lost ground.
- Now may be an appropriate time to consider the feasibility of creating a single business unit encompassing complaints investigation, the professional standards unit, information security, civil claims and organisational complaints.
- The Force acknowledges that there is some scope to increase the use of the local resolution process.

5. Reducing Crime

Crime reduction in partnership has traditionally been the Force's main focus and there has been significant and continuing reduction in volume crime over the past two years. Levels of recorded crime, however, remain comparatively high and closing the gap with more successful forces will be a continuing challenge for some time to come. Yet the British Crime Survey indicates that levels of household and personal crime are below MSF averages. Recognising that robust performance management processes are now having sustained effect, the Police Standards Unit has recently brought to a close its active engagement with the Force.

Reducing Hate Crime and Crimes against Vulnerable Victims

GOOD

This is a new section. It will be fully assessed next year and the result published in September 2005. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment. The grading shown above is based on limited review of existing evidence and is therefore only an indication of the grade that may follow full assessment of the whole range of activity.

Strengths

- Hate crime has recently been included in the force control strategy. It features prominently among force operational priorities, with appropriate strategies and plans being developed.
- Under-reporting of race crime has been successfully addressed by working with community partners to develop user friendly and innovative means of encouraging victims to report incidents.
- Constructive relationships have been built up with race equality councils and 'Support Against Racial Incidents' (SARI) and an ambitious race equality scheme aims to improve standards of service and make clear to minority communities how services can be accessed.
- Two BCUs have hate crime units providing a focus for activity and skills development in handling this type of crime. All BCUs have at least one multi-agency partnership against racial harassment addressing strategic issues as well as case work.
- HMIC inspections of BCUs have highlighted good practice and praised the efforts of domestic violence liaison officers and staff working on hate crime.
- In response to the findings of the Bichard enquiry, the Force reviewed vetting procedures and is ensuring that all information in respect of child protection, domestic violence and other vulnerable victims is properly entered and that the system is searchable. Pending further national guidance, intelligence items are not being weeded.
- A database of hate crime shared with the Bristol local authority and SARI has enabled analysis of this type of crime which, in turn, has assisted in the development of problem-solving solutions.

Areas for Improvement

- The HMIC Force Inspection in April 2003 highlighted the need for a review of policy on domestic violence. Specifically verification that it was being adhered to, better management information and more effective dissemination of good practice. A full review is now being led by an ACC through the domestic violence steering group.

Strengths

- There has been a significant reduction in key crime levels in the past two years. By 31 March 2004, burglary dwelling was down 25%, robbery by 17% and vehicle crime by 20% compared with the previous 12 month period. The reducing trend has continued into the first three months of 2004/05. This sustained performance improvement has led to the PSU being able to 'disengage' with the Force, being satisfied that robust performance management is closing 'closing the gap' with average crime levels in the MSF group.
- A two-year investment programme has been established to improve performance, particularly on volume crime. The Force exceeded significantly the reduction targets set in the 2003/04 Policing Plan for robbery, burglary and vehicle crime.
- Domestic burglaries per 1000 population in 2003/04 were at the lowest level since 1989 and are on track to meet the PSA 1 target.
- Avon and Somerset was one of ten forces to participate in the 'Action on Street Crime Initiative'. A response, based on sound research indicating that street crime was in the main committed to fund drug habits, enabled the Force to make the greatest reduction in street crime of the ten participating forces.
- Crime reduction through partnership working is the Force's top priority. Engaging with partners in target-hardening initiatives has reduced motor vehicle crime at key locations such as Bristol International Airport. The Somerset burglary initiative, working across five CDRPs and two BCUs is another good example.
- Initiatives designed to reduce the level of drug-related crime are having a major impact on volume crime levels. Prolific offender units (see Criminal Justice), are contributing significantly to the reduction in volume crime, as is the Bristol delivery plan outlined under Tackling Level 2 Criminality.
- In spite of high levels of recorded crime, results from the British Crime Survey in 2003/04, often seen as a more reliable indicator of crime levels, indicate that household crime was close to the national average and personal crime was significantly lower. In the MSF group of seven forces, the survey suggested that the Force had the third and second lowest crime rates respectively. Possible reasons for this apparent anomaly are complex. It is likely, however, that a comparatively high proportion of these crimes is being recorded.

Areas for Improvement

- Despite significant reductions in crime in 2003/04, recorded crime levels remain high when compared with the MSF group (see Appendix 1). Four of the nine Crime and Disorder Reduction Partnerships (CDRPs) were still in the lowest quartile for total recorded crime in their respective family groups in 2003/04 and three were in the lower-middle quartile.
- For robbery and burglary dwelling, recorded crime levels in 2003/04 were still the second highest in the MSF group; for vehicle crime, they were the highest.

Working with Partners to Reduce Crime**Strengths**

- The Chief Constable takes a personal lead, convening and chairing a quarterly meeting of chief executives from the whole force area. The meeting leads to agreed joint actions to tackle crime and disorder.
- Promoting active communities and effective partnerships are key parts of the published policing style that underpins the Force's operational aims and objectives.
- The police contribution to CDRPs by chief officers, the headquarters community safety group and, perhaps most importantly, by BCU commanders and their staff, is held in high regard by the partners.

- There is no centrally imposed model for engaging with partnerships. Given the clear operational strategy and the positive leadership of chief officers, however, this approach has led to innovation and shared learning about what works best. The pooling of BCU funding by the three Bristol districts for use by the Bristol CDRP in 2003/04 typified the commitment of the Force to working through the partnerships. The three Bristol BCUs have now been amalgamated, a key part of the rationale being the need to align policing with the partnerships.
- A problem-solving approach to tackling the underlying causes of crime and disorder, in partnership with other agencies, is well established:
 - a common model with supporting tools is used throughout the Force;
 - an annual competition is run to encourage and reward innovation and identify good practice; the Force has an impressive record of success in the national problem oriented policing awards;
 - a new software application is being developed to link problem-solving with the National Intelligence Model and create a good practice database.
- The Police Community Trust is a good example of the police working with other agencies, businesses and voluntary organisations to raise funds for a wide range of community safety initiatives. Over £500k has been raised since the Trust's formation in 1999. Approval for a new post of partnership development manager should help this important area of activity to expand.
- The drugs strategy was updated early in 2003 in accordance with the national strategy. The Force plays a key role in the five drug action teams, all of which integrate their work with CDRPs although only two have formally merged.
- In all six BCUs, joint partnership action has been strengthened by representatives from other agencies participating in the strategic and tactical tasking and coordinating processes.

Areas for Improvement

- The Force has recognised that, given the successful delegation of partnership development to BCU level, the role of the headquarters CSG should be reviewed to ensure that it adds value. It is intended to develop an evaluation and consultancy role, and to support BCU inspection visits by ACC (territorial operations).
- As would be expected given the relatively high levels of recorded crime, four of the nine Crime and Disorder Reduction Partnerships were in the lowest quartile for total recorded crime in their respective family groups in 2003/04 and three were in the lower-middle quartile.

6. Investigating Crime

In contrast to most forces, Avon and Somerset counts only 'sanction' detections (see Appendix 2) but even taking this into account detection rates remain comparatively low. There are major work streams in progress to address this. High and increasing levels of major and serious crime stretch force capacity at times. HQ CID is overseeing the professionalising of the investigation process, taking on a greater role for training and development of detectives. Firearms capacity is becoming more resilient and significant progress has been made on tackling Level 2 criminality, helped by investment in forensic support. Criminal justice is acknowledged by the Force as an area for improvement and a major programme of work is underway.

Investigating Major and Serious Crime

GOOD

This is a new section. It will be fully assessed next year and the result published in September 2005. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment. The grading shown above is based on limited review of existing evidence and is therefore only an indication of the grade that may follow full assessment of the whole range of activity.

Strengths

- The establishment of a major crime investigation unit (MCIU) in 2002 (noted as good practice in HMIC 2003 Inspection) has enabled a more efficient and effective response to major and serious crime.
- Recent reviews, drawing on national guidance and good practice, have led to comprehensive policies and procedures, including those for missing person enquiries, sudden death investigations and reviews of unsolved major crimes.
- A thorough review of the MCIU was completed in July 2004. Its recommendations are wide ranging and include establishing key performance indicators and management information to provide a more complete picture of efficiency and effectiveness. A further evaluation will be conducted that will be informed by this new information.
- Benefits already apparent from the MCIU include:
 - a reduction in abstractions of BCU-based detectives from 29% to less than 15%, in spite of an increase in major crime;
 - reduced abstractions and better skills and continuity in key roles through the employment of 13 major crime investigation officers, with designated powers under the Police Reform Act;
 - early indications that, in spite of an increase in murder/attempted murder and other serious crime in the past two years, the detection rate for murders and the proportion of guilty pleas have increased, while the time taken to detect murders has reduced;
 - reduced costs from tighter budgetary control, including a 20% reduction in the car hire budget for 2003/04 which was underspent by over £5k;
 - increased capacity within the MCIU providing a cold case review team which achieved a major success in the identification of the 'Clifton' rapist, a case outstanding since 1979; and
 - positive feedback from wide-ranging consultation showing high levels of support for the impact made by the MCIU in improving major crime investigation while reducing abstractions.
- An arrangement with a private security company is close to completion whereby security will be provided for major crime scenes, obviating the need for uniform constables to perform this duty - a good example of innovation to reduce abstraction of front line staff.

Areas for Improvement

- The recent MCIU review produced good evidence of the benefits resulting from establishment of the unit. It also identified several areas for improvement, now being actioned, including:
 - better performance indicators;
 - a new 'balanced business scorecard' to provide more comprehensive management information to drive improvement;
 - better marketing to ensure that BCUs understand the MCIU role;
 - examination of other options for staffing such as external agencies for the engagement of experienced detectives;
 - secondments for district officers into the MCIU and vice-versa to promote skills development.

Tackling Level 2 Criminality

NOT GRADED

This section will be fully assessed and graded next year and the result published in September 2005. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment. Some findings are listed below for information.

Strengths

- The Force has detailed evidence of criminal networks operating in the area and has undertaken a number of highly successful proactive operations to disrupt them and arrest ringleaders. They include Operation Atrium, targeting drugs networks in the Bristol area and Operation Lynx, an anti-robbery campaign.
- Building on the successes of Atrium, further successful operations undertaken in the past 18 months include:
 - Operation Recure - a joint NCIS/NCS operation resulting in an offender receiving a 10-year prison sentence for cross-border drugs/firearms offences;
 - Operation Revel - an international drugs and money laundering operation with seizure of £13,000 worth of crack cocaine and a number of trials pending;
 - Operation Moss - resulting in the arrest of 39 drug dealers forming part of an international drug trafficking operation and the seizure of class A drugs, cash and firearms;
 - Operation Crystal, a cross-border investigation into contract killings between rival organised criminal gangs (12 persons currently remanded on blackmail/murder/conspiracy charges).
- The Bristol delivery plan, developed and implemented following an NCIS strategic assessment and collaboration between the Force and the Police Standards Unit (PSU), continues to focus activity on tackling the open drugs market and associated street crime. Regular monitoring of the plan has helped secure successful outcomes.
- The formation of a serious crime group has been invaluable to effective resourcing of level 2 operations.
- Effective regional co-operation has been developed with Operation Ironstone, which tackled the drugs market centred on Bristol, the first to which all south west regional forces committed resources.
- A well resourced technical support unit and an effective hi-tec crime unit are both held in high regard across the region.
- An active financial investigation unit has completed several significant confiscations; capacity for financial investigations is gradually building and the Force is on track to meet targets for asset confiscation.
- The Force has been a major contributor to the development of the special branch regional intelligence cell at Portishead and is leading the development of a SW regional Level 1

undercover facility.

Areas for Improvement

- The Force considers growing capacity for level 2 crime a top priority and a successful internal bid for 23 posts in 2004/05 will supplement the 54 extra posts provided in 2003/04. There is also a need to ensure existing staff are being used to best effect, for example, by benchmarking the cost of major operations, making closer links between resource usage and successful outcomes and developing more sophisticated performance indicators.
- The existing paper-based crime recording system, due to be replaced in late 2004, can result in delays in the creation of computerised crime reports, hampering the provision of timely and relevant information to support intelligence research and development.

Investigating Hate Crime and Crime Against Vulnerable Victims

FAIR

This is a new section. It will be fully assessed next year and the result published in September 2005. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment. The grading shown above is indicative of the likely judgement following assessment of the full range of activity.

Strengths

- Audits of racially motivated and domestic violence crime, conducted during two recent HMIC inspections of BCUs, have found evidence of thorough and sensitive investigation, effective links to partner agencies, and good compliance with force and local procedures.
- A very positive approach was taken to implement the recommendations from the Climbié inquiry in respect of child protection.
- The Force has fully subscribed to the 'True Vision' self-reporting initiative alongside 23 other forces with 15,000 packs having been circulated amongst communities.

Areas for Improvement

- The investigation of hate crime and domestic violence has been the subject of comment in recent HMIC Inspections, both at Force and BCU levels. Audits have identified some outstanding crimes with named suspects that have not been finalised.
- The percentage of racially aggravated crime detected was comparatively low in 2003/04 - 17.1% against an MSF average of 37.5% and the lowest rate in the MSF group. Although Avon and Somerset counts only 'sanction' detections, there remains significant scope for improvement. Most of the areas for improvement outlined under 'Volume Crime Investigation' below apply equally to hate crime investigation.
- Satisfaction levels amongst victims of racist incidents, at 59% in 2003/04, were lower than the previous year and the lowest level reported in the MSF group.
- Having examined a number of different approaches to managing hate crime and domestic violence, a 2003 BCU Inspection recommended consideration should be given to combined units at BCU level to address child protection, domestic violence, hate crime and registered sex offenders. This issue is still under review. Priority should be given to resolving this matter and improving services to the most vulnerable of society's victims.
- Action to improve the response to domestic violence is now being led by an ACC through the domestic violence steering group. The appointment of a detective sergeant as domestic violence co-ordinator in the public protection unit should help enhance the role investigation and detection has in preventing and reducing this type of crime. The steering group is producing minimum standards for the investigation of domestic violence, one of the aims being to increase detection rates.
- The proportion of domestic violence incidents where a power of arrest could have been exercised, and was used, fell slightly in 2003/04 and is below the MSF average. There is a need for greater awareness amongst all front line staff about how a proactive approach

can prevent further and often more serious domestic violence.

Volume Crime Investigation

POOR

Strengths

- A strong lead by ACC territorial operations is now being given about the importance of detections and this is supported by process mapping to build up the body of knowledge required to identify ways of driving up performance.
- Where BCUs are successful in bidding for the force targeting team there have been significant successes (one arrest leading to 310 burglary offences being taken into consideration by the offender). The burglary sanction detection rate, at 16.5% in the year ending 30 June 2004, has risen to be close to the MSF average.
- Preparations for the introduction of prisoner handling units are well advanced. A pilot study recently conducted at Bath aims to reduce officer time away from patrol and improve the quality of investigation.
- Treating robbery as a 'critical incident' has helped reduce street crime and contributed to the greatest reduction in robbery among the 10 forces participating in the street crime initiative.
- Bath has been a pilot site for the use of automatic number plate recognition (ANPR) and its use has been extended to Bristol. It has contributed to the recovery of 44 stolen vehicles, 28 arrests for key crimes and 66 for autocrime. It has been well received and staff feel that its use should be extended.
- The significant reduction in burglary has enabled resources, particularly forensic support, to be re-directed towards motor vehicle crime and effective use has been made of a recently acquired mobile forensic capability.
- A crime strategy and minimum standards document has been completed. HQ CID is taking on a greater role in supporting BCUs on volume crime and ensuring investigative skills are improved. A crime audit process is being developed.
- Since the Police Standards Unit Audit (March 2003) of data quality and compliance with the NCRS, most elements of an agreed action plan have been progressed successfully.
- A thorough audit covering all BCUs was conducted in July 2003 of areas not covered by the PSU audit. The results were generally favourable and corrective action was taken where errors were identified.
- The Crime Registrar repeated the PSU audit exercise in November 2003. In most respects there had been significant improvement. Scope for further improvement was identified, however, in both the communications department and the BCU parts of the process.
- Although the Force has had difficulty meeting the requirements of the PSU audit, there is some evidence to suggest that a comparatively high proportion of crime is recorded. The 2003/04 British Crime Survey indicated that household crime was close to the national average and personal crime was significantly lower. In the MSF group of seven forces, the survey suggested that the Force had the third and second lowest crime rates respectively, in contrast to the relatively high levels of recorded crime.

Areas for Improvement

- When compared with the MSF group, detection rates are low (see Appendix 1). Account needs to be taken, however, that most comparative data relates to overall detection rates - Avon and Somerset counts only 'sanction' detections. In 2003/04 in the six other forces in the MSF group, 'other' detections made up on average just over a quarter of the overall detection rate. Avon and Somerset's sanction detection rate for burglary dwelling in 2003/04 was close to the MSF average. The rates for vehicle crime, violent crime, and robbery, however, remain lowest or second lowest in the MSF group.
- There is extensive research underway to establish why detection rates are comparatively low. This, together with lessons learned from the 'Action on Street Crime' initiative and

the operational policing Best Value Review, needs to be co-ordinated and successfully translated into action to improve investigation capacity and skills. Much greater focus on achieving sanction detections is now evident but has yet to feed through to results.

- A number of BCU inspections have commented on low detection rates for violent crime. A problem profile has been developed in line with the NIM approach, incorporated into the force control strategy and a delivery plan agreed.
- BCUs need greater proactive resources to target offenders who do not warrant a level 2 response. Some additional resources have been allocated (eg, dedicated proactive teams) but all possible avenues for increasing capacity for volume crime investigation should continue to be explored (use of police staff, redeployment of existing skilled staff where appropriate, etc).
- BCUs are increasingly being staffed by a young and inexperienced workforce. In addition to improving investigative processes, continued action is needed to improve the skills of staff investigating volume crime, and the skills of supervisors who need to develop improved proactive supervisory capability in addition to having good investigation skills themselves.
- Crime management units have a key role to play in this and need to become centres of excellence for crime management at BCU level. A start has been made towards achieving this goal.
- Effective crime recording and NCRS compliance have been hampered by inadequate IT support systems. After many delays (see Science and Technology Management), a modern integrated system is not likely to be introduced forcewide before 2005. Delay in the introduction of a computerised crime recording and intelligence system is still perhaps the most significant factor hampering performance on crime. Every effort is being made, manually where necessary, to improve administrative 'housekeeping' to ensure that statistics for crime detection do justice to the achievements of staff.
- The Police Standards Unit audit of data quality and compliance with the NCRS (March 2003) resulted in an overall amber grading (fair): management arrangements were described as reasonable, with some clear areas for improvement such as training and awareness amongst staff; several of the crime records audits were graded red (some serious problems to be resolved), the main weakness being the transfer of records to the crime system. NB: the Force challenged the extent of failure to transfer crime logs to the crime recording system. The auditors accepted that delay in the process meant that account had not been taken of some correctly recorded crimes. Such delay, however, is itself matter of concern.
- The current crime recording process includes: paper records that have to be completed and dispatched manually leading to some delay, loss of records, etc; no automatic link between the incident recording and crime systems, hampering accurate recording, supervision and audit; and incidents reported to station enquiry offices and local telephone operators not being recorded on the incident system and staff having limited NCRS awareness.
- Although the recording of crime incidents has improved since the PSU audit, further improvement is hampered by the fact that staff on districts cannot add text to a log. Restricting permission to add text to a log to communications department staff should improve quality and release district staff from an administrative task. Action is being taken to address this issue.
- As an interim measure, a system has been introduced to enable BCU supervisors and crime management units to read incident logs to check that they have been converted into crime reports where necessary. The internal audit conducted in November 2003 suggests that this facility has improved the crime recording process.
- The audit also showed, however, some inconsistency in the extent to which CMUs used the facility and had other systems to ensure the quality and completeness of crime records. Pending introduction of the new crime system, efforts should continue to sustain and improve the current process, not only to satisfy auditors, but also to provide good service to victims and effective support to investigators.
- A crime detection reconnaissance completed in July 2004 highlighted some clear areas

for improvement, many of which the Force had already identified and has proposals to action. The Force needs to review the findings from the reconnaissance and put in place adequate measures for ensuring progress.

Forensic Management

GOOD

Strengths

- Since his appointment in 1998, the Chief Constable has made maximising the potential of forensic science in crime investigation a high priority. With the support of the Police Authority, this has helped develop an efficient and effective scientific investigations department.
- Strong strategic direction is provided by the scientific investigations leadership group (SILG), chaired by ACC (operational support).
- The scientific investigations department is well-managed, exemplified by: a comprehensive three-year costed plan; a stable well-trained workforce; effective systems for consulting staff and customers; ISO accreditation for four years, with documented procedures independently audited twice yearly; and a management information system that provides comprehensive, accurate and timely data.
- With improved management of the forensic submissions budget, expenditure has been prioritised and controlled much more effectively.
- Good use has been made of Home Office funding to employ volume crime scene examiners, introduce the management information system and other initiatives. Decisions will have to be made about sustaining some of this funding from the force budget.
- A resource unit co-ordinates and manages the deployment of crime scene investigators on five BCUs. It is being reviewed in the light of new developments, the intention being to extend it to cover the whole Force.
- A linked crimes unit researches identifications and has produced some good packages for action using fingerprint, DNA and footwear databases. It is currently being reviewed to improve co-ordination with similar work at BCU level.
- A well-equipped and staffed technical support unit has been developed, with clear aims to expand capacity to provide greater support to volume crime investigation.
- In 2001/02, the latest year for which comparative data is available, the Force was in the top quartile of forces in England and Wales in terms of scenes visited, identifications and forensic detections per CSI.

Areas for Improvement

- Although systems are in place to monitor the actioning of forensic identifications, there is some evidence of delay. This is a priority for the SILG - targets have been set for BCUs and district units are being set up to action DNA/fingerprint identifications.
- A key factor in improving crime investigation will be success in developing skills to maximise the product from each identification (see also Volume Crime Investigation and Performance Management).
- In 2003 the main priorities were burglary dwelling and improving the speed of processing forensic products. It is accepted by the Force that insufficient attention was given to motor vehicle crime, no doubt contributing to a very low detection rate. This issue is now being addressed and a strategy for improved scientific intervention in vehicle crime is being set.
- Between October and December 2003, the loading of DNA samples from offenders onto the national database compared poorly with other forces, due partly to difficulties in integrating the national custody computer system with other systems. Attempts are being made to overcome the problem locally and at a national level.
- Although there are some good examples, there is a need to ensure consistency in the way in which scientific investigations staff are involved in and driven by tasking and

coordinating processes.

Criminal Justice Processes

FAIR

Strengths

- The Avon and Somerset model for criminal justice leadership was a key influence on the national decision to establish Local Criminal Justice Boards (LCJBs). Structures and processes to help narrow the justice gap were already well established and are now being refined to ensure they will deliver the improvements sought.
- The Force is playing a significant role in taking forward national criminal justice issues, including piloting the national computerised case management and custody system and 'shadow charging schemes', in which Crown Prosecution Service lawyers give early advice on charges.
- The charging pilot at Bath, during a six month trial period, showed a 29% improvement in conviction rates, a reduction of 72% in cases discontinued after charge and an improvement of 149% in guilty plea rates at initial plea.
- Particularly noteworthy practice has been the development of multi-disciplinary prolific offenders units, headed by a probation officer, which seek to reduce offending behaviour. Where this fails, the aim is early detection and disruption of re-offending. It has been estimated that the unit at Bristol saved the community £2m in 2002/03 in terms of the 'total cost of crime'. These units are now being rolled out across the Force and the Avon and Somerset model is providing a template for use elsewhere in the country.
- Progress on increasing the number of offences brought to justice (NJG target) is good, with a 10% increase in the year ending February 2004. The extent of this improvement has been exaggerated, however, by the inclusion of minor road traffic offences in national statistics.
- In early 2003 the Force, in recognition of the need to improve service delivery in the criminal justice arena, embarked on a major review of custody provision, administrative support units (ASUs) and prisoner handling. The aim is to decentralise some elements, bringing case building closer to the point of service delivery and making BCU commanders and supervisors more accountable for the quality of both the investigation and the subsequent case file.
- The project includes a number of quick wins, including better performance information, IT support, and accommodation. It will be informed by the pilot study underway at Bath to improve file timeliness and quality. A case file support unit consisting of ASU staff, a decision maker, warrants officer and a CPS lawyer is being established, as is a prisoner handling unit to reduce officer time in the station. The unit will make use of police staff investigators given powers under the Police Reform Act.
- Detainee welfare is given the highest priority - complaint levels are low and high standards of care are provided. There is an excellent relationship with custody visitors who are provided immediate access at any time - feedback is appreciated and actioned.
- There has been good use of police reform powers with designated detention officers given powers to undertake tasks previously done by police officers (DNA swabs, fingerprints, etc).
- The national computerised custody system has been recently introduced force-wide and has been well received.
- Management have been innovative in making the best use of existing facilities, for example by using magistrates' court cell blocks at busy times.
- Early in the year it was recognised that the number of drug tests being conducted and the numbers of offenders engaged with an arrest referral scheme were below target. A compliance monitoring system has helped ensure that 95% of persons charged with trigger offences are now being drug tested.

Areas for Improvement

- Strenuous efforts have been made to update custody facilities within existing buildings

but in some cases facilities are barely adequate, particularly the non-designated sites. A design for new build at Taunton awaits suitable funding as it is considered that the urgency for increased capacity is elsewhere in the Force. A lack of cell capacity at busy times and just one work station for custody sergeants (two at Bristol), can result in delays which may deter officers from making arrests.

- There has not been routine monitoring of the time operational officers spend in custody suites processing prisoners although ABC data collection will be undertaken at the Bath pilot site in the autumn.
- Reasons for the relatively low number of charges resulting from the arrest of offenders for notifiable offences should be identified and remedial action taken. The Force acknowledges that more robust management around use of pre-charge bail could result in more offenders and offences being brought to justice.
- Staffing levels in custody suites at the end of 2003 were 16% below strength although this situation has now improved somewhat.
- CCTV is available in only a small number of custody suites and existing equipment has no audio facility. A programme to extend and upgrade CCTV started in June 2004.
- Lack of integrated computerised crime recording and intelligence systems may have discouraged custody staff from involvement in operational issues such as submitting intelligence.
- Recent investment has been concentrated on those areas that can have a more direct impact on combating crime and improving call handling. Custody facilities have not, until recently, been a high priority.
- An ongoing major review of the criminal justice function is considering how best to deliver the service, with options for structures, policies and processes being considered. The aim is to maintain central control for custody policy and standards but use more flexible staffing arrangements and more local involvement, including having an inspector in charge at each custody suite. Early indications from the pilot at Bath and North East Somerset (BANES) suggest this approach has advantages and a further pilot is planned at Staple Hill.
- The custody suite provides the gateway to the criminal justice system and considerable investment will be required if the vision for better criminal justice facilities and improved performance is to become a reality. It is essential that the estates strategy should be fully aligned to the operational requirement. Steps have been taken in this direction and the medium-term strategy will also now take this into account.
- File timeliness and quality is a recognised area for improvement. At the time of the HMIC Inspection (April 2003) only 29% of files met acceptable timeliness and quality standards. The latest joint performance management report shows files 'satisfactory to proceed' as 71% and 'on time' as 24%, only 18% meeting both standards (NB: these figures relate to full files only, about one-sixth of the total files submitted). A series of work streams have been set up to improve performance in this area.
- Use of the Excellence Model has highlighted potential process improvements within the criminal justice department such as ending the need for double and triple key entry of information. A gap analysis has identified training needs for supervisors and the desirability of an accreditation scheme for file building skills. The latter is now being piloted at BANES.
- The victims and witnesses task group has the potential to be an important means of ensuring that victims and witnesses are put at the heart of the justice system. To assist, a local implementation team has been established to deliver the 'no witness - no justice' project.
- Achieving this year's NJG targets is likely to be a challenge - there has been some reduction in use of TICs, and the removal of minor RTA offences from the equation makes achieving targets more demanding. But the Force, quite rightly, is determined not to devote resources to low priority crimes just to chase targets.
- PNC data quality in respect of inputting of arrest/summons reports has been consistent with an average of 80% of reports meeting the target. Performance in respect of court

results has, however, been somewhat erratic. In December 2003 40% of results were entered within the seven day target although there has been some recent improvement.

7. Promoting Safety

Under the Bristol delivery plan, effective action has been taken to improve the quality of life in communities blighted by drug-related crime and disorder. Throughout the force area there is clear evidence that the model of local team policing is increasingly meeting public needs and expectations. Levels of public worry about crime and disorder are comparatively low (in contrast to high levels of recorded crime). Working with other agencies to plan for emergencies is another strong area and the recent record of road casualty reduction is impressive.

Reassurance

EXCELLENT

Strengths

- 'Improving reassurance' is one of the four force operational priorities. Clear objectives and targets have been set and performance in this area is assessed during the ACC's quarterly inspections.
- The model of local team policing, including dedicated beat managers, sector teams, special constables and police community support officers, is embedded throughout the Force.
- Good links between headquarters, districts and sector teams mean that there is a consistent approach to identifying community needs and using the media to tell communities about what is being done.
- A series of linked indecent assaults in Weston-super-Mare received extensive media coverage and created considerable fear amongst the community. A professional police response managed a successful appeal for public assistance at the same time as providing reassurance.
- Good use has been made of external funding sources to increase visible uniform resources. Over 40 officers are funded externally and by November 2003 there were 46 police community support officers and 15 parish/neighbourhood wardens.
- Although recorded crime levels are high, levels of worry about crime and disorder were below the national average in the 2003/04 British Crime Survey. 10.4% of respondents had a high level of worry about violent crime, the lowest proportion in the MSF group. These results suggest that the Force's approach to reassuring communities has been successful.
- The long awaited mobile police station for central Bristol has been officially opened. It has been used to provide reassurance to communities following police operations tackling the open drugs market and to support anti-social behaviour initiatives.
- Reducing the impact of drug crime on communities remains a major plank of the Bristol delivery plan. Coherent partnership problem-solving approaches to tackle drug hotspot areas to complement enforcement activity are being developed using the NIM.

Areas for Improvement

- The British Crime Survey 2003/04 shows that levels of worry about crime were lower than would be expected, given the recorded crime figures. But the Force had higher levels of worry about burglary and vehicle crime than the MSF averages.

Reducing Anti-social Behaviour and Promoting Public Safety

GOOD

This is a new section. It will be fully assessed next year and the result published in September 2005. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment. The grading shown above is based on limited review of existing evidence and is therefore only an indication of the grade that may

follow full assessment of the whole range of activity.

Strengths

- A policy and protocol for partnership working to combat anti-social behaviour has been agreed and on several BCUs anti-social behaviour orders and acceptable behaviour contracts have been used successfully. Effective structures have been established at force level, and CDRPs are at the centre of delivering specific local action plans.
- Good use has been made of new powers under the Anti-social Behaviour Act 2003. For example, joint action with local authorities and the drinks industry to combat alcohol abuse and a permanent operational order to enable officers to intervene early to prevent 'raves'.
- The Black and White Café in Bristol, long regarded as a centre for drug dealing, has been closed down. This follows the execution of drugs warrants together with intelligence which resulted in the successful application for a closure order.
- The British Crime Survey 2003/04 showed a significant fall in the proportion of respondents perceiving high levels of disorder: 15.5%, the second lowest level in the group of most similar forces.
- The operational planning department is held in high regard both internally and externally. It has made an important contribution to establishing a local resilience forum to ensure key players (police, local authorities, etc) are fully prepared for any major incident likely to impact on public safety.
- In 2003/04 there was a 5% reduction in deaths and serious injuries from collisions compared with the same period the previous year, in line with the force commitment to reaching 2010 Government road casualty reduction targets.

Areas for improvement

- Public disorder incidents per 1000 population increased to 46.9% in 2003/04, slightly above the MSF average and placing the Force 5th out of 7 in the MSF group.

8. Providing Assistance

Priority is being given to driving forward the Government's Citizen Focus agenda in a wide ranging programme that includes creating a new multi-media public contact centre within the coming year. Recognising the importance of making policing services easily accessible to the public, there has been substantial investment in interim improvements to call handling. This work is soundly based on the results of thorough research to identify the needs and expectations of distinct communities. HQ support units have a clear focus on assisting BCUs to deliver on force operational priorities.

Call Management

GOOD

Strengths

- 'Dealing with emergencies and requests for service' is one of the four operational priorities, and significant investment has been made in both short-term and medium-term improvements.
- The change programme to introduce a multi-media public contact centre within the next two years has recently been broadened to encompass several projects designed to deliver on the Government's Citizen Focus agenda.
- The change programme is supported by a major independent research study to establish caller expectations and the reasons for dissatisfaction, based on detailed market segmentation.
- The need to improve the handling of non-urgent calls in advance of introduction of the public contact centre has been recognised. £750k per year has been invested in temporary call handlers on BCUs as an interim solution.
- In the past two years major improvements have been introduced to the headquarters communications department, including: better supervision, with 24/7 cover by inspectors; all team leaders trained in firearms command to provide effective direction in the crucial early stages of critical incidents; ISO 9001 accreditation, ensuring key processes are fully documented, externally audited and accompanied by systems to promote continuous improvement; and Investors in People accreditation.
- By June 2004 Airwave, the national digital emergency services radio system, had become operational on all districts. After some early difficulties, it is now proving to be a major operational improvement.
- Good quality, comprehensive management information now enables early identification and analysis of problems.
- In 2003/04 the proportion of 999 calls answered within target was close to MSF and national averages (see Appendix 1). After some difficulties introducing new technology and training additional staff, there were significant improvements in the latter part of 2003, since when over 93% of calls have been answered within 10 seconds consistently.
- The percentage of calls answered by the switchboard within 20 seconds has also improved significantly: from a very poor 48% in April 2003 to over 75% since December 2003. The percentage of calls answered in 15 seconds by BCUs rose by 5.4% in 2003/04 just achieving the 60% target.
- Satisfaction with the time taken to attend the scene (80%) and with overall 999 response in 2003/04 (73%) was, in both cases, close to MSF and national averages.
- Accessibility to policing services has been improved through a variety of initiatives, including: two community contact vehicles, deployed through the tasking and coordinating system (four districts have bid successfully for similar vehicles) a force website, independently judged to be one of the best in the country in terms of content, accessibility and interactivity; and many partnership arrangements whereby police use shopping centres, hospitals, schools, etc to provide regular local contact points.

Areas for Improvement

- The Force and Authority accept that the current arrangements for handling non-urgent calls are far from adequate. The interim measures, pending the introduction of the central public contact centre (planned for June 2005), have increased the number of calls answered but do not provide a quality service to callers.
- The answering of non-urgent calls in the control rooms remains slow, only 40% being answered within 20 seconds between May and October 03. The interim measures have, however, led to improvements in recent months.
- Although good progress has been made in developing a stable, well-trained workforce in the communications department, sickness absence has risen in the past year. However, more robust management of sickness has been introduced and there has been a recent fall in short-term sickness.
- 18% of the communications department workforce are police officers. Resistance to reducing this proportion on the grounds of 'operational credibility' needs to be overcome. And for the development of the public contact centre full use should be made of specialist call centre management skills.

Providing Specialist Operational Support

NOT GRADED

This is a new section. It will be fully assessed and graded next year and the result published in September 2005. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment. Some findings are listed below but they are not sufficiently comprehensive to justify a grading.

Strengths

- The roads policing unit has traditionally included armed response officers. There is an extensive programme to restructure the operations department to provide a more flexible approach to road safety while delivering an enhanced armed response capability.
- Successful planning and policing of the biggest open air music festival in Europe (Glastonbury) has been helped by the development of constructive relationships with organisers and encouraging partner agencies to fulfil their responsibilities under Section 17, Crime and Disorder Act, 1998. This year there was a 54% reduction in crime during the festival.
- There is evidence of effective critical incident management. Following a fatal police shooting an appropriate command structure and well established community links contributed to a professional response and minimum community tension.
- Use of a risk assessment matrix for tactical options to deter violence between local drug gangs resulted in the deployment of armed foot patrols in the St Paul's area of Bristol. Entitled Operation Holdfast, the policing response was strongly supported by the community.
- A rigorous selection and training system for major incident (silver) commanders is complemented by a shadowing process to enable them to develop their skills.
- In line with the force ethos of continuous improvement, following a fatal shooting in Bristol the post -incident procedure has been rewritten and the recommendations of the review are being actively progressed.

Areas for Improvement

- The Force acknowledges the need to increase firearms capability in the light of: the increase in major and serious crime, the expansion of Bristol International Airport and the increased terrorist threat, the overall increase in the number of incidents requiring a firearms response, and insufficient capacity, leading to existing staff working long hours.
- To address this issue, the operations department is being restructured, a marketing

campaign has been launched and HMIC has worked with the Force to explore ways of developing an increased and more flexible firearms capability. Increased regional collaboration is also being considered. There are now tactical teams available 24/7, AFO numbers have increased and new arrangements have led to a reduction in overtime working despite an increase in demand.

- Command resilience for public order at inspector and sergeant level should be strengthened - many staff are asked to undertake 'acting' roles, without appropriate training or experience. This issue is being addressed.
- Whilst there is 24-hour inspector cover in the force communications centre, it is not always the case at BCU level. This makes it essential that sergeants, particularly those 'acting up', are aware of what constitutes a 'critical incident', how to make best use of the 'golden hour' that follows and the operational support available. A 'managing operations' module based on a Centrex course is being delivered to sergeants and new inspectors, but to cover all key supervisors will take time.

Roads Policing

EXCELLENT

Strengths

- Use of the 'Planning for Success' model for determining priorities and appropriate actions has enabled the operations department (within which roads policing unit sits) to model its business to support overall force aims and objectives.
- The Level 2 tasking and coordinating process has enabled effective deployment of roads policing staff and other central resources: for example, to tackle a spate of robberies committed by moped riders highlighted in BCU strategic assessments. The operations department identified a range of tactical options, suggesting good integration and use of the NIM.
- Avon and Somerset pioneered the '1 stop - 2 messages' approach which other forces have now adopted. Every stop is viewed as an opportunity to address both crime and road safety issues.
- The Force adheres to ACPO guidance on dealing with road deaths and there are good family liaison officer arrangements.
- The Force has received recognition through its entries and success in the national Tilley Awards for problem-solving policing. Operation Taboo, which provides road craft skills to speeding offenders, is a good example.
- One very successful initiative is Community Speed Watch (over 100 schemes forcewide). Local residents, with police advice and support, monitor compliance with speed limits in efforts to improve driving habits and reduce road traffic collisions.
- Road traffic collisions reduced in 2003/04 when compared to the previous year. For those involving persons killed or seriously injured there was a 5% reduction.
- A 'collision care' pack has been produced to improve quality of service to RTC victims. Satisfaction with police action at the scene of collisions rose in 2003/04 and is just above the MSF average.

Areas for Improvement

- There has been some tension between the Force and the camera safety project, a partnership led by the Department of Transport. The Force had received negative publicity following poor operating procedures eg, enforcement vehicles being illegally parked and public perception that the project's main aim is revenue generation rather than road safety. The Chief Constable has personally led efforts to improve direction and control of the project and to market its aims and objectives more effectively.
- The operations department, which includes the roads policing unit, has over 400 highly experienced staff. Any restructuring or business planning should focus on continuing to develop closer links with BCUs to ensure they get maximum support. The restructuring undertaken in April 2004 aims to do this by providing a clear focus on casualty reduction, crime reduction and firearms.

9. Resource Use

Following the recent appointment of an HR Director at chief officer level, people management has a much higher profile. New BCU and departmental HR managers are settling into their roles and there is real commitment to improving performance through staff training and development. There is good evidence of sound finance and resource management and support services that focus on meeting the needs of their customers. Although the crucial crime and intelligence system has been delayed, hampering crime investigation, a robust and stable infrastructure is now in place upon which integrated IT systems and national applications can be built. Implementation of the NIM is well advanced with all products now being delivered effectively.

Human Resource Management

FAIR

Strengths

- HR management was examined during the HMIC Inspection of April 2003. A number of areas for improvement were highlighted and are being progressed, with some successful outcomes including: recruitment of personnel managers for BCUs and major departments; reduced sickness of police officers; progress on development of a police staff appraisal process; and an ambitious implementation programme based on the costed HR plan.
- Substantial investment in occupational health and welfare is helping to improve absence management and has contributed to far fewer medical retirements. Occupational health road shows have been particularly well received by staff.
- The Force has been very successful in attracting experienced transferees whilst also attracting new members to the service.
- Tutor units for probationer constables, where there is integration of the tutor unit with mainstream activities, have been highlighted in recent BCU inspections as good practice.
- Those seeking promotion are actively supported with coaching, study guides, and training and development opportunities.
- The Force has been imaginative in the use of an agency pool of staff to ensure, for example, that essential public face to face contact is maintained.
- A five-year health and safety plan contains clear objectives to improve performance. Appropriate up-to-date policies and a safety management system set out the structures, managerial responsibilities and processes.
- A well-resourced integrated health and safety/occupational health unit, located away from headquarters to ensure confidentiality, demonstrates the commitment of the Force and Authority to delivering the national occupational health plan.
- For some years the Force has been accredited under British Standard 18001/1999, 'occupational health and safety management'.

Areas for Improvement

- A range of performance indicators is required to monitor the progress of organisational development and the HR plan, to enable adequate linkage between resource inputs and performance outcomes. These are being developed.
- Introduction of the national HR IT package (April 2004) should enable the production of better quality management information. The programme to achieve this is well advanced.
- Officer sickness levels, whilst reducing, remain above the MSF average, as does police staff sickness. There is scope to further improve absence management by ensuring early contact is made with staff on sick leave and that the return to work procedures are completed. Medical retirements show a similar pattern - they have been substantially reduced and are now just below the MSF average.

- The support given to those seeking promotion should continue and consideration should be given to additional support for those in acting positions by the provision of effective managerial and training opportunities. The leadership of sergeants is key to the success of geographic policing and they should be provided with the skills necessary for the role. (NB: those in post in acting positions for over three months are now being assessed and training provided - improving investigative skills and supervision is part of the work to improve crime investigation).
- HR practices need to be fully aligned to the Integrated Competency Framework (ICF). The Force continues to use the Kent competency framework for its staff development systems but is now migrating to the ICF.
- When devolved HR managers become established there may be scope to slim down the headquarters department and refocus activities to strategic development, quality assurance and support for the district HR managers.
- The health and safety policy has yet to be ratified by the Authority. A consultant is examining the current system prior to a decision about the future division of responsibilities.
- There is scope for improving the frequency, thoroughness and record keeping of internal audits and following the recruitment of an additional health and safety officer, an enhanced programme of proactive monitoring is planned for 2004/05.

Training and Development

GOOD

This is a new section. It has been fully assessed following a BVR inspection in June 2004. A key issues framework is being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment.

Strengths

- There is a real commitment at all levels of the organisation to improve performance through training.
- A clearly defined client/contractor relationship is managed by the strategic training programme executive (STPE) with a chief officer lead providing independence to the decision-making process.
- Clear and evidenced progress has been made on implementing recommendations from HMIC training thematic inspections. A training BVR led to a comprehensive improvement plan; many of the planned improvements have been implemented successfully, although there should be more regular, rigorous monitoring.
- The Police Authority has been actively engaged in driving forward improvements in training and a recently formed HR committee will provide an opportunity to strengthen monitoring of the improvement plan.
- Members of communities, and public and private sector organisations, are involved in training delivery in many different ways and there are plans to expand this area.
- The Force has played an important role in regional collaboration on training needs analysis, design, evaluation and delivery.
- There is good evidence of effective and efficient completion of staff appraisals and development plans, with systems to monitor completion and quality. The current model is competency based and it is planned to migrate to the national integrated competency framework in August 2005.
- A recent assessment by the Adult Learning Inspectorate found a high standard of training delivery by well-qualified training staff.

Areas for Improvement

- Further work is needed to ensure that the training strategy and plan follow Home Office guidance, including setting out the training specification for all training across the Force.

- The planning cycle should be reviewed to ensure that the annual costed training plan is available to inform the budget setting process.
- Further work is needed to make full use of the national costing model as a contemporaneous monitoring tool for the training plan.
- With the recent appointment of an HR director at chief officer level, the responsibilities of that post and the head of training should be reviewed to ensure there is no duplication.
- Although a strategic prioritisation model is used by the STPE, there is a lack of understanding outside that body about how it works.
- Some specialist training remains outside the professional management of the head of training and is not included in the costed training plan.

Race and Diversity

GOOD

Strengths

- Good practice in diversity management includes:
 - an 'Engender' group that is active in promoting the 'Gender Agenda';
 - administrative assistance for the Black Police Association; and
 - arrangements for a gun-holster made from non-animal products to be provided for a vegan officer.
- Although they continue to be under-represented, the number of women officers in middle and senior management positions has improved. One BCU commander and the director of intelligence are female.
- The Force is on course to achieve its 'Dismantling Barriers' targets (1.45% of police officers, 1.62% of police staff and 2.14% of special constables are from visible ethnic minorities, compared with a working population of 2%).
- The target has recently been increased to 3.4%. To achieve this a number of initiatives are underway including partnership working under the umbrella of 'Connecting Communities' and provision of a mentoring service for potential applicants.
- Responses to the 2003 staff survey indicate that in the equality and diversity index force performance now matches that of 'world class' organisations.

Areas for Improvement

- In March 2003 women police officers made up 16.4% of the total (full time equivalent), the lowest proportion in England and Wales. By June 2004 the proportion had risen to 19.8%, due to the high proportion of women recruits, but is still well below the MSF average.
- There is no visible ethnic minority police officer above the rank of inspector.
- Results from the monitoring of recruitment, retention and progression of ethnic minority staff, in line with the requirements of the specific duty for public authorities under the Race Relations (Amendment) Act, should be carefully analysed to identify any barriers so that appropriate action can be taken.
- The positive action programme in partnership with the Employment Service has not been as successful as originally hoped with only two of the original ten recruits progressing through their probation. Lessons need to be learned and the scheme revitalised.

Resource Management

GOOD

Strengths

- The Authority and Force have good arrangements for jointly identifying strategic priorities for medium-term financial plans and have taken full account of the main external and internal factors likely to affect future funding.
- The Authority has been linking the allocation of development resources to performance and the Force has developed an effective monitoring process for the delivery of specific

performance improvements from use of these resources. This is an example of good professional practice.

- Finance and resources support services are becoming increasingly customer-focused. Customer surveys have been used but they now need to be part of the regular provision of core performance information, using the force-wide intranet. The total cost of each service should also be measured in the 'balanced business scorecards'. Overall, the cost of these services, per member of staff, is below the average in other forces; (source: CIPFA Stats/HMIC).
- A qualified finance director has recently been appointed to be a full member of the chief officer team, as required by the Home Office Financial Management Code of Practice.
- The Force has had good partnership arrangements with Somerset County Council for the provision of financial services.
- Some progress has been made towards achieving the Government's 2005 'e-business' target. The Force is aware, however, that it needs to further develop its approach; an e-tendering system has been acquired and is awaiting implementation. Purchasing cards are in use in HQ departments and their use is to be extended across the Force.
- The estates department makes excellent use of IT to deliver an effective estate management service, in partnership with specialist firms. The IT system is also used by crime scene investigators, an excellent example of a support service being directly involved with operational policing.
- The Force has a proactive approach to sustainability including an environmental policy, the purchase of 'green energy' and participation in a carbon neutral scheme.
- The transport service has improved significantly in recent years and the overall quality of the fleet is now much improved. Examples of good professional practice include:
 - a modern, large workshop operating with extended hours;
 - standardisation through use of a single vehicle manufacturer's platform;
 - increasing use of diesel powered vehicles (though there is still some way to go to reach the norm of 80% found in best performing forces);
 - a new vehicle pool to reduce waiting time for replacement vehicles;
 - warranty work to be completed in-house to generate an income stream;
 - measurement of vehicle downtime to reflect the service from a customer's perspective;
 - use of police support staff rather than police officers to move vehicles to and from workshops; and
 - good use of a computerised fleet management system - the information in the system is to be made available, across the intranet, to BCUs and departments.
- Overall the cost of transport services, per member of staff, is close to the average in other forces; (source: CIPFA Stats/HMIC).
- Avon and Somerset remains a national leader in the development of both sponsorship and the use of a Community Trust to provide additional resources to support local initiatives.
- BCU and department commanders welcome the increased devolvement of budgets. They have also commented favourably on recent improvements to the fleet and the estate.

Areas for Improvement

- The Authority is aware that it needs to improve its overall level of reserves to at least 2% of net revenue expenditure and plans to do so over the next two to three years. A good start was made in 2003/4 with the transfer of part of the in-year surplus to reserves. Given the current position, it is important that any substantial in-year changes to budget allocations are fully discussed with the Authority.
- Consideration should be given to extending the present arrangements for linking use of resources to performance to all expenditure within the annual allocation of resources.
- The Force is currently tendering for the provision of financial systems and is considering linking the HR and payroll systems to create a single 'data warehouse' for people data.

This is an opportunity for the development of a financial systems strategy to reduce transaction costs through process re-engineering. Examples include the replacement of cheque use by electronic payment and the replacement of all paper based communications (remittance advice, payslips etc) by e-mail.

- In particular, as part of the finance systems strategy, the Force is aware that it needs to improve the police overtime system by ending manual record keeping.
- Overall budget devolvement is reasonable and it is planned in 2005/06 to include vehicle costs. A few activities remain, however, where budgets are not devolved, including uniform and equipment. Printing should operate through a trading account.
- With the introduction of the new Internal Control Statement, the Authority, in partnership with the Chief Constable, should consider how the necessary internal control assurance could be strengthened by a process to ensure that all key management controls (financial and operational) are functioning correctly. An annual joint planning of activities between internal audit, professional standards and risk management could support this objective.
- The Force is aware that it has had weaknesses in its approach to business investment analysis and the new finance director is addressing this issue.
- Risk management is seen as a key corporate governance responsibility and developing and implementing a risk management strategy will be a priority for the risk management group (RMG). Chaired by a chief officer, this group is supported by the County Council who provide risk management and insurance services. The RMG will need to ensure that it receives appropriate professional support to develop risk management.
- While the purchasing and supplies department is professionally managed, the number of qualified staff is modest for an organisation the size of Avon and Somerset. Professional resilience is an issue and the level of professional staffing will need to be kept under review.
- Improved financial systems and procedures are required to enable fully effective monitoring of the ordering of supplies.
- The procurement service has not yet provided an annual report to the Authority which would help it to fulfil its corporate governance responsibilities.
- The estates strategy should be developed into a detailed asset management plan covering all forms of accommodation - including mobile facilities and modern concepts such as 'hot-desking'. It should directly support the operational policing vision and strategy, allowing developments to be 'packed', as opposed to the traditional 'one scheme at a time' approach.
- The Force is reviewing its arrangements for the storage of retained property. Traditionally, several separate activities have been managed locally and often in poor conditions. There is now a need, as part of the estates strategy, to identify the medium to long-term overall storage needs (including uniform and other stores) and work towards a single professional stores management service.
- The estates department should actively support and encourage BCU staff to work pro-actively with their local authorities, encouraging the authorities to fulfil their statutory community safety responsibilities, to maximise the use of planning legislation to generate additional resources to support policing.
- Consideration should be given to the following opportunities for further productivity improvements from the investment in a modern vehicle workshop:
 - working towards a further reduction in the number of other workshops; and
 - proactively working in collaboration with other forces in the region and in Wales to extend services to other authorities.
- The target to submit Activity-Based Costing (ABC) information to the Home Office in July 2004 has been achieved. It is important that use of ABC becomes embedded in the operational performance culture - also that the process is streamlined so that managers can use up to date information to improve use of their staff's time and, in turn, drive up performance.

Strengths

- After lagging behind information systems development in other forces, good progress has been made in recent years. A robust and stable infrastructure is now in place upon which integrated systems and national IT applications can be built.
- Effective strategic direction has been provided by the information systems programme executive (ISPE), chaired by the deputy chief constable, which oversees delivery of a comprehensive high level integrated information systems strategy.
- The role of ISPE has recently been expanded to include oversight and co-ordination of large-scale corporate projects. Wider membership should ensure that all key stakeholders are represented and share ownership of the major projects.
- An experienced specialist manager has, over the last five years, developed an effective and efficient department. There is a stable workforce, well qualified and trained and with a clear customer focus.
- Recent improvements include:
 - creation of a data warehouse enabling operational systems to be accessed with a single search. Although currently an enquiry only system, it will be developed and forms an important foundation for the introduction of national systems;
 - deployment of the encrypted national major enquiry system;
 - good progress on rolling out the national HR and custody systems; and
 - successful roll-out of Airwave, the national digital emergency services radio system, to all BCUs.

Areas for Improvement

- The Force still lacks effectively integrated key operational systems. Although the in-force data warehouse has solved many of these problems, the crime recording and intelligence systems are still inadequate and hamper crime investigation.
- After waiting for national systems to become available, the Force was disadvantaged by cancellation of the national crime system. The intelligence application of a new system is now planned to go live in November 2004. It has the potential to provide valuable new ways of combating Level 1 and Level 2 crime.
- The Force participated in the ACPO information management benchmarking exercise in 2003 but has not yet used the comparative data. This should be done so that value can be obtained from the exercise in terms of assessing comparative strengths and weaknesses to support future improvement planning.
- Following an HMIC recommendation in May 2003, progress has been made on disaster recovery arrangements for 'mission critical' systems. It is important that this work is integrated with the non-technical business continuity plans for the related processes.

National Intelligence Model (NIM)**GOOD**

This is a new section. It will be fully assessed next year and the result published in September 2005. Questions are being developed by HMIC for distribution to all forces in November 2004 to enable self-assessment. The findings listed below are based on current knowledge within HMIC of the Force's use of NIM and the grading shown above is indicative of the likely judgement following a fuller assessment.

Strengths

- Level 1 and 2 NIM processes have been successfully co-ordinated, for example, in response to increased tensions in the St Pauls area of Bristol following a fatal shooting

and in Weston-super-Mare following a spate of sex attacks.

- The establishment of an interagency NIM group comprising NCIS, Customs and Excise, the Immigration Service, the Inland Revenue and the Police Authority will improve communication flows between agencies and improve the links between the systems in each agency.
- Implementation of the NIM is well advanced with all products now being delivered including a problem profile on gun crime and one on major and serious crime. Tasking and coordinating arrangements comply with the recommended model and the Force has been a major contributor to the NCIS strategic assessment on Level 2 and 3 criminality, helping to build possibly the region's strongest links with NCIS.
- Operation Atrium was highlighted in the 2003 HMIC Inspection report as an excellent example of a problem-solving approach in partnership with local, national and international agencies, making full use of National Intelligence Model structures and processes.
- Reassurance issues are addressed in the NIM control strategy. In the past year community impact assessments have led to resources being deployed effectively to reassure local communities on several occasions.

Areas for improvement

- National assessment for NIM implementation was very positive, placing the Force in the top quartile. A recent internal self-assessment, however, identified scope to refine co-ordination, for example, by ensuring that Operation Atrium (a force initiative) is linked more effectively with local BCU activity.

10. Leadership and Direction

Leadership and clear strategic direction by a strong chief officer team have been key factors in improving performance in the past two years. The team has recently been strengthened by the appointment of directors of finance and resources, and HR. There is now a highly effective strategic planning process, with real involvement by partner agencies and staff. A key part of that process is a performance management regime that is robust but constructive. With the impending retirement of the Chief Constable and the recent departure of the deputy chief constable, the Force faces major change but its new leaders will have a solid foundation upon which to build for the future.

Leadership

GOOD

Strengths

- There has been continuity in this enthusiastic and energetic top team. They maintain consistent strategic direction by meeting frequently and are highly visible throughout the Force, with the Chief Constable, for example, regularly patrolling with officers.
- There is a clear policing philosophy rooted in problem-solving, partnership and a drive for continuous improvement under the banner of 'Getting Better At What We Do' which is well understood throughout the organisation.
- Following a corporate governance review, informal meetings with the Police Authority and other process improvements have improved members' knowledge of the organisation, understanding of key strategic issues, and communications between chief officers and the Authority.
- In annual staff surveys, overall satisfaction levels increased significantly in most areas. Compared with 'high performing' and 'world class' organisations, the Force reached the 'high performing' category in a number of areas: immediate supervisor, communication, welfare, workload and improvement focus. It reached the 'world class' category for equality and diversity. Areas for concern are fed into well-established continuous improvement processes.
- Commitment to openness, honesty and improving performance is included in a Leadership Charter, which has a high profile throughout organisation.
- Staff associations express satisfaction with their involvement in policy making, the facilities afforded to them and the access they have to the chief officer team.

Areas for Improvement

- This is a Force with good strategic management, an ethos of continuous improvement and what is becoming a well-developed performance culture. What is looked for now is that this sound foundation should generate tangible and measurable outcomes, raising performance in key crime areas to that of better performing forces. The significant improvements seen in the past two years indicate that this is achievable.
- There is a need to ensure that the development of good senior and middle management leadership skills is also reflected at sergeant and inspector level; and for effective career development for superintendents in preparation for BCU command.
- Great strides have been made on communicating force values, aims and successes externally, with effective working relationships being developed with the media. Efforts now need to be directed towards improving internal communications. Tackling information overload through excessive use of e-mail and developing a corporate briefing model are two areas under consideration. An internal communication strategy is being finalised which includes the appointment of a communications manager.
- An emphasis on driving up performance coupled with the need to progress major corporate projects has raised the issue of command resilience in the chief officer team and discussions are underway to address this. A director of hr and a director of finance have now been appointed - a further ACC position remains under discussion. Together with a new deputy, this will make for major changes in the top team.

Strengths

- An integrated internal planning process has been developed in the past two years. This model, 'Planning for Success', within a broader approach, 'Getting Better at What We Do', is now used in all BCUs, departments and units. The system provides clarity throughout the organisation about how resources will be used to deliver force objectives. A key feature is the involvement of staff at all levels in the creation of plans.
- Driving the internal planning process is the 'Quadrant', which defines the objectives and targets of the four key business areas and sets out how they will be achieved. Reviewed each year, the 'Quadrant' is well understood by staff throughout the organisation.
- The Police Authority is fully engaged in the planning, budget and performance monitoring processes. Changes have been introduced in the past year to reduce bureaucracy in the formal processes and to increase other forms of contact between members and the Force.
- An organisational development plan now drives overall organisational improvement through five 'criterion groups', each chaired by a chief officer and based on the Excellence Model criteria - leadership, policy & strategy, people, partnerships & resources, and processes.
- A commitment to continuous improvement is evident throughout the Force. Coordinated by the corporate development department, every BCU and department has a corporate development officer, with some departments having their own business improvement units.
- There are some very effective two-way internal communication mechanisms to support the planning process, including a good quality quarterly force newspaper, the website, the intranet and the 'Planning for Success' process itself. A major corporate project is nearing completion to develop a forcewide internal and external communications strategy.
- Good use is made of annual staff surveys, the most recent completed in November 03. It showed improvements in all 15 key areas and there is an effective system for feeding areas for improvement into the planning process.
- In November 2003 the role of the information systems programme executive was expanded to enable it to become a programme board for all major corporate projects, providing more effective prioritisation and coordination.

Areas for Improvement

- It is accepted by the Force that the emphasis in the current policing plan on operational priorities and objectives should be balanced by clear objectives for vital supporting processes such as people, finance and resource management.
- Some managers are unclear about how the new 'criterion groups' relate to other elements of strategic management, including the new force development programme executive (FDPE).
- The Force has had some difficulty working with the Police Authority to integrate Best Value Reviews (BVRs) with other organisational development. Recent changes to structures and processes have laid the foundation for a more consistently successful BVR programme.
- Work to improve key processes such as burglary investigation includes many initiatives carried out enthusiastically and with some clear successes. There is scope for improving coordination and prioritisation, however, to ensure that BCUs are in no doubt about which process improvements are mandatory and which are likely to have most impact.

Strengths

- Performance management is a key feature of the new planning process, 'Planning for Success'. A sound performance management framework includes: 'balanced business scorecards' being developed to include a wide range of indicators to assist performance assessment; rigorous quarterly inspections of BCUs and departments by chief officers, leading to agreed actions; a structured approach to performance review at the main force meetings; conference calls between ACC (Territorial Operations) and BCU commanders to reinforce the focus on performance between formal inspections and meetings; and replication of these approaches, including sector inspections, at BCU level.
- Performance management is supported by a range of good quality information products, accessible throughout the Force, in user-friendly format and containing the sort of analysis that helps managers understand the causes of good or poor performance.
- A network of BCU/departamental corporate development officers provides a similar service locally, with performance information broken down to sector and, in some cases, beat level.
- The Police Authority actively monitors performance. This process has been improved in the past year by employing a consultant to advise on the sort of products needed and the interpretation of data.
- Some Best Value Reviews (BVRs), including those on scientific investigation and personnel management, did lead to significant organisational improvement; the transport services review has identified potential for some useful efficiency gains.
- In line with an HMIC recommendation in May 2003, new structures and processes have been introduced into the continuous improvement unit to streamline the completion of BVRs, provide adequate resources, and ensure greater direction and ownership.
- In line with the new arrangements, in January 2004 the best value and consultation committee agreed the programme of reviews for 2004/05. Chief officers and the Authority are working closely together to ensure these reviews are fully integrated into the overall organisational improvement programme. The improvement activity of the volume crime task force is evidence that this approach is becoming more effective.

Areas for Improvement

- Extensive research has been undertaken by various units and BCUs, and continues, to establish why detection rates are comparatively poor. In January 03, a new series of quarterly crime investigation audits began, involving the crime support and corporate development departments. It is important that action in response to this work should be coordinated effectively to provide clear guidance on the key changes needed to improve crime investigation and detection (see also Volume Crime Investigation).
- Although good quality performance information is produced quickly, the short-term accuracy of crime data is hampered by delays in the crime recording process (see Science and Technology Management regarding action to improve the computerised crime investigation system).
- It is recognised that some 'balanced business scorecards' require further development to ensure that the emphasis on operational outcomes is accompanied by better information about how well resources are used.
- At present the Force does not have an interactive management information system. Progress has been made, however, towards procuring the national management information system (NMIS).
- Since the commencement of Best Value Reviews (BVRs) in April 2000, the Authority and Force have found it difficult to integrate reviews into other organisational improvement activity.
- The overall approach to organisational improvement, brought together in the past year

under the 'Planning for Success' model (see Strategic Management) is impressive. A clearer understanding about how BVRs link to that model is now emerging.

- Some BVRs were delayed for long periods because of staff shortages in the corporate development department and the need to divert resources to other priorities such as the Street Crime Initiative and some reviews, according to the managers involved, were over-bureaucratic and produced few tangible benefits.
- With better integration of BVRs within the 'Planning for Success' model, and streamlined reporting procedures, there is an opportunity for the Authority and chief officers to ensure that reviews contribute consistently to organisational improvement.
- The issues identified during the burglary BVR were sifted to identify those that had been addressed by other projects. The final options for change paper proposed action in relation to only one issue: the management of DNA/NAFIS hits. Avoiding duplication and targeting BVRs on areas with significant potential for improvement is to be welcomed. Both the Authority and the Force, however, should maintain oversight of the whole burglary investigation process and key performance indicators. This is essential in order that the effectiveness of improvement activity can be monitored holistically.

11. Inspection Plan for Avon and Somerset 2004/05 - 2006/07

- 11.1 This report establishes a baseline against which future performance and organisational development will be monitored. As is apparent from the gradings, the Force has several significant challenges to meet if its performance is to reach the standards expected by both Government and the communities of Avon and Somerset. Account has been taken of the progress made since 2001/02, and the Chief Constable and the Police Authority are commended for the action taken to increase organisational capacity, introduce more rigorous performance management, and develop a distinctive policing style based on service to local communities by sector teams. While these changes are already delivering better performance, attention is drawn to a number of areas where further change is required if some obvious weaknesses are to be rectified.
- 11.2 Set out below are proposals for working with the Force and the Authority over the next three years, concentrating on areas where a need for improvement has been signalled. Where the Force is achieving success, the objective is to leave it to continue its work, in accordance with the principle of 'earned autonomy' that allows for light touch regulation. However, the Force's performance across the board will be monitored by the Home Office using the Policing Performance Assessment Framework which will provide early warning of any deterioration in key areas of activity, especially those which have a bearing upon Public Service Agreement targets.

Inspection Plan for Avon and Somerset 2004/05 - 2006/07

Area of Activity	Proposed Inspection Activity
Fairness and Equality	Routine monitoring during quarterly visits with particular reference to the race equality scheme.
Neighbourhood Policing and Community Engagement	No inspection activity - review during 2004/05.
Customer Service and Accessibility	To be examined during BCU inspection activity.
Professional Standards	No specific issues - routine monitoring during quarterly visits to assess impact of introduction of IPCC.
Reducing Hate Crime and Crimes against Vulnerable Victims	BCU Inspection of North Somerset will be undertaken in 2004/5. The principal focus will be on crime investigation and management - follow up BCU inspections at BANES and S. Bristol provide a further opportunity for reality checking.
Volume Crime Reduction	As above.
Working with Partners to Reduce Crime	Routine monitoring during quarterly visits and monitoring of CDRPs' performance on volume crime.
Investigating Major and Serious Crime	Routine monitoring during quarterly visits.
Tackling Level 2 Criminality	Routine monitoring during quarterly visits.
Investigating Hate Crime and Crime against Vulnerable Victims	BCU Inspection of North Somerset will be undertaken in 2004/5, the principal focus will be on crime investigation and management - follow up BCU inspections at BANES and S. Bristol provide a further opportunity for reality checking.
Volume Crime Investigation	As above.
Forensic Management	Routine monitoring during quarterly visits with particular reference to PSU performance indicators.
Criminal Justice Processes	Routine monitoring during quarterly visits to make a closer examination of prisoner handling and CJ issues - also consider during BCU Inspection at North Somerset and follow up BCU Inspections.
Reassurance	No inspection activity planned.
Reducing Anti-social Behaviour and Promoting Public Safety	New framework - to be assessed spring 2005.
Call Management	Progress on the project to introduce a new public contact centre will be monitored closely with a view to Inspection in 2005/06 or 06/07.
Providing Specialist Operational Support	New framework - to be assessed spring 2005.
Roads Policing	No inspection activity - review during 2004/05.
Human Resource Management	Routine monitoring during quarterly visits, specifically to consider role and effectiveness of HR managers on division, absence management and the development of PDR systems.
Training and Development	No inspection activity planned.
Race and Diversity	Routine monitoring during quarterly visits with particular reference to the race equality scheme.
Resource Management	Quarterly monitoring of efficiency plan progress. Quarterly monitoring of management of overtime reduction. Follow -up Inspection on finance and transport in 05/06.
Science and Technology Management	Continued monitoring through scrutiny meeting on progress for Project Incline.
National Intelligence Model	New framework - to be further assessed spring 2005.
Leadership	No inspection activity - review during 2004/05 re resilience issues.
Strategic Management	No inspection activity - review during 2004/05.
Performance Management and Continuous Improvement	Routine monitoring during quarterly visits.

Routine Monitoring

To update the annual Baseline Assessment Review, all 27 functions will be briefly checked by HMIC staff during quarterly visits. The order and depth of these checks will be agreed with the Force and depend on the nature of the issues identified in the annual assessment and ongoing monitoring of performance.

Appendix 1

Performance Tables for Avon and Somerset

DOMAIN A: CITIZEN FOCUS								
	2001/02	2002/03	2003/04	Apr – Jun 2003	Apr – Jun 2004	% Change 2002/03-2003/04	MSF Average 2003/04	MSF Rank 2003/04
User Satisfaction								
% of victims of burglary satisfied with initial police response	84.87%	87.17%	85.73%	N/A	88.7%	-1.44 pts	88.41%	7 out of 7
% of victims of violent crime satisfied with initial police response	70.22%	66.67%	64.88%	N/A	67.6%	-1.78 pts	75.46%	7 out of 7
% of victims of racist incidents satisfied with police response	N/A	67.65%	58.82%	N/A	77.8%	-8.82 pts	66.61%	6 out of 6
% of public satisfied with time taken to answer a 999 call	N/A	91.72%	90.52%	N/A	93.8%	-1.20 pts	90.95%	5 out of 7
% of public satisfied with response to a 999 call	65.62%	72.92%	72.90%	N/A	83%	-0.02 pts	72.95%	4 out of 7
% road traffic collision victims satisfied with the service at scene of RTC	84.15%	81.02%	84.58%	N/A	89.5%	3.55 pts	83.12%	5 out of 7
% public satisfied with arrival time of police at immediate response incident	70.22%	84.21%	79.65%	N/A	87.4%	-4.56 pts	82.97%	5 out of 6
Fairness and Equality Measures								
PACE Stop/Search per 1000 white population	9.17	11.16	10.03	1.64	2.6	-10.12%	8.57	Not ranked
PACE Stop/Search per 1000 ethnic minority population	36.51	38.44	34.18	4.75	10.1	-11.07%	21.44	Not ranked
% of PACE stop/search of white persons which lead to arrest	16.37%	14.16%	11.98%	15.60%	9.2%	-2.18 pts	12.6%	Not ranked
% of PACE stop/search of minority ethnic persons which lead to arrest	26.07%	22.67%	18.70%	25.42%	18.5%	-3.97 pts	15.0%	Not ranked
Complaints against Police Officers								
Complaints per 1000 officers	212.19	199.68	177.93	42.38	N/A	-10.89%	186.60	5 out of 7
% of police officer complaints finalised	N/A	93.98%	101.97%	N/A	N/A	8.00 pts	100.41%	4 out of 7
% of police complaints substantiated	3.97%	4.60%	6.25%	8.76%	N/A	1.65 pts	3.95%	1 out of 7

DOMAIN 1: REDUCING CRIME								
	2001/02	2002/03	2003/04	Apr – Jun 2003	Apr – Jun 2004	% Change 2002/03-2003/04	MSF Average 2003/04	MSF Rank 2003/04
All crime per 1000 population	118.41	117.20	110.67	28.14	27.88	-5.57%	99.17	6 out of 7
Burglary dwelling per 1000 households	25.11	23.38	17.38	4.68	3.95	-25.64%	13.07	6 out of 7
Violent crime per 1000 population	N/A	17.40	20.77	4.83	5.76	19.36%	18.46	6 out of 7
Robbery per 1000 population	3.23	2.36	1.95	0.51	0.45	-17.39%	1.05	7 out of 7
Vehicle crime per 1000 population	26.99	24.44	19.46	5.17	4.73	-20.35%	14.15	6 out of 7
Violent offences committed by a stranger per 1000 pop	N/A	7.57	7.28	2.16	2.43	-3.85%	6.54	4 out of 7
Violent offences committed in a public places per 1000 pop	N/A	7.92	8.44	2.25	3.06	6.63%	10.76	3 out of 7
Violent offences committed under the influence of intoxicating substances per 1000 pop	N/A	1.12	1.66	0.43	0.54	48.40%	4.47	1 out of 7
Violent offences committed in connection with licensed premises per 1000 pop	N/A	1.30	1.73	0.41	N/A	33.30%	1.41	6 out of 7
BCS Risk of household crime	21.60%	22.96%	19.59%	N/A	N/A	-3.37 pts	19.90%	3 out of 7
BCS Risk of personal crime	6.12%	8.03%	6.25%	N/A	N/A	-1.79 pts	7.97%	2 out of 7

DOMAIN 2: INVESTIGATING CRIME								
	2001/02	2002/03	2003/04	Apr – Jun 2003	Apr – Jun 2004	% Change 2002/03-2003/04	MSF Average 2003/04	MSF Rank 2003/04
Detection Measures								
% total crime detected	14.32%	15.40%	15.39%	14.20%	13.08%	0.00 pts	24.54%	7 out of 7
% of vehicle crimes detected	6.76%	8.43%	5.73%	4.40%	5.56%	-2.69 pts	10.23%	7 out of 7
% of violent crime detected	N/A	25.65%	24.79%	24.77%	21.04%	-0.86 pts	49.52%	7 out of 7
% of burglary dwellings detected	10.72%	16.08%	17.13%	12.22%	8.40%	1.06 pts	18.44%	4 out of 7
% of robberies detected	10.43%	13.44%	14.99%	15.66%	14.96%	1.55 pts	22.30%	7 out of 7
% of racially aggravated crimes detected	18.08%	19.33%	17.04%	17.10%	14.21%	-2.30 pts	37.52%	7 out of 7
Enforcement Measures								
% of domestic violence incidents with a power of arrest where an arrest was made	48.12%	47.93%	51.79%	48.26%	55.3%	3.86 pts	54.47%	4 out of 6
% of partner-on partner violence	92.06%	93.26%	91.94%	92.29%	91%	-1.32 pts	79.70%	Not ranked

DOMAIN 3: PROMOTING PUBLIC SAFETY								
	2001/02	2002/03	2003/04	Apr – Jun 2003	Apr – Jun 2004	% Change 2002/03-2003/04	MSF Average 2003/04	MSF Rank 2003/04
Public disorder incidents per 1000 population	43.49	43.66	46.85	11.47	14.6	7.32%	44.49	5 out of 7
Quality of Life Measures								
% of reported domestic violence incidents that involved victims of a reported domestic violence incident in the previous 12 months	25.90%	24.91%	27.65%	24.60%	30.9%	2.74 pts	31.28%	2 out of 7
% of domestic burglaries where the property has been burgled in previous 12 months	9.59%	7.73%	4.69%	N/A	N/A	-3.04 pts	14.62%	1 out of 7
Traffic Measures								
No. of road traffic collisions involving death or serious injury per 1,000 population	0.47	0.5	0.48	0.11	N/A	N/A	0.63	N/A

DOMAIN 4: PROVIDING ASSISTANCE								
	2001/02	2002/03	2003/04	Apr – Jun 2003	Apr – Jun 2004	% Change 2002/03-2003/04	MSF Average 2003/04	MSF Rank 2003/04
Quality of Life Measures								
% of 999 calls answered within local target time	81.33%	88.51%	88.00%	84.66%	94.9%	-0.50 pts	88.63%	5 out of 7

DOMAIN B: RESOURCE USE								
	2001/02	2002/03	2003/04	Apr – Jun 2003	Apr – Jun 2004	% Change 2002/03-2003/04	MSF Average 2003/04	MSF Rank 2003/04
% of police officers in operational posts	94.00%	93.70%	94.06%	93.43%	93.9%	0.36 pts	93.74%	Not ranked
% of police staff in operational posts	33.84%	31.24%	32.41%	31.6%	33.8%	1.17 pts	27.48%	Not ranked
% of police officers in operational support posts	4.57%	4.30%	4.45%	4.46%	4.9%	0.14 pts	4.57%	Not ranked
% of police staff in operational support posts	27.40%	27.41%	29.14%	27.5%	33.6%	1.73 pts	27.25%	Not ranked
% of police officers in organisational support posts	1.43%	1.99%	1.49%	2.11%	1.2%	-0.50 pts	1.69%	Not ranked
% of police staff in organisational support posts	38.76%	41.36%	38.45%	40.9%	32.5%	-2.90 pts	45.24%	Not ranked
No. of days lost through sickness per police officer	13.01	11.36	11.04	2.59	2.5	-2.8%	10.17	5 out of 7
No. of days lost through sickness per police staff	12.51	12.81	12.71	2.91	2.8	-0.8%	10.88	7 out of 7
BCS % very worried about burglary	11.10%	12.05%	11.91%	N/A	N/A	-0.14 pts	10.82%	5 out of 7
BCS % high levels of worry about car crime	14.47%	16.06%	13.73%	N/A	N/A	-2.33 pts	12.79%	5 out of 7
BCS % high levels of worry about violent crime	15.04%	12.96%	10.37%	N/A	N/A	-2.59 pts	12.80%	1 out of 7
BCS % high levels of perceived disorder	18.73%	20.96%	15.54%	N/A	N/A	-5.42 pts	16.97%	2 out of 7
Female officers as % of total officers	16.00%	16.42%	18.44%	17.7%	19.8%	2.01 pts	21.26%	7 out of 7
No. medical retirements of police officers per 1,000 police officer employees	13.56	10.76	2.93	0.6	0.9	-72.80%	3.06	5 out of 7
No. medical retirements of police staff per 1,000 police staff employees	3.02	3.83	2.88	1.1	0.9	-25%	2.71	6 out of 7
% turnover police officers	5.36%	6.51%	4.41%	1.44%	1.46%	-32%	5.67%	2 out of 7
% turnover police staff	8.63%	10.97%	10.01%	2.63%	3.30%	-9%	11.56%	2 out of 7

Appendix 2

Glossary of Terms and Abbreviations

ABC	Acceptable Behaviour Contract
ABC	Activity-based costing
ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
ACPO IM Benchmarking Toolkit	Agreed means of assessing information management systems in forces
ANPR	Automatic Number Plate Recognition
APA	Association of Police Authorities
ASBO	Anti-social Behaviour Order
BANES	Bath & North East Somerset BCU
BAWP	British Association of Women in Policing
BCS	British Crime Survey
BCU	Basic Command Unit, also know as division, area or district
BPA	Black Police Association
'Bradford' System	A technique used in attendance management which 'scores' absence from work and sanctions apply when points reach a certain total – such as ineligibility to apply for a specialist post
BVR	Best Value Review
CC	Chief Constable
CDD	Corporate Development Department
CDRP	Crime and Disorder Reduction Partnership
CENTREX	The national police training organisation
CJU	Criminal Justice Unit
CPS	Crown Prosecution Service
CSE	Crime Scene Examiner (known in some forces as SOCOs or CSIs)
DCC	Deputy Chief Constable
DVLA	Driver and Vehicle Licensing Agency
Efficiency Plan	Government requires each force to make measurable efficiency gains of at least 2% per annum (3% from 2005/06)

FDPE	Force Development Programme Executive (formerly ISPE)
Gender Agenda	An initiative developed by a group of senior women officers and later adopted by ACPO and the Home Office which promotes equal opportunities for women in the police service
GPA	Gay Police Association
HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary
HPDS	High Potential Development Scheme
ISPE	Information Systems Programme Executive
IAG	Independent Advisory Group – a body advising a force or BCU on race and diversity issues
ICF	Integrated Competency Framework – an amalgamation of the national competency framework and the national occupational standards framework
IPCC	Independent Police Complaints Commission
JPM	Joint Performance Management (with CPS) of the quality and timeliness of prosecution files
Level 2 Criminality	Criminal activity of an organised level that occurs across force boundaries
MCIU	Major Crime Investigation Unit
MSF	Most Similar Forces – a way of grouping forces so that each force is compared with those displaying similar social and demographic characteristics.
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NPP	National Policing Plan
NVIS	National Video Identification System
OBTJ	Offences brought to justice – ie, taking sanction detections through to a judicial disposal
PA	Police Authority
PCSO	Police Community Support Officer
PDR	Performance development review
PNC	Police National Computer

POCA	Proceeds of Crime Act – legislation which came into effect in 2003 to facilitate the seizure of assets from convicted criminals or assets derived from 'criminal lifestyles'
PNC	Police National Computer
PPAF	Policing Performance Assessment Framework
PSA targets	Public Service Agreement targets – these have been agreed between Government departments and HM Treasury. Police forces are expected to make a significant contribution to achieving Home Office targets
PSD	Professional Standards Department
PSU	Police Standards Unit
RTC	Road Traffic Collision
Sanction detections	Offences that are detected by way of charge, summons, caution, fixed penalty for disorder or offences admitted on a signed TIC schedule
SIO	Senior Investigating Officer
SLDP	Senior Leadership Development Programme
SOCITM	Society of IT Managers
SOCO	Scenes of Crime Officer
TCG	Tasking and Coordinating Group
TIC	Offence taken into consideration when admitted in court
VEM	Visible Ethnic Minority
Volume Crime	Not a technical term but normally refers to high incidence vehicle crime, burglary and in some areas robbery