



Cambridgeshire Constabulary

Baseline Assessment

October 2006



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Appendix 1 Glossary of Terms and Abbreviations

Baseline Assessment 2006 Frameworks			
1 Citizen Focus (PPAF Domain A)			
1A Fairness and Equality in Service Delivery <ul style="list-style-type: none"> • Equality of service delivery • Community cohesion • Engaging with minority groups • Hate-crime reduction and investigation 	1B Neighbourhood Policing and Problem Solving <ul style="list-style-type: none"> • Effective mechanisms for obtaining community views • Responding to local priorities • Effective interventions and problem solving with partners and communities • Operational activity to reassure communities • Use of media to market success • Uniformed patrol and visibility • Extended police family • Performance in reducing fear of crime 	1C Customer Service and Accessibility <ul style="list-style-type: none"> • Quality of service to victims and witnesses • Customer care • Responding to customer needs • Accessibility of policing services 	1D Professional Standards <ul style="list-style-type: none"> • Investigation of public complaints • Improving professional standards • Combating corruption and promoting ethical behaviour • Reducing complaints and learning lessons
2 Reducing Crime (PPAF Domain 1)			
2A Volume Crime Reduction <ul style="list-style-type: none"> • Crime strategy • Performance in reducing volume crime • Levels of crime compared with peers • Problem solving • National Crime Recording Standard (NCRS) compliance 			

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3 Investigating Crime (PPAF Domain 2)		
3A Managing Critical Incidents and Major Crime <ul style="list-style-type: none"> • Detection rates for murder, rape and other serious crime • Integration with overall crime strategy • Compliance with Association of Chief Police Officers (ACPO) murder manual • Early identification of critical incidents that may escalate into major inquiries 	3B Tackling Serious and Organised Criminality <ul style="list-style-type: none"> • Crime that crosses basic command unit (BCU) and/or force boundaries • Support for regional intelligence and operations • Asset recovery (Proceeds of Crime Act – POCA) • Effective targeted operations • Quality packages with the Serious Organised Crime Agency (SOCA) 	3C Volume Crime Investigation <ul style="list-style-type: none"> • Crime strategy • Crime recording • Investigative skills, eg interviewing • Automatic number plate recognition (ANPR) • Detection performance
3D Improving Forensic Performance <ul style="list-style-type: none"> • Specialist scientific support • Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc • Integrated management of processes • Performance in forensic identification and detection 	3E Criminal Justice Processes <ul style="list-style-type: none"> • Quality and timeliness of case files • Custody management/prisoner handing • Youth justice • Police National Computer (PNC) compliance 	
4 Promoting Safety (PPAF Domain 3)		
4A Reducing Anti-Social Behaviour (ASB) <ul style="list-style-type: none"> • Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships • Use of ASB legislation, tools, etc 	4B Protecting Vulnerable People <ul style="list-style-type: none"> • Child abuse • Domestic violence • Multi-agency police protection arrangements (MAPPAs)/sex offender management • Missing persons 	
5 Providing Assistance (PPAF Domain 4)		
5A Contact Management <ul style="list-style-type: none"> • All aspects of call handling and call management • Initial incident response • Early identification of critical incidents • Performance in answering and responding to public calls 	5B Providing Specialist Operational Support <ul style="list-style-type: none"> • Management of central operational support • Police use of firearms • Capability for policing major events/incidents 	5C Strategic Roads Policing <ul style="list-style-type: none"> • Effectiveness of arrangements for roads policing • Integration/support for other operational activity • Road safety partnerships

6 Resource Use (PPAF Domain B)		
<p>6A Human Resource (HR) Management</p> <ul style="list-style-type: none"> • HR strategy and costed plan • Key HR issues not covered in 6B or 6C • Health and safety • Performance in key HR indicators 	<p>6B Training, Development and Organisational Learning</p> <ul style="list-style-type: none"> • Costed training strategy and delivery plan • Key training and development issues 	<p>6C Race and Diversity</p> <ul style="list-style-type: none"> • Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability • Performance in meeting key targets
<p>6D Managing Financial and Physical Resources</p> <ul style="list-style-type: none"> • Resource availability • Effective use of resources to support front-line activity • Devolved budgets • Finance, estates, procurement and fleet management functions • Demand management 	<p>6E Information Management</p> <ul style="list-style-type: none"> • Information systems/ information technology (IS/IT) strategy and its implementation • Programme and project management • Customer service • Adequacy of key systems • Business continuity/disaster recovery 	<p>6F National Intelligence Model (NIM)</p> <ul style="list-style-type: none"> • Extent to which structures, processes and products meet NIM standards • Integration of NIM with force planning and performance management • Use of community intelligence • Application of NIM to non-crime areas
7 Leadership and Direction		
<p>7A Leadership</p> <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 workforce • Effectiveness of succession planning • Promotion of corporacy 	<p>7B Performance Management and Continuous Improvement</p> <ul style="list-style-type: none"> • Effective performance management structures and processes at all levels • Quality and timeliness of performance/management information • Internal inspection/audit/quality assurance (QA) systems • Effectiveness of joint force/PA best value reviews (BVRs) 	

Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the internet at police.homeoffice.gov.uk/performance

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;
- strategic roads policing;

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- protecting vulnerable people;
- neighbourhood policing; and
- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desk-top reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

Force Amalgamations

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

The Grading Process

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

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Service delivery grade

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

This grade describes the highest level of performance in service delivery – eg top quartile, where relevant – and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to have attained **all** the criteria set out in Fair and the vast majority of those set out in Good. In addition, two other factors will attract an Excellent grade:

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

Good

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

Fair

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

Poor

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

Direction of Travel Grade

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

Improved

This reflects a **significant** improvement in the performance of the force.

Stable

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This denotes no significant change in performance.

Declined

This is where there has been a significant decline in the performance of the force.

Good Practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, should further information be required.) HMIC has not conducted any independent evaluation of the examples of good practice provided.

Future HMIC Inspection Activity

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

The Government has announced that, in real terms, there will be little or no growth in Police Authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional resources. This in itself creates a risk to police delivery and HMIC has therefore included a strategic financial assessment for all forces in its future inspection programme.

Force Overview and Context

The information in this section has been provided by the force.

Geographical Description of Force Area

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

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

Demographic Description of Force Area

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

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

Structural Description of Force, including Staff Changes at Chief Officer Level

Cambridgeshire Constabulary is headed by an Association of Chief Police Officers (ACPO) team consisting of a Chief Constable, an acting deputy chief constable (DCC) and an acting assistant chief constable (ACC). The new Chief Constable has over the last year established an effective leadership and performance culture within the organisation. The force area is divided into three territorial basic command units (BCUs), with two further non-territorial directorates, a Directorate of Investigations and a Directorate of Safer Communities. The three main BCU police stations are located in Peterborough, Huntingdon and Cambridge, with the force headquarters being situated in Huntingdon.

Over the past year the force has continued to enhance its performance management culture, establishing very real performance improvements in a wide range of activities. Crime within the county has dropped by more than 10% over the period and the overall sanction detection rate has improved, moving the force from 40th place to a midway position in national tables, with the improvement continuing. A newly created major incident team (MIT), centred on serious and major investigations, has seen significant success during the past year, with three life sentences for three separate incidents being secured within the space of a month. The new structure within the centralised MIT allows strong and

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experienced teams of detectives to be rapidly deployed around the county to deal with major incidents. This in turn allows BCU commanders to continue to maintain performance in front-line policing and neighbourhood reassurance.

Strategic Priorities

The force continues its move towards embedding Neighbourhood Policing (NHP) in the Southern Division pathfinder BCU: the Civitas project and the implementation of NHP teams are progressing well. A team consisting of key members of staff, including a full-time project support worker and a community engagement officer, spearheads development of the project.

An essential component of NHP, customer focus, is at the heart of current force development: the force believes that everyone who makes contact with the organisation should receive a first-class service. Through the customer relationship management project team, improvements are being achieved in customer satisfaction from first contact, through initial follow-up to post-incident customer care. Call handling was identified as an area for development and a customer service centre, with a capacity of up to 30 staff, is now established at Thorpe Wood police station, enabling the force to deal with all non-emergency calls in one location. This, combined with the amalgamation of the BCU resource centres and crime management units, provides the organisation with a 'one-stop shop' for all non-emergency calls. The new structure has increased the force's ability to provide an enhanced customer service for non-emergency communications, while maintaining an effective and efficient priority call capability.

E-Cops, an innovative scheme for updating neighbourhoods on local crime and seeking their support in the form of encouraging them to provide information, has been rolled out in Southern and parts of Northern and Central Divisions. This is a home-grown initiative developed by the community beat managers in East Chesterton (Cambridge).

Impact of Workforce Modernisation and Strategic Force Development

The potential now released by the Workforce Modernisation Programme has been fully embraced by the human resources (HR) department in conjunction with the force executive board (FEB). Flexibility and responsiveness to new working patterns and forms of employment are being adopted. The force is actively considering which officers should be retained in non-frontline roles for redeployment. Police community support officer (PCSO) powers and their deployment across the force are being proactively managed to make the most of these vital resources. Similarly, the talents of volunteers in the community, together with specialist skills in the Special Constabulary, are being drawn on to support policing.

The force has taken a proactive and flexible approach to the current proposals for regionalisation following the HMIC *Closing the Gap* report. The force has played an active part in the region, providing appropriate representation and accommodation for the Six Counties Group, and conducting analysis of the implications of the identified configurations for future regional structures. Throughout this process the force has communicated with staff members and the public through an open communications and consultation strategy.

Major Achievements

The last 12 months have seen an improvement in the constabulary's performance led by the Chief Constable. The Chief Constable holds seminars for all members of staff, communicating direction and focus within key aspects of performance and instilling a

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positive culture throughout the organisation. Elements of the force's performance are captured within the main body of this report, with examples of the robust drive on sanction detection rates (Operation San Diego) and the improvement of customer focus (Operation Crossfire), both of which have delivered improved results.

In order to maximise the achievement of overall objectives the force has created a professional and objective internal inspection capability. The quality assurance team is tasked directly by the Chief Constable, through her weekly management team meetings, to inspect and audit a wide range of activity and functions across all areas of business within the organisation. The objectives of the team are to ensure integrity, fitness for purpose and to assist in supporting overall performance improvement by identifying good practice throughout the constabulary areas for development and ensuring that these are implemented.

The implementation of the new Roads Policing Review in 2006 has enhanced the ability of the organisation to provide an effective and intelligence-led roads policing service. With specialised knowledge, mobile technology and effective partnership working towards achieving strategic objectives of reducing death and injury on Cambridgeshire roads, and targeting the travelling criminal. Further developments in public order capability through the continued investment in the site at Alconbury have positioned the force as a regional lead on public order issues, and the force hosts regional exercises. This expertise was acknowledged in last year's major UK operation at Gleneagles for the G8 Summit, with the force's specialist Police Support Unit (PSU) teams being successfully deployed on a number of occasions.

The introduction of PCSOs through the Police Reform Act has been fully embraced by the force and has supported the Southern BCU pathfinder for NHP, with the introduction of dedicated and accountable local teams of officers. The force has utilised funding from local authorities to provide a strong patrolling presence in communities. The Special Constabulary has increased in size to 200 officers, exceeding the national target of a 15% increase by December 2006. The Special Constabulary is BCU-based, providing targeted support to key force and divisional priorities. The Special Constables have also been integrated into the dedicated neighbourhood teams within the Southern BCU, in support of the NHP agenda. Both the Special Constabulary and the PCSOs are supported through the Safer Communities Directorate with a new chief inspector managing the strategic overview.

The force continues to have a strong relationship with its Police Authority (PA), enhanced by the recent establishment of its own clerkship. This move enhances the ability of the PA to steer towards any configuration that emerges for future regional forces.

Major Challenges for the Future

During the last year the force has directed effort and resources to improvements in both human resources and financial services. Progress has been achieved but these continue to be areas of focus for the force. The Chief Constable will continue to address citizen focus through the customer relations project and leadership forums aimed at all staff, including specialist training and the First-Class Service initiative.

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Summary of Judgements	Grade	Direction of Travel
Citizen Focus		
Fairness and Equality in Service Delivery	Fair	Improved
Neighbourhood Policing and Problem Solving	Fair	Improved
Customer Service and Accessibility	Fair	Improved
Professional Standards	Fair	Not Graded
Reducing Crime		
Volume Crime Reduction	Fair	Stable
Investigating Crime		
Managing Critical Incidents and Major Crime	Good	Improved
Tackling Serious and Organised Criminality	Fair	Improved
Volume Crime Investigation	Good	Improved
Improving Forensic Performance	Good	Stable
Criminal Justice Processes	Good	Declined
Promoting Safety		
Reducing Anti-Social Behaviour	Good	Stable
Protecting Vulnerable People	Fair	Improved
Providing Assistance		
Contact Management	Fair	Improved
Providing Specialist Operational Support	Fair	Stable
Strategic Roads Policing	Good	Stable
Resource Use		
Human Resource Management	Fair	Improved
Training, Development and Organisational Learning	Fair	Improved
Race and Diversity	Fair	Improved
Managing Financial and Physical Resources	Poor	Improved
Information Management	Fair	Stable
National Intelligence Model	Good	Stable
Leadership and Direction		
Leadership	Good	Not Graded
Performance Management and Continuous Improvement	Good	Improved

1 Citizen Focus (Domain A)

1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

Contextual Factors

The linkages between this area of delivery and the internal race and diversity dimensions are being reinforced by a new initiative, led personally by the Chief Constable. In order to ensure the necessary linkage, a new programme entitled Managing Difference to Make a Difference has been announced. Using the Quality of Service Commitment alongside consultation networks and the race equality scheme (RES), access to services will be improved for all communities.

The Cambridgeshire Independent Advisory Network (CIAN) meets quarterly and members are available for consultation on specific issues such as the introduction of new policies. Most importantly the network highlights the willingness of the force to consult actively with members of the identified community groups to improve delivery to all.

The force has also strengthened reporting on and progression of its RES through the appointment of a dedicated co-ordinator. This person acts in an advisory capacity to divisions and departments to ensure that the timescales and actions within the RES are moved forward.

In addition, the force has taken note of the significant influx of economic migrants, asylum seekers and other immigrants settling in the area and changing the demographic make-up of communities. The force is rapidly conducting research, both academic and force-led, to map populations, and is reporting on them at a force level. This activity is intended to identify areas where additional community cohesion work is required.

Strengths

- The Chief Constable has recently assumed the Chair of the diversity steering group (DSG) to align diversity performance with the force performance framework. Service delivery is focused on the six themes of diversity, to which traveller issues have been added to make seven strands in the force strategy. The DSG has changed emphasis and has also become a performance meeting to monitor RES plan delivery in order to ensure improvements in service delivery in addition to the six diversity themes. The

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DCC also leads Cultural Change, one of the three work strands in the force's Citizen Focused Policing (Quality of Service) programme.

- The RES is published internally on the intranet and externally on the internet, while a summary is published in the 12 most-used languages in the county. New draft policies are impact-assessed and there is a quality assurance process delivered by the RES co-ordinator. Updates are provided to the DSG every six weeks.
- The number of racially or religiously aggravated offences per 1,000 population has shown a 19% decrease, from 0.54 in 2004/05 to 0.44 in 2005/06. The detection rate for these offences in 2005/06 has decreased by four percentage points from 52.01% to 47.83%, but the force remains above the most similar forces (MSF) average of 44.81%.
- The force has recently been featured positively in a wide variety of external arenas. Examples include third place in Jane's Award for Diversity for Central Division's CD-ROM to aid communication with the traveller community; the formation of the Women in Public Sector Organisations network; a feature in the forthcoming bicentenary of the abolition of slavery; and the use of category 'D' prisoners to inform the Cambridgeshire Independent Advisory Network.
- Understanding of and engagement with the complex communities of Cambridgeshire has been determined to be the local priority for the coming year and beyond. The force is also linking into County Council research mapping BME groups and migrant workers onto deprivation indices at ward and sub-ward levels. This is intended to identify potential 'hot spots' where additional community cohesion-building activities are needed. Invest to Save (investment in improved services with the potential to generate efficiency savings) research is currently being undertaken at Peterborough, and this may bridge any gaps between the local priority and the County Council mapping initiative.
- The diversity unit has led a challenging Chief Constable's improvement forum considering forced marriages and their linkages to the understanding of critical incidents stemming from cultural differences. The exploration of this link has also been adopted by the Metropolitan Police Service as good practice.
- In order to build on a divisionally based consultation structure and to widen consultation to all minority groups – such as disabled, gay or youth communities – a further consultation opportunity has been introduced from January 2006 in the shape of CIAN. This meets quarterly and its members are available for ad hoc consultation on specific issues such as the introduction of new policies.
- The recent Excellent assessment for National Crime Recording Standard (NCRS) data quality gives the force confidence that staff are accurately recording allegations of hate crime. There are established third-party reporting systems and a satisfactory mechanism for management of hate crime at BCU level. Hate crime appears in force and BCU strategic assessments and features in level 1 and 2 tasking and co-ordination groups (TCGs), and daily management meetings.

Work in Progress

- There is evidence of innovative consultation arrangements on all three BCUs, reflecting the varied make-up of the county. The force has recognised the need to identify and disseminate good practice from these arrangements across the BCUs according to their

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local priorities. This will enable them to have a more corporate approach to consultation, rather than the varied structures currently in place across the force.

Areas for Improvement

- Qualitative and quantitative research completed within the force reflects that the completion of 'all stops' processes has shown that the recording of all encounters has not yet been achieved. Accurate recording of circumstances and proper supervision of 'all stops' forms continue to be a problem which the force must resolve before any confidence can be placed in interpretations of disproportionality.
- The force wishes to develop its diversity and community engagement capacity through the creation of a traveller liaison team. Much has been achieved in terms of establishing links with the travelling community in many parts of the county, and these contacts would be improved by progressing the plans for this team.

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1B Neighbourhood Policing and Problem Solving

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
4	18	20	1

National Context

Neighbourhood Policing (NP) is a national programme and its expectations are based on national research. This framework differs from others because the grade awarded reflects the force's ability to roll out NP progressively, year on year, until its implementation date of April 2008. This focus on programme delivery and the need for continual improvement are reflected in the grades. Therefore, in this framework it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an Improved direction of travel where forces are actively progressing implementation, have improved their performance and have allocated significant resources to deliver NP. As a result, most forces have an Improved direction of travel. However, this assessment has also highlighted the significant demands of the NP programme and the vulnerability of some forces that are failing to maintain the pace of implementation.

Contextual Factors

The force approach to NHP has been delivered as part of the overall Citizen Focused Policing Programme led by the Chief Constable. Further ACPO commitment has been provided by the ACC who chairs a specific NHP programme board. Building on the work of the Civitas initiative in the Southern Division (the pathfinder BCU), the force has put in place many of the fundamentals of NHP in that area.

The force recognises that it has further key fundamental development work to undertake in the incorporation of the National Intelligence Model (NIM) processes into all NHP activity. This work is being driven by the NIM working group with an action plan highlighting key workstreams, all with allocated leads.

The recent appointment of a community engagement manager and a marketing officer on each BCU has been instrumental in developing positive engagement processes with the key development of neighbourhood which monitors the progress of local priorities identified by neighbourhood panels. These are now being developed across the county. Progress towards the full implementation of this style of policing delivery is being co-ordinated through identifiable chief inspector 'communities' posts on each BCU.

Strengths

- NHP has been operational across the whole of the pathfinder (Southern) BCU since April 2005 and there is now evidence of significant initiation across the other two BCUs in the force.

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- To ensure that NHP is considered as part of mainstream police business, the programme board sits under the direction of the citizen focused policing programme, which is chaired by the Chief Constable. The Citizen Focus Policing Programme Board (CFPB) has three broad themes: improving the customer experience, NHP and cultural change. The NHP programme board is chaired by the ACC, who is the lead for NHP.
- There is evidence to show that all of the force's policies and strategies are subject to a race equality impact assessment, prior to being formally agreed.
- The force has an overarching strategy in place for anti-social behaviour (ASB). This is supported by protocols and links with local crime and disorder reduction partnerships (CDRPs). There are thematic working groups deriving from these partnerships that specifically target ASB. Minutes from TCG meetings also demonstrate how ASB hotspots are being targeted.
- The force has made significant progress in embedding a programme board structure for NHP, led by the ACC. A suitably skilled project team exists to service the NHP programme board at a corporate level. A small implementation team is in place on the pathfinder BCU. Both teams have project plans in place which are derived from a comprehensive project initiation document.
- The new communications strategy was in draft form at the time of inspection, as key stakeholders, including partner agencies, were being consulted. The strategy places emphasis on agreed branding with partners, and also on the importance of consistency across the group of forces in the proposed strategic force. It is a well considered and comprehensive strategy, accompanied by a delivery plan which will ensure that key messages are tailored to the needs of specific minority and hard-to-hear/reach groups. There are advanced plans in place, supported by existing tactics and strategies, to ensure that communities know the names and contact details of neighbourhood officers and teams.
- For each BCU, the force has recruited a marketing officer and a community engagement manager, who will play a significant role in driving the local implementation of the NHP plan. There is positive evidence of the early achievements of these officers.
- There is evidence of the local media being utilised to promote NHP among the community. This process is set to be enhanced by the range of promotional materials (posters, calling cards etc) that the marketing officers have produced in order to support NHP teams. Interviews with front-line officers indicated a good level of awareness of the principles of NHP. With locally based marketing officers in place, the force has a good overview of the media and is in a position to respond promptly to signal crimes or events.
- The force has pioneered an email-based system for engaging with communities, known as E-Cops. This is being successfully marketed and has a large number of subscribers, who receive regular updates on police campaigns and are invited to offer feedback in order to shape local priorities.
- The force has continued to make progress in respect of engagement with partners. A representative of the County Council now sits on the NHP programme board, and neighbourhood management is a standing item at local strategic partnership (LSP) and CDRP meetings across the county.

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- There is good evidence from the pilot site at Histon of community intelligence being used as part of the NHP profiling and NHP panel process to highlight local priorities. This process is very localised at present and it is expected that, as the network of these local panel groups expands, their influence will extend into level 1 TCG. The NIM and NHP working group are currently endeavouring to develop the process by which this will be achieved.
- NHP is included in the annual HR plan which is derived from the overall HR strategy, and the HR delivery manager and training delivery managers are both members of the NHP programme board.
- The pathfinder BCU, together with sections of the remaining BCUs, have now deployed sergeants, constables and PCSOs into NHP teams, each working in a defined area. This rollout programme will be completed during early summer 2006, at which time there will be a total of 31 NHP teams. The force and its partners are focusing on the recruitment of PCSOs as opposed to community safety accreditation schemes. Special constables are currently being deployed to work as part of NHP teams and the force is aiming to recruit a further 60 officers in the current financial year.
- There is evidence that neighbourhood profiles have been produced using demographic, social and partner data, and there is evidence of awareness of hard-to-reach minority groups and communities of interest within and across neighbourhoods. There is awareness of pre-existing structured groups within neighbourhoods, such as Neighbourhood Watch and tenants' associations. Information from these groups informs the engagement strategy and neighbourhood structures and there is evidence that the profiling and scanning process is subject to review to identify new or incoming groups.

Work in Progress

- There do not appear to have been any changes made in relation to the selection and recruitment of NHP team officers. The role descriptions for these posts are still being updated and this work is due to be completed by September 2006. The issue of recruitment and retention of NHP officers, including any expectation of tenure in post, is currently being considered by the workforce modernisation group.

Areas for Improvement

- There has been an improvement in three of the four British Crime Survey (BCS) 'fear of crime' indicators, although the force is still below the MSF average in all of them.
- The force should move towards the production of a dedicated NHP strategy, in consultation with partner agencies, and needs to ensure that all the strategies and plans linked to the delivery of NHP are costed. At present it is unclear what level of consideration has been given to the funding required to deliver key aspects of the programme.
- New systems to track local priorities are only in operation in one of the sectors on the pathfinder BCU. However, the model developed appears to be successful, with a comprehensive neighbourhood profile being used as the basis for informing a newly convened NHP panel, at which the community agrees local priorities. These are then tracked through the BCU tasking system, with resources directed by the sector commander. It is recognised that this needs to be replicated across the force and its effectiveness evaluated.

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- An effective performance management framework is in place in relation to crime and incident response, but measurement of NHP is embryonic. The force is currently liaising with the pilot sites established by the national Neighbourhood Policing programme to develop a performance management framework for NHP.
- A basic project plan is in existence but does not assist implementation, as it has become increasingly complex and does not make links with the delivery of NHP on each of the BCUs. This has been recognised by the force and a revised plan is due to be agreed.
- Delivery is being carried out differently on each of the three BCUs. While it is appropriate to encourage innovation and to cater for the needs of different communities, there is a danger that corporacy will be lost without clear central guidance and direction.
- The communications strategy was in draft form at the time of inspection and will be formalised and published during the spring and summer of 2006. It would benefit from inclusion of costings.
- The next step for the force in respect of partners is to ensure that a broader range are directly engaged, going beyond district and county councils. The force should also clarify in precise terms what it is seeking from partner agencies – be it resources, use of premises, funding or changes in service delivery.
- Joint strategic assessments involving a broad range of partners do not appear to be taking place.
- Some 31 'neighbourhoods' have been defined across the county, each comprising a number of beats, with at least one local constable covering each beat. The constables, PCSOs and special constables on each beat are grouped together to form an NHP team. There does not appear to have been any structured consultation with the community in order to define these neighbourhoods. Partners have been involved to a limited extent, and the boundaries that have been created are coterminous with those of local authorities. The force is recommended to identify in its new project plan or any subsequent NHP operating guide how it intends to engage with communities and partners in order to redefine neighbourhoods.
- The NHP programme board has established a working group comprising key internal stakeholders, in order to develop existing NIM structures and processes to support the delivery of NHP. This group has produced an action plan, with time-specific tasks assigned to named individuals. The new neighbourhood profiles that are being developed are evidence of the approach that the force is seeking to take in respect of using inter-agency data to map local demand as well as other socio-demographic trends. The early completion of this work should be seen as a priority in order that a corporate approach to NIM integration with NHP can be achieved. Without this, the effectiveness of the teams will be reduced, with a negative impact on the communities' confidence in NHP.
- There is limited involvement of partners in the formulation of NIM processes and products. On the pathfinder BCU there are signs of partner involvement in the TCG process, although this does not yet appear to be on a consistent basis. The exchange of partnership information in order to inform the strategic assessment process does occur, although only in a basic format and not involving all key partners. There does not appear to be a current mechanism for involving the community in NIM processes or for reflecting specific locally identified priorities in NIM products. Instead, generic issues from limited

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consultation are included. There is a specific agenda item in relation to NHP but crime performance dominates TCG meetings. It is not clear how progress against community-led priorities is tracked through the TCG.

- The issue of problem-solving is under review by the NIM and NHP working group. Interviews with front-line officers indicate that no significant change has taken place in respect of the provision of problem-solving training, which is at present inconsistent. On the pathfinder BCU there are multi-agency problem-solving groups, based in Cambridge, but it is not clear if or how these groups fit within NIM. It is not clear what joint problem-solving is taking place on a formalised basis.
- NHP issues are a standing agenda item at the TCG meeting on the pathfinder BCU. At present it does not appear that the priorities of each neighbourhood are tracked through this meeting. This is recognised as being part of the development work that the BCU is progressing on behalf of the NIM and NHP working group in relation to neighbourhood profiles and panels.
- There is an abstraction plan in place in the pathfinder BCU, although this takes the form of a guide to managers about the need to avoid abstracting from NHP teams, rather than a meaningful management tool. It does not define the term abstraction, nor does it indicate how it should be measured, although the force has claimed that current abstraction rates are approximately 10%.

GOOD PRACTICE

TITLE: Operation Dornier

The intelligence-led campaign, code-named Operation Dornier, started in September 2005, and lasted for the duration of the hare-coursing season.

PROBLEM: Illegal hare-coursing is a major problem for rural communities throughout the largely rural county of Cambridgeshire. In 2003/04 there were more than 1,200 reported incidents relating to illegal coursing in Cambridgeshire, with only a few arrests and prosecutions. The aim of this campaign was to highlight the issues facing rural communities and the ways that joint partnership approaches could be applied following some combined problem-solving. The aim was to reduce the very real anti-social problems faced by farmers and landowners and to reassure communities, especially those in the more rural areas of Cambridgeshire.

SOLUTION: Countryside watch regional officers constantly monitored community tension in rural areas, reporting any concerns. Close links were also forged from the outset with the Crown Prosecution Service as a means of securing a positive and consistent prosecution policy. This involved appointing a CPS champion, which enabled adoption of an agreed approach regarding the requirements of evidence and legislation.

Positive action was used to tackle offending, and early and regular use was made of the force Air Support Unit, which flew over 60 hours in support of the operation. Dynamic and groundbreaking use was made of available legislation to punish offenders and deter offending, the operation spearheading use of powers to seize and then apply for forfeiture of dogs, vehicles and cash and to disqualify offenders from driving.

Seven months since the launch of Operation Dornier and illegal hare-coursing has dropped by 45% in Cambridgeshire. The county has seen 191 people reported for

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summons as part of the operation. Initiatives included a 24-hour confidential hotline, which was set up for people to leave information or intelligence on illegal hare coursers; and a poster campaign at Peterborough Greyhound track to remind those contemplating illegal hare-coursing of the punishment they could face if caught.

OUTCOME(S): The force has seen a decline in the number of reports of illegal coursers, which is significantly lower than last year, with 150 reports in March 2004 compared with just 9 in March 2005. The learning from this operation has now been enshrined in the creation of a Rural Community Action Team. Five constables and a sergeant drawn from all divisions work in intelligence led fashion to maintain the relationship with the Countryside Watch and the National Farmers Union. They provide a key point of contact for rural communities and proactively target wider crime and disorder hotspots in rural areas. Satisfaction with this customer focused approach to rural policing continues to rise.

A new team set up to deal with issues and crime concerning the rural communities of the country was recently launched. The Rural Community Action Team, and will be intelligence led and work with police staff and partnership agencies, such as Countryside Watch and the National Farmer's Union, to proactively tackle crime and disorder in rural areas including hare coursing by trespass.

The team will work alongside divisional officers, and will build on previous success but will have a remit to proactively target wider crime and disorder hotspots in rural areas. It will also be a key point of contact for the rural communities, to pass on any information or intelligence they may have which could help us deal with a particular problem or specific crime.

FORCE CONTACT: Insp Richard Lowings. Force Headquarters

1C Customer Service and Accessibility

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

Responding to the HMIC Baseline Assessment 2005, Cambridgeshire Constabulary has made customer service and accessibility a main area for improvement over the last year. Strong ACPO leadership has reinforced a number of process and cultural changes with regard to accessibility. This is reflected in a general uplift in customer satisfaction surveys, sustained throughout the year.

Much of the force’s approach can be seen in the response to the Victims’ Code standards. Not only is a policy being drafted, but effective changes are being built into staff working practices to maximise the benefits of an improved service for victims – for example, case file co-ordinators now quality-review files to check compliance with the key elements of the code.

Strengths

- Customer service improvement is one of the key messages continually being reinforced by the entire chief officer team and particularly by the Chief Constable. This is demonstrated through her chairing of the customer relations management (CRM) project, the governing structure overseeing service improvement. The DCC and ACC each have responsibility for a strand of the Citizen Focused Policing Programme. Work in this arena is informed by a variety of internal and external consultation tools which are regularly monitored and evaluated. There is evidence to indicate that a customer service ethos is now becoming embedded across the force, with a lead being taken by the customer service centre.
- A redesigned force website was launched in early 2006 with customer service as a fundamental theme. Key signposts and information are available in a number of languages so as to be accessible to the widest possible section of the community. Successful schemes such as E-Cops have been introduced on each BCU. Individuals now have the ability to report minor crimes to the force through internet links. Promoting the ‘making it easy to contact us’ theme, a public awareness campaign was launched in March 2006 to headline the new 0845 number.
- The Chief Constable often prefaces or concludes her improvement forums by reading a positive or negative feedback comment from a member of the public to highlight the importance of such opinions. She undertakes to respond to all letters sent to her office to promote better communication. The ‘learning organisation’ approach to public complaints and comments is reflected in the significant increase in direction and control matters recorded by the professional standards departments.

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- The force critically examines the citizen focus elements of performance at the monthly force performance challenge group (FPCG). The monthly performance pack and agenda feature domain A statutory performance indicator – where there is a legal requirement to publish information about performance - whenever available, as well as achievement against call management standards.
- The immediate co-ordination of the force quality of service commitment is being led by the chief superintendent of the safer communities directorate, with the force strategic commander as a key board member to ensure delivery. To reinforce overall compliance, each of the major strands of the project is the responsibility of a superintending rank or police staff equivalent. The quality of service commitment has a detailed implementation plan which draws together all the elements to ensure a 'whole systems' approach. The force expects to have achieved all the relevant requirements by November 2006, but will not have a single non-emergency number (SNEN) pilot.
- Performance against the statutory performance indicators (SPIs) for this customer service framework has shown significant improvement on last year and is now at a Fair level. Improvement has been seen across all the indicators. The force is still performing below MSF group and national averages in the majority of indicators but is performing well in relation to the treatment of victims by staff.

Work in progress

- Progress towards introduction of the SNEN has commenced in line with the sequencing of the national project. The force preparation is in line with the single non-emergency number project plan.

Areas for Improvement

- The force has made a good start in the process of providing customer focus training to priority contact staff. This now needs to be broadened, in accordance with planned activity, to a wider audience in the force, to include all front-facing staff as a minimum requirement.
- 'Dealing with your initial enquiry' exists as a workstream within the force quality of service commitment, led by a superintendent. The force needs to consider ways of co-ordinating the tracking of enquiries that are currently received by many separate units within the force, so as to achieve a corporate model for response. The setting of minimum standards and monitoring arrangements is an early priority.
- Advances have been made in keeping customers advised about the progress of their case, but these have been largely in the area of crime. Project leads should now review how non-crime incident customers can benefit in the same way from this facility.

1D Professional Standards

Grade	Direction of Travel
Fair	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:
http://inspectors.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

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2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

Volume crime performance is continually scrutinised through an internal challenge framework which is led by the Chief Constable. It is aligned to the Police Performance Assessment Framework (PPAF) and ensures that BCUs and departments are accountable for performance delivery. Work is delivered through a variety of sub-groups, for example, the detection of crime and incidents and these groups seek to improve performance and sustain improvements that are made.

Progress in crime reduction has been achieved through a co-ordinated approach with partners at both force and local levels. This approach included an alcohol misuse and enforcement campaign at the end of 2005, and utilisation of the *Home Office Good Practice Guide*. The volume crime unit also developed and implemented a penalty notice for disorder policy and associated standard operating procedures to deal with low-level anti-social behaviour, including drink-related and licensee-related offences, with the force anti-social behaviour co-ordinator delivering a training package throughout the force. The force also used the Local Public Service Agreement (LPSA) Pump Priming Fund, worked with Trading Standards in respect of under-age sales, held meetings with local authorities and conducted joint visits to licensed premises.

As well as critically reviewing all priority crime, the FPCG processes also identify other priority areas that are not covered by national targets and task BCUs and individuals to tackle these priorities. An example of this approach occurred when Southern Division identified that cycle crime accounted for 10% of total divisional crime. Although cycle crime is not a national priority, it was both a local and a force-wide issue. Operation Cyclone, a holistic approach to crime reduction/enforcement, was therefore instigated, with cycle crime becoming a 'priority crime'; the problem profile is now considered on a daily basis.

Strengths

- During the period April 2005 to March 2006, Cambridgeshire Constabulary's reduction in violent crime was significantly above the MSF average and showed an improvement over the previous year's figures. There were also improvements in performance in the reduction of robbery, vehicle crime and life-threatening gun crime, although these improvements were matched or exceeded by peers. In overall terms, the force's performance in volume crime reduction is below the MSF average but improving.
- The Chief Constable is the force lead for volume crime reduction. She drives volume crime reduction performance via the crime strategy and monitors it through the

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monthly FPCG meeting. The BCUs have their own crime reduction objectives in relation to nationally set targets, and the FPCG process identifies other issues of local importance not covered by national targets, an example being cycle thefts in Cambridge City (Southern Division).

- Crime reduction projects are initiated and driven through control strategy priorities within the BCU national intelligence model processes. Control strategies are reviewed quarterly and each BCU has dedicated thematic teams to reflect its own needs identified at the time of review. Examples include robbery and hate crime in Northern Division and cycle crime and drugs in Southern Division.
- There is a volume crime unit within the investigations directorate, headed by a detective superintendent, which ensures that force and BCU crime reduction targets are met, acting as a central point of reference and instigator of good practice. A best practice microsite has been introduced on Camnet, the force intranet, and this is updated with new initiatives. The volume crime reduction officer, located in the volume crime unit, aims to ensure a corporate approach and the highlighting and adoption of best practice. Another function is an outward looking perspective to ensure force efforts are consistent with regional partners, multi-agency methods and Home Office guidance.
- In the 2006 Audit Commission report on crime recording the force was graded 'excellent' for data quality and 'good' for management arrangements, which is commendable.
- Through the management of multi-agency groups, the volume crime unit also takes the lead in relation to crime that falls outside national targets but has been identified as being of particular concern to Cambridgeshire. The distraction burglary and rogue trader taskforce is one such example and involves the monitoring of all distraction burglaries and rogue trader incidents to ensure the delivery and completion of reduction methods as part of a multi-agency response.
- There is a co-ordinated approach with partners to violent crime reduction at force and BCU level. Operation Sodium was a force-wide proactive operation to deal with alcohol-related crime over the Christmas and New Year period and its success will be replicated during subsequent periods associated with alcohol-related crime and disorder, such as the football World Cup. Operation Eagle reduced violent crime in Peterborough city centre by 37.9% over the previous year's figures in the course of a two-month campaign.

Areas for Improvement

- There are sophisticated and successful partnership arrangements throughout the county but there is considerable variation in buy-in by CDRPs. Each BCU has processes in place to ensure that external partners are invited to level 1 tasking meetings, and where they do attend their contribution is utilised and valued. However, take-up is variable across the force area.
- Taken as a whole, the county has done well in terms of volume crime reduction. Analysis by CDRP, however, reveals more variable performance in terms of comparison against peers. At least two CDRPs are performing worse than their MSF average and the force may wish to attempt to reinforce partnership arrangements in these areas.

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3 Investigating Crime (Domain 2)

3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

Contextual Factors

The implementation of the force major investigations team and appointment of lead officers for drugs and volume crime, victim centred crime and major crime, in addition to head of specialist operations, scientific support, criminal justice and intelligence has led to structured intelligence gathering and improved investigative processes.

Through this significant recent restructuring, the force has shown over the last 12 months that sufficient trained staff are available to meet predictable demands. The force has succeeded in setting up an effective unit to respond to homicides and other serious crime enquiries which require a major incident room. The force can now evidence a strong review culture in the context of major crimes and incidents, in which the organisational learning is routinely fed back for the benefit of other practitioners.

The force is actively developing its preventative strategies as shown in the adoption of the Sleprier model to assess emerging serious crime issues. Analytical work in the areas of domestic violence and homicide shows early promise of a determination to reduce the instances of homicide and serious incidents in the county.

Following comment from HMIC in last year's baseline report, the confidence of the force that officers would recognise and declare a critical incident has been reinforced by a series of briefings designed to improve awareness. The debrief material on the force database indicates this approach has been successful, particularly in the case of vulnerable missing persons.

The application of the 'golden hour' principles – the importance of early actioning of possible lines of enquiry – appears to be understood by officers alongside the required responses both to major crime and to critical incidents. There is clear evidence of a mechanism for monitoring community tensions, particularly in Northern Division. Despite a number of serious racially motivated crimes, interventions have been put in place quickly to resolve conflicts and reduce tensions.

The force is currently in negotiation with the Home Office about the impact of the loss of £1.9 million from its budget through the reappraisal of protection services provided in the county. There is a consequent need to rebalance resourcing levels to provide the required resilience in firearms capacity and response to major crime and critical incidents.

Strengths

- The numbers of crimes per 10,000 population in the categories of attempted murder and blackmail have decreased between 2004/05 and 2005/06 and are below the MSF average. The numbers of rapes and abductions have increased but remain below the MSF average.
- The force has put great effort into ensuring that all staff have been trained to recognise the circumstances in which an incident can become critical or is critical from the outset. Much knowledge exists in force community teams about the risks and threats to the communities they serve. Staff are confident that they would recognise a critical incident and receive appropriate support from supervisors when reporting it.
- Both firearms incident and critical incident data are made available to force analysts as divisional and force strategic assessments are compiled. The NIM priorities set for a six-month period will be formed from an appreciation that includes firearms incident patterns and trends as well as the outcome of any critical incident in the divisional or force area.
- The effort that the force puts into using intelligence to prevent critical incidents, particularly in the area of ethnic tensions, was commented on by a government minister during a visit to Peterborough. There is a well-developed system of continual community tension assessment modelling, as used by the National Community Tensions Team, which is built up to provide an overall force-level view.
- There are dedicated prison liaison officers attached to each prison in the force area, who give special attention to potential critical risks such as category 'A' offenders or sex offenders.
- The force has an effective response plan to critical incidents through Operation Muster. This is a means of clustering resources from around the force to an immediate need or emerging critical incident, once sanctioned by a supervisory officer. There is good evidence to indicate that the initial response to critical incidents on the ground and in the control room is prompt and effective.
- The identification of critical incidents and major crime is complemented by a 24-hour call-out procedure which is capable of providing advice and sufficient specialist support as required.
- A risk manager works closely with all departments and divisions to ensure an understanding of their primary business threats and that risks have been recognised. These risks and the means of mitigating them are recorded in a force risk database and tiered according to tactical or strategic impact. High-level risks are reviewed by the relevant force board.
- Supervisory and specialist call-out systems are available in a force 'on call' database to which all appropriate officers have access. In addition, the force control room inspector has a remit to ensure that appropriate supervisors or specialists are called when required. The force has refined its 'on call' categories to ensure that those with appropriate experience and training are available for critical incidents and major crime.
- Community impact assessments are routinely commissioned within the force to assist investigations or the management of specific incidents and operations. Their regular use at levels 1 and 2 tasking ensures that those creating them are well-informed and sensitive to community issues. Comprehensive use is now being made of a

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compendium of open-source and community intelligence material to inform NIM processes.

- Cambridgeshire Constabulary has also been a lead force in writing a national major incident manual for analysts, recently published by the National Centre for Policing Excellence (NCPE) and Centrex. The identification of trends and patterns around homicide is at the centre of this guidance and the way it advocates intelligence-led approaches to major crime handling in compliance with NIM.
- All contingency planning within Cambridgeshire is dealt with at force level by fully trained personnel. The contingency planning unit has developed a robust process, with the counter-terrorist security advisor ensuring that relevant issues are identified and risk assessed in the development of contingency plans.
- The force has also developed a crisis management plan for the strategic response to major incidents or crises, with the aim of enabling the force to continue normal business as far as possible. This is supported by BCU, departmental and directorate business continuity plans throughout the force.
- The strategic assessment is developing to provide an analytical basis for decision making on intelligence, enforcement and prevention across the protective services. It will enable prioritisation to be linked to risk and identification of force activity.
- The force risk management strategy is effective in informing force activity. It is reviewed and action is prioritised by senior managers, and it links to the force strategic assessment.
- The force has made a considerable investment in crime management, and it now has sufficient dedicated staff to meet predictable demand without impacting on the ability of BCUs to deliver their policing requirements.

Work in Progress

- As part of the deployment of Operation Harmony, the Cambridgeshire Black Police Association has become involved in assisting Gold or Silver group decision-making. This operation deploys volunteer BME officers to critical or major incidents, to assist in community reassurance or to give advice to incident commanders or senior investigating officers (SIOs). This initiative is in the early stage of development and the force recognises the value of using the life experiences and skills of its own staff to assist in operational decision making. There is scope to extend this scheme beyond its current limited sphere.

Areas for Improvement

- The force carries out result analysis for major crime and critical incidents, which has provided a clear understanding of effective investigative strategies and tactical interventions. However, there is no cost element to the analysis. The force could gain an understanding of the efficiency, as well as the effectiveness, of investigative strategies if this element were developed.
- Intelligence systems are not currently interoperable, with data being held on a number of independent systems. Work has been commissioned to enable geographical searching of intelligence, in particular for the benefit of the NHP teams. Information

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technology officers are currently dealing with issues of architecture and warehousing which are crucial to the effective use of software such as I₂.

- Preventative strategies and activity are evident in particular in the domestic violence arena, with the use of SPECCs (an analysis covering the high-risk factors of separation, pregnancy/new birth, escalation, cultural issues and sensitivity, stalking and sexual assault). However, this type of initiative could be developed across other protective services, with some aspects already identified in the strategic assessment (eg firearms incident activity).

GOOD PRACTICE

TITLE: Major Investigations Team (MIT)

PROBLEM:

The Major Investigations Team (MIT) was created following a review which identified initial difficulties in the management of investigation, the speed with which an investigative team could be formed and levels of expertise and experience. The force's response to serious investigations had attracted adverse comment from HMIC over the time taken to release staff from BCUs and the subsequent impact on routine/local policing. This formed the basis of a project resulting in the formation of the MIT.

SOLUTION:

The team was brought together from existing headquarters crime units (Serious Crime Team) and divisional officers. It has provided:

- A team of 60 officers and police staff dedicated to serious crime investigations;
- Seven days a week rota for prompt response within the 'golden hour' and set up of MIR (major incident room);
- Reduced pressure on divisions to supply staff and abstraction from other enquiries;
- Developed level of expertise in exhibit handling, family liaison officer (FLO) work and completing actions.

In the last twelve months, the force has been tested by a number of difficult murder investigations including Operation Ancona (the disappearance and death of Fred Moss), Operation Mandora (the death of Sally Geeson), and the conclusion of Operation Comet (the death of Robert Bogle). In addition to homicides, the MIT has actively assisted with high risk missing person enquiries, and other major investigations including Operation Arctic, the regional investigation into Post Office robberies and thefts of ATMs.

The MIT also has a responsibility for reviewing major crime investigations and conducting cold case reviews (including one for Norfolk Constabulary). The organisation has benefited from the creation of MIT, in that the Force has robustness and resilience in

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responding to critical incidents and major crime. The Constabulary has a deployable resource, which meets its level two commitments on major enquiries.

OUTCOME(S)

The unit has recently been subject to a review by the Quality Assurance Team (an internal review group) and the successes of the unit recognised by the force. Issues now being worked through in regard to the unit include, accreditation for investigators under the professionalising the investigative process (PIP), levels and standards required for entry to the team and the completion of a Service Level Agreement with divisions to govern the assistance deployable in the event of few major enquiries.

FORCE CONTACT: Detective Chief Superintendent Russell Wate.

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3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

Contextual Factors

The force has acknowledged the observations about serious and organised crime contained within the HMIC report *Closing the Gap*. The problems encountered as a result of the creation of the MIT have been overcome. This was achieved by an increase in and redistribution of staff within a new framework for action. The team now has clear terms of reference and a vision of how it should operate to support county and regional outcomes in combating organised crime.

The force demonstrates a willingness to be involved in cross-border crime, with Operation Arctic (a regional response to cash machine and post office robberies) being a good example of an effective operation conducted in a collaborative fashion. A system has been developed which enables the force to engage level 2 criminality through effective development of intelligence through to authorised operations. This assists work at BCU level, and a number of investigations have been carried out employing a range of strategies from asset recovery through to disruption or prosecution.

Substantial recoveries were made in the previous financial year, and the force has reinvested these in the areas of financial investigation and asset recovery. The force's financial investigation unit, and fraud team have been restructured into a fraud and money laundering team.

Strengths

- All force level 2 operations are carefully prioritised through a matrix-based scoring system for both problems and 'nominals' (offenders). This matrix is based on the Sleprier model, which weights operations according to various factors such as the likely impact on community safety, corruption issues, crime types, etc. The ACC, as the chair of level 2 tasking, sanctions operations after consideration of this weighting. On the basis of the findings in the force strategic assessment, Cambridgeshire Constabulary prioritised Class A drug supply and trafficking. The divisional and force drug market profiles, produced in September 2005, include details of 14 middle-market networks; and work undertaken by the force intelligence bureau, in conjunction with the regional intelligence group, prioritised a further four trafficking networks.
- As part of the national Operation Pentameter, Cambridgeshire Constabulary launched Operation Navajo to gather intelligence on the extent of human trafficking in the sex trade. While the intelligence picture suggested a minimal problem in the

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county, the products from the development stage have been used to identify networks involved in the sex trade and associated crimes. For each distinct network, problem profiles have been produced which have included business profile analysis, identification of roles within the criminal process, identification of commodity flow routes and analytical support to operational activity.

- Authorised operations are subject to review at the weekly force intelligence managers' meeting, where resourcing and emerging issues are discussed and actioned. This is followed by subsequent review at tasking meetings to confirm progress. All major operations are debriefed and positive outcomes fed into the investigations department database of best practice.
- There is regular consultation between the serious and organised crime team and the force's professional standards department (PSD), particularly the integrity section. This involves joint working whenever required, supported by designated intelligence databases and a memorandum of understanding to formulate primacy over operations. The HMIC baseline inspection report on the force's PSD, published in January 2006, commended the force for its assessment of vulnerability to corruption, PSD intelligence products and auditable intelligence systems.
- There are robust systems for physical and system security managed within PSD, with a dedicated IT security manager employed and programmes in place to monitor external and internal traffic. The entire estate is controlled by electronic access with differentiated levels of authorisation to ensure exclusion from sensitive areas. There is also a comprehensive inventory of secure cabinets, and effective support to manage security compromises.
- The force has responded to a number of witness protection and threats to life issues during the year; in at least one case this involved an international dimension. In each case SIO policy logs reflected the need for an Osman warning and trained staff were used to conduct this work.
- The force level 2 crime lead is the ACC who is also the champion of the NIM2 project within the force. He is also the Proceeds of Crime Act 2004 (POCA) champion and has the advantage of having previously been an SIO, experienced in a number of serious crime enquiries including murder and kidnap. As a consequence there is effective compliance with NIM processes and an interface between force and regional control strategies.
- The combination of a committed force intelligence bureau and a dedicated level 2 force analyst draws a strong nexus together in the handling of intelligence product around serious crime and organised criminal networks. The recent return to the force of a former National Criminal Intelligence Service chief inspector has assisted in developing links with national agencies.
- The managers of the serious and organised crime team recognised a skills gap in the team, which was formed during 2005. As a result, an intensive period of training has been undertaken, at comparatively low cost but maintaining national standards in key areas such as log-keeping, interview skills and exhibit handling.
- The crime management department has a strong live case review structure (with cold case reviews being managed on a prioritised basis). The department also takes

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part in the quality assurance team reviews with actions managed through the force delivery board.

- The force has shown further commitment to resourcing efforts against serious and organised criminality since the publication of the HMIC *Closing the Gap* report. The ACC has secured an additional six experienced officers dedicated to tackling level 2 criminality, who stand apart from the MIT. The serious and organised crime team has a strength of two detective sergeants and 11 qualified detective constables. Dedicated analytical capacity is in place and links have been established with the dedicated surveillance team, the source unit, the specialist operations unit and the technical support unit. The specialist operations unit provides resources for undercover operations, test purchase, Covert Rural Observation Posts (CROPs) covert monitoring, covert entry and other sensitive areas of policing. The ACC has also created a system whereby additional resources can be gathered from BCUs and other areas of work to cluster around operational needs generated by an extraordinary peak in level 2 criminality, although this has not been used and is intended for emergencies only.
- Substantial recoveries were made in 2004/05, and the force has reinvested a significant proportion of this windfall in financial investigation and asset recovery. The financial investigation unit and the fraud team have been restructured into a fraud and money laundering team. Three additional financial investigation officers have been recruited from the incentivisation returns to work in the team, making a total of 11 investigators alongside the financial intelligence development officer. These additional post-holders will work with the POCA champions on BCUs for the express purpose of identifying opportunities for financial investigations at level 1. In consequence, there has been an increase in the targets set for asset recovery on each of the BCUs.
- Use of POCA to disrupt level 2 criminality has been extensive. There are transparent working practices to ensure that both level 1 and level 2 criminality is targeted, with three financial investigators specifically focused on level 2 work. Examples of level 2 criminality being addressed through POCA include Operation Arctic, where an experienced financial investigator was attached to the regional team, and Operation Mekong which tackled an organised crime gang previously involved in arms trafficking and drugs importation through a schedule two offence. This level of exploitation is a result of the routine consideration of POCA as a standard option at the intelligence managers' meeting. In each case a financial profile is completed and an asset seizure capability review conducted. Asset recovery is captured within the current local Public Service Agreement (PSA) target framework.

Work in Progress

- There have been several operations involving Osman warnings, which the force has responded to appropriately. Nonetheless the force's capabilities are stretched by the need to respond to the relevant issues covered by the Serious Organised Crime and Police Act 2005.
- Clear plans exist to introduce an enhanced performance regime within the area of serious and organised crime. Currently, outcomes are considered and reporting on targets is made through Local Partnership Strategic Arrangements (LPSA). The force should benefit from the robust system currently being drafted.

Areas for Improvement

- Intelligence submissions at a regional level are meeting the target agreed for the force. In turn the force is in receipt of relatively few intelligence items from the regional intelligence group. This is seen as symptomatic of the force's infrequent contact with national agencies. With the creation of the Serious Organised Crime Agency (SOCA), it is critical that effort is put into building these relationships.
- The force continues to have regular and positive contact with neighbouring forces through the force intelligence bureau. These contacts are maintained through personal interaction rather than relying on routine use of computerised systems. The force needs to prioritise how to use this contact as part of future collaborative arrangements.
- The force does carry out some results analysis and has an understanding of effectiveness of operational tactics. However, this does not extend to the cost element, leaving a gap in the understanding of operational efficiency.

3C Volume Crime Investigation

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

Contextual Factors

Over the last 12 months the force has placed considerable corporate focus on volume crime investigation and on improving every aspect of the investigation process. This has not only led to an upturn in the force's performance figures in almost every category, but is believed also to have improved customer satisfaction levels.

A number of supporting strategies have been developed alongside the force investigations strategy, which has enabled officers to gain the most from specialist support such as forensic services. Regular review and problem solving have proved the key to addressing the way these services interface with investigators.

Force priorities and targets are regularly examined as part of the FPCG process. The ACPO team has collectively shown a relentless determination to bring up levels of achievement and seek out best practice.

Strengths

- Sanction detections have increased in all crime categories; sanction detection rates for vehicle crime, robbery and violent crime are above the MSF average and improving.
- The force achieved five of its six volume crime sanction detection targets in 2005/06. Only burglary sanction detection levels failed to meet the challenging target set, although they remain significantly above the MSF average.
- The Chief Constable leads on volume crime investigation, chairing a focused performance group that is used to hold BCU commanders and department heads to account. Performance statistics and analysis produced by the force are sufficient to highlight potential future shortcomings in performance. The Chief Constable has driven through the successful Operation San Diego specifically to increase the level of sanction detection.
- The force has an up-to-date crime strategy that is underpinned by both a crime investigation strategy and a detection strategy, to ensure there is a corporate framework for the investigation and detection of crime.
- A strong interface exists between the forensic department and volume crime investigation. A detailed service level agreement (SLA) governs the services

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provided by crime scene examiners (CSEs) so as to maximise the contribution of the forensic department.

- Although the force has set the same overall target detection rate of 25% for all crimes, it has defined disaggregated targets for each BCU for the primary categories of volume crime. These targets are calculated by analysis of previous performance and projected crime levels.
- The force has established a volume crime unit within the investigations department, both to provide expertise and to assist each BCU to deliver on its targets, thereby promoting achievement of force targets.
- The force has been proactive in exploiting asset recovery powers; it has, for example, reinvested post-conviction awards made by the courts to create a fraud and money laundering team.
- The automatic number plate recognition (ANPR) system is routinely used within NIM level 1 and level 2 tasking processes to supplement volume crime investigation. Each BCU has utilised ANPR deployments to support long-term operations.
- The force received an Excellent grading for data quality in the 2006 Audit Commission inspection of national crime recording standards. Consistently high compliance was found across all three BCUs and management arrangements were graded Good. The force also achieved a Good grade in the detection audit conducted by HMIC on behalf of the Home Office. This gives confidence in the ethical quality of the force's recent increase in detections.

Area for Improvement

- The introduction of centralised crime recording at the new customer service centre (CSC) at Thorpe Wood (Peterborough) has had an unintended consequence. There is evidence that crime reports are delayed in being inputted to the crime recording system due to backlogs at the CSC. In addition to the administrative delays, inconvenience is being caused to patrolling officers who are unable to report crime by telephone and have to fax handwritten reports.

3D Improving Forensic Performance

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

Contextual Factors

Over the last 12 months the force has developed its strengths throughout the whole forensics process from receipt of call to detection, as part of the wider drive to improve sanction detections.

Members of the scientific support team have developed several training courses to raise the forensic awareness of call handlers, probationers, and those in specialist roles. There is also a scientific support website to raise the profile of the unit and to disseminate good practice and new developments. The unit has increased scene attendance in accordance with the forensic management strategy and SLAs. It has developed closer working relationships with priority crime groups on divisions in order to increase intelligence sharing. The evidence tracking system has been opened up to analysts and investigators for the same reason. A corporate approach to forensics package building and tracking is now in place, and data is available electronically to BCU commanders, the corporate performance department and senior officers to inform BCU activity.

The force has been equally successful at major incidents, which are always supported by a forensics management team, in line with the ACPO murder manual. The force has recently conducted several successful high-profile murder investigations where forensic evidence was key – eg Operation Warsaw and Operation Ancona. The force is also engaged with other forces at a regional level, with mutual assistance agreements in place for forensic support.

Strengths

- There is a strong chief officer commitment to championing forensic issues, and a resolve to increase sanction detections (Operation San Diego). Forensic improvement is the critical focus for a quarterly meeting driven by the Chief Constable in conjunction with the ACC.
- The forensic science strategy has recently been reviewed to ensure that it remains fit for purpose and continues to be closely tied to the overall investigations strategy.
- A resilient service is provided to divisions and SIOs. The central control of CSEs allows for organisational flexibility without losing the interface with divisional officers. Out-of-hours service provision is achieved by an effective on-call system.
- The scientific support manager is held to account at the FPCG. Data on achievements is available electronically to BCU commanders and other managers to scrutinise crime scene attendance, submission of samples, numbers of

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identifications, and fingerprint and DNA submissions, as well as timeliness of service provision.

- The force has a dedicated forensic training officer (a senior scenes of crime officer) to assess, prepare and carry out training for operational staff. This includes inputs by the officer, on a number of formal training courses, with the aim of raising levels of forensic awareness.
- A scientific support website has been established to raise the profile of the forensics department and to disseminate good practice and new developments. Good news stories of positive results from collaboration have been placed on the intranet and articles included in the force's in-house magazine.
- The force has used consultancy provided by the Police Standards Unit (PSU) to examine its forensic management processes (as detailed in the Lanner report). This report is overwhelmingly positive and shows the fastest time elapsed between crime scene report and detection in any of the 20 forces reviewed to date. The recommendations from the report are being actioned.
- A regional contract has been signed to reduce the costs of supply of forensic services. Similarly, a sexual offences-related service has been introduced to optimise the service provided to victims of sex-related crime.

Areas for Improvement

- Footwear impressions and intelligence are routinely taken in appropriate circumstances but subsequent intelligence and analysis are not as comprehensive as they could be. The implementation of a networked SICAR (tyre mark and shoe print evidence management system) version 6 system will ensure this linkage is created.
- It has been recognised that the current workload of CSEs is slightly below the average 600–1,000 cases per annum. Efforts will be made to increase this figure without any loss of the high-quality results achieved at present.
- Livescan has yet to be introduced to custody suites within the county.

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3E Criminal Justice Processes

Grade	Direction of Travel
Good	Declined

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	27	1

Contextual Factors

The criminal justice department has experienced a large increase in the throughput of files, although it has managed the increase in workload. It is commendable that in the face of this pressure the targets set for cracked and ineffective trials have been maintained.

The department has also worked with partners to introduce changes in line with the new national proposals outlined in the criminal case management framework, without causing any disruption to service delivery or losing any of the benefits from the tailor-made multi-agency implementation plan which had been previously operating.

Another change has been the introduction of statutory charging. The force was able to go live with this at the end of March 2005. A local inspection commented positively on practice and the force is in the process of signing up to become part of the pilot for postal requisitions (the sending out of charge notices by post).

Strengths

- Offences brought to justice (OBTJ) performance has improved markedly since October 2004, rising 8.3 percentage points from 17.5% in 2004/05 to 25.8% in 2005/06. However, this is still below the MSF average of 26.6%. The force adjusted processes to streamline performance in every way while still keeping within challenging targets for cracked and ineffective trials at both magistrates' and Crown courts. The year-end target for outstanding Fail to Appear (FTA) warrants has been met and new processes to maintain the positive trend have been introduced.
- All probationary constables, as part of their training programme, are attached to a criminal justice unit on their division, and receive a comprehensive and structured input on file building, with particular emphasis on disclosure. This facility is also offered to newly promoted sergeants and as a development programme.
- The administration and monitoring of warrants within the criminal justice department has been improved during the past year. A review group has been established, bringing together representatives from key agencies and BCUs to improve processes of warrant handling further. Early benefits include an upgraded warrants database, a closer working relationship between the police and Her Majesty's Courts Service, and greater ownership of warrants execution by divisions.
- The OBTJ target for 2005/06 of 14,298 was achieved by August 2005. Current projections are that performance will continue to increase. As of October 2005 the figure stood at 15,389 – ie 1,091 offences above the end-of-year target.

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- Persistent young offender performance continues to be positive. Second quarter performance for 2005/06 was 56 days against a 71-day target (number of days to be dealt with). The Cambridgeshire Criminal Justice Board (CCJB) proactively monitors the lead indicators for this target, for example the case tracker analysis. Performance is analysed each month at the divisional performance meetings and issues are raised and resolved on a case-by-case basis.
- The No Witness, No Justice project is jointly managed by the police (head of criminal justice department) and the Crown Prosecution Service (CPS) (2005 trials unit manager), and is overseen by the chief probation officer on behalf of the CCJB, in his role as the chair of the victim and witness subgroup. The project has been commended by the national CCJB team over the past year for the effectiveness of its management and implementation.
- Case file co-ordinators task the case file enquiry officers (CFEOs) to carry out much of the work previously done by investigating officers in building full files. This includes statement taking, obtaining medical evidence and processing compensation forms, as well as executing warrants and summonses. In some cases, when workload permits, CFEOs are also able to assist front-line staff with pre-charge enquiries.
- The force has consistently performed well on the inputting of arrest/summons data, with over 90% of arrests/summons consistently inputted within one day, meeting the target for 2005/06.
- The youth justice policy has been updated in the past year, in consultation with partners, to ensure that effective decision making minimises reoffending. The youth strategy sets out the need to evaluate schools that may benefit from a safer schools partnership (SSP) officer. (There is currently one SSP officer in Peterborough.) Each youth offending team office has a networked police computer with Police National Computer (PNC) access.

Work in Progress

- HMIC conducted an inspection of the force arrangements for PNC compliance in January 2006 and awarded a Fair grading. There were four areas of good practice and nine recommendations. The force has responded quickly to this report and there is evidence of early progress on its action plan.

Areas for Improvement

- The Three Counties joint private finance initiative for the provision of custody suites still has commitment from the force. However progress is slow and facilities will not be available until 2008/09.
- Although a capability assessment for the ACPO manual *Safer detention and handling of persons in police custody* has been undertaken, it is not yet fully implemented.
- Livescan has yet to be introduced to custody suites within the county.

4 Promoting Safety (Domain 3)

4A Reducing Anti-Social Behaviour (ASB)

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

Contextual Factors

Recognising the links with NHP, the force is developing some innovative working practices with partnerships to ensure policing responses meet community needs.

Prime examples of more collective solutions to community problems have been Operations Dornier and Sodium. In the former, the force was successful in engaging with the rural community and key stakeholders to combat hare coursing and other types of anti-social behaviour (ASB). A dedicated resource in the rural action team provided an effective enforcement tool. Similarly Operation Sodium, with the involvement of the broader policing family, has succeeded in reducing alcohol-fuelled violence and disorder in city centres and elsewhere to a marked degree.

Experiments such as CamNet Lite which takes Cambridgeshire Constabulary data directly into partners' computer systems, and the new postgraduate course in ASB at Anglia Ruskin University in Cambridge, reflect a determination to improve this area of service delivery.

Strengths

- The well-established force ASB strategy has ensured that, with the advent of local area agreements (LAAs) in the county, this important issue receives attention from all LAA partners.
- In November 2005 a successful conference was held (organised by the CCJB) to build on experience and good practice in taking ASB matters through the courts. This has produced a corporate standard of ASB proceedings, ensuring that a consistent approach is adopted to CPS and police case disposal.
- Through engagement in the Together campaign, officers and partners have attended toolbox launches and academy training sessions. Government Office for the East of England has also organised problem-solving seminars for practitioners to develop their understanding of ASB initiatives.
- Specialist training has been provided to a broad section of the force's community beat managers (CBMs) through the Certificate in Community Policing at Cambridge University. This has recently been complemented by a higher-level (postgraduate) strategic course in ASB studies, aimed at supervisors and middle managers, which has been established by Anglia Ruskin University.

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- Multi-agency groups have a collective voice in the force's ASB implementation team (ASBIT) forum. Hotlines linked to partners bringing ASB problems to the attention of the police, assist in the mapping and subsequent tackling of key issues.
- Linkage to key partners has been reinforced by the use of CamNet Lite. This offers a controlled access portal into a number of force systems to provide information on a range of primary computer systems such as command and control, custody and stop and search databases, etc. It is being trialled at Peterborough with a view to a broader roll-out.
- The ASBIT meeting, held every six weeks, is the immediate performance management arena in which collective progress in tackling ASB can be monitored. Numbers of Acceptable Behaviour Contracts, Anti-Social Behaviour Orders and dispersal orders are routinely collected and reported on. In a similar vein, the CDRPs are in a position to review the outputs from individual problem-solving groups.

Areas for Improvement

- The number of criminal damage offences per 1,000 population fell during 2005/06 but is still above the MSF average.
- The BCS 'feeling of public safety' measure improved during 2005/06 but is still below the MSF average.
- Although local engagement with communities is at a high level, the range of community expectations and perspectives on ASB work against corporate policing policies and prioritisation. These issues need to be reviewed to generate actions that can link these areas of work or deal with community expectations.
- The course at Anglia Ruskin University builds on the Certificate in Community Policing, which the majority of CBMs have acquired. This training opportunity needs rolling out to all areas within the force to develop staff in this important area of work.
- Some ASB initiatives are impeded by the reluctance of some partners to engage fully in information sharing within the data sharing protocols. The force needs to develop a plan to understand barriers to information sharing and try to find levels that might be effective with its reluctant partners.

4B Protecting Vulnerable People

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

National Position

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime and Crimes against Vulnerable Victims; these covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components – domestic violence, child protection, the management of dangerous & sex offenders and vulnerable missing persons. (Hate crime is captured in framework 1A.) It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection and the work that forces could evidence in the other two areas that they had, for example, improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade that is capped at the level of the weakest area of performance.

Contextual Factors

No areas of particular concern emerge for Cambridgeshire, which has invested significantly in both staffing and procedures to protect vulnerable people. It is especially strong in tackling domestic violence and has developed some leading edge practice in responding to ‘missing from home’ incidents.

Within the force specialist areas fall to a detective superintendent specialising in crimes against vulnerable victims who is accountable to the head of investigations and the ACC (as the ACPO lead). Missing persons alone are the preserve of the Major Investigation Team (MIT) superintendent, who has the same reporting line.

A significant advance over the last 12 months has been the establishment of a central referral unit (CRU) for child abuse enquiries. This unit maintains very close working relationships with key partners. Referrals are discussed, documented and progressed either as single agency (section 17) enquiries or joint agency (section 47) enquiries.

The area child protection committee procedures manual provides a very clear framework for setting expectations and governing inter-agency working. The introduction of the CRU has addressed many of the areas for improvement previously identified, when the physical separation between agencies and a differing professional ethos hampered partnership working.

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Finally, the establishment in Peterborough of a specialist domestic violence (DV) court has signalled yet another stage in the partnership approach to responding to this type of criminality. The sanctuary project in the same city reveals the determination to reduce offending and protect women from further harm as well as to prosecute DV offences.

Strengths

Child Abuse

- At present the child and domestic abuse investigations unit (CDAIU) is adequately resourced: staffing levels were reviewed in 2004 and the staffing level of 55 posts is one of the highest in the region.
- Information is gathered to inform risk assessment via referrals that are undertaken by the CRU, and strategy meetings are recorded on the force intelligence system, Intrepid. Checks on suspects and victims are carried out across standard IT systems and recorded on the referral form and Intrepid.
- There are formal links between the paedophile and internet team and the sex offence monitoring officers on BCUs.
- The force has a clear accountability framework for all levels of staff which is reinforced at development days and available graphically, highlighting interdependencies and communication links.

Domestic Violence

- To ensure an ethos of constant improvement in this area, DV quality check-sheets are circulated to divisional management on a monthly basis, identifying areas of good practice and performance, as well as highlighting areas which require improvement and individuals in need of advice and guidance.
- The structure of the force's CDAIU matches the NCPE model, in that the disciplines of child protection and DV are housed within the same environment. This allows sharing of intelligence and experience, and dialogue on current caseloads, strengthened by a ring-fenced arrangement to avoid DV officers being routinely abstracted to help with child abuse cases and vice versa. Having a combined supervision system ensures that cases requiring a joint input are properly managed.
- To improve the nature of intelligence submissions, the CDAIU has run a poster campaign with a focus on the 'Think Intelligence' message. It encourages CDAIU staff to consider intelligence submissions in respect of both DV and child abuse. The force intelligence system captures all such intelligence to allow linkages to be made. Furthermore, the force has purchased intelligence-gathering software to reinforce these connections.
- Force risk assessment processes are multi-layered. The first officer at the scene is required to conduct a risk assessment using the SPECSS system to indicate the correct course of action. On receipt of a referral form, or when advised of an incident, the DV officer (DVO) will reassess the case in conjunction with the DV advisory worker, taking account of any other appropriate system search results. The

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Remove, Avoid, Reduce and Accept risk management model is used to create safety plans for victims.

- DVOs ensure other agencies are automatically engaged whenever appropriate. Any cases where children under five are in a household where DV has occurred are flagged to the NHS named community nurse to raise the level of health surveillance for the family. The Integrated Domestic Abuse Project (IDAP) shows a high level of inter-agency involvement in a post-conviction treatment project, supported by DVOs and the probation service.
- DV forms part of the remit of the FPCG, at which performance in this area is discussed and necessary action identified. The force has introduced quality checking for all DV forms, with poor performance challenged by divisional managers.
- The force contributes to the multi-agency DV crime reduction drive, especially in terms of bringing down levels of repeat victimisation. Officers from CDAIUs are working in partnership to make the sanctuary project (Safer Haven) a success across the force area. Each BCU level 1 tasking process contains focused action plans to target repeat victims, and the 'top ten' repeat calls for assistance are highlighted at daily management meetings.

Public Protection

- There is an annual comparison between the Violent and Sex Offenders Register (ViSOR) and information held on the probation service database. This cross-comparison ensures that both systems are capturing all data on sex offenders and dangerous offenders, and facilitates mutual quality assurance.
- Risk assessments are carried out in a timely manner by the multi-agency police protection arrangements (MAPPA) manager, drawing on the intelligence available from partner agencies. Once risk assessments are completed, action plans are introduced to manage the identified risk, monitored by the MAPPA manager who ensures that actions are carried out in a diligent and timely manner (or adjusted if required following receipt of new intelligence).
- The force benefits from the close proximity of its BCU-level public protection officers and the force manager. This has led to a significant increase in the consistency of practice over the past four years, as all level 2 meetings are chaired by the MAPPA manager. The public protection officer based in the force intelligence bureau convenes two meetings a year to review practice issues; this has been particularly useful in resolving ViSOR problems.
- Debriefing of staff is available on the basis of identified need through a risk assessment. Supervisors are required to assess when debriefing and additional support may be needed, and they trigger the relevant action by the force's occupational health department.
- The force employed a police staff member to input information into ViSOR, enabling back record conversion; all past records to be added to the database have had a ViSOR record created. New nominals are inputted into ViSOR in accordance with the registration requirement. The deployment of this police staff member alongside the MAPPA manager and detective constable public protection officer means that

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information from the probation service can be quickly accessed to provide detail for the initial registration document.

- Cambridgeshire Probation Service information on sex offenders has enabled public protection officers to apply for an increasing number of Sex Offender Prevention Orders, including in one case where the offender was convicted abroad and not known to the probation service. These results testify to the close working relationship between the force and the probation service.
- Links between the specialist public protection unit staff and other force departments are good, with a significant increase in liaison with DV specialist staff, who attend level 2 meetings in appropriate cases. This has become particularly significant in relation to the numbers of offenders now being placed by the probation service on the IDAP programme.

Missing Persons

- The force has a well-defined line of accountability for missing persons at both the strategic and operational levels. In addition, handling of missing from home (MFH) reports is subject to audit and treated as an important policing function meriting frequent health checks.
- A complete revision of the IT-based system for missing persons reports was undertaken in 2005. The Missing From Home (MFH) database and guidelines incorporate a sound risk assessment procedure and prompt a number of tactical options for employment in individual cases. Importantly, they also allow for the provision and recording active supervision of enquiries on every occasion, and are therefore completely auditable.
- As indicated by an NCPE review report, the force's strategy, policy and working practices to deal with missing persons are fit for purpose.
- The current force policy stipulates that reactive patrol inspectors with day-to-day responsibility for supervision, together with divisional MFH officers, hold the initial response portfolio. This mechanism ensures that MFH reports are reviewed in real time through NIM processes in each of the BCUs.
- Consistency of approach and thoroughness of investigation are assisted by having dedicated MFH officers in each division. These officers are able to maintain strong partnership links with key agencies such as children's homes, bail hostels and similar locations. They are able to intervene when patterns of behaviour emerge or a joint approach to a problem needs developing.
- The way the force actively manages missing person information and subsequently shares it with other relevant agencies is exemplified by the launch of the Child Rescue Alert system in March 2006, which aims to widen the force's ability to communicate details of missing children to a wider public. This system reflects the manner in which recording, risk assessment and decision-making should ideally come together to protect the welfare of any MFH person.

Work in Progress

Domestic Violence

- The force has made a number of changes to its systems to accommodate the new definition of SPI 8. These will allow a greater degree of confidence in the proper handling of DV cases and provide a robust performance regime in this area.

Areas for Improvement

Child Abuse

- The physical resources available to staff engaged on child abuse enquiries need to reflect their workload. Accommodation for the central division territorial team requires upgrading, although this should be completed in the current financial year.
- The child protection department has moved from a recognised good practice model for staff support, in which staff accessed the occupational health department on a six-monthly basis, to a self-assessment method which relies on individual recognition of issues or supervisors identifying issues in staff.

Domestic Violence

- The force is 6% below the MSF average in terms of SPI 8a, the percentage of DV incidents with a power of arrest in relation to which an arrest was made.
- The force has taken note of the findings of the joint HMIC/police standards unit (PSU) review of DV in the county. It needs to continue to progress the agreed action plan in all areas, specifically to improve the quality and number of DV referral forms.
- DV specialist officers have been active on divisions in developing the understanding of patrol officers about DV policy and procedures and may wish to consider a more formalised programme of training to reinforce this learning.
- The links to MAPPA and other public protection specialisms are variable and dependent on local arrangements.
- There is currently no consistent process to ensure timely access to court results, with delays being experienced by staff. Within the DV arena this is of particular concern as it can affect the safety of a victim on the release of a defendant from court.

Public Protection

- The new victim-centred crime detective superintendent in the investigations department is committed to reviewing MAPPA processes, and should consider using the quality assurance team to assist in this examination of a critical service area.
- The public protection officers in the MAPPA section are well-motivated and have relatively high levels of output from their involvement. To date, however, there has

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been no audit of partner expectations or satisfaction, and these views should inform the unit review.

- Force resourcing levels of MAPPAs require careful balancing to avoid abstraction of staff, which may reflect an under-resourcing in this area. Similarly, supervision arrangements in divisional intelligence units may not afford the degree of intervention required.

Missing Persons

- A major reconstruction of the force's MFH database was conducted in 2005 to ensure compliance with NCPE guidelines. The force is now aware of software which may assist in this area and it is encouraged to examine the potential for improvement it offers.

General

- A full revisit of the best value review which set up the current arrangements is due. The force should ensure that its plans to use an independent third party to review the business benefits achieved are not unduly delayed.
- In contrast to the MIT, there is no planned professional development process or succession plan for staff within these specialisms, although there have been such developments as training in sudden infant death investigation.

5 Providing Assistance (Domain 4)

5A Contact Management

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

The newly built CSC at Peterborough has been at the core of changes to the way the force now handles call management, forming part of the wider CRM project. The Chief Constable has shown that force improvement in this area is at the heart of improving customer satisfaction.

The timescales for the construction and staffing of the centre did not permit the recommendations within *First Contact*, the HMIC thematic report, to be implemented. The force has realised the need to conduct a gap analysis to identify where national call-handling standards are not currently being met. This work forms part of the CRM2 project, and a professional call centre manager has been employed to implement these aspects.

The force has a solid foundation in place to respond to further HMIC guidance on the overall management of calls and enquiries from the public. Performance should continue to improve as new systems and processes fully bed in.

Strengths

- The force has invested heavily in CRM over the past two years, most noticeably with the opening of the CSC at Thorpe Wood (Peterborough). The majority of challenges arising from such an ambitious programme were foreseen and the benefits are now accruing.
- The call-handling strategy has clearly defined aims and tangible objectives, with performance indicators at both departmental and individual levels. Software such as Senior and Symposium is utilised to assist demand management and modelled predictions of demand are assessed against reality.
- There is proactive leadership of contact management and accessibility at the highest level. The Chief Constable personally chairs the CRM project board meetings. The DCC chairs the cultural change project which aims to steer the organisational culture towards a customer focus. The ACC chairs the NHP strand and also oversees the Improving the Customer Experience workstream, which includes separate projects on the response to the HMIC thematic report *First Contact*, quality of service commitment, and several other customer-focused initiatives.

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- Delivered by external call-handling specialists, the You First training programme has increased the quality of call handling. All contact staff had received this training by the end of March 2006.
- A variety of methods are used to communicate key call-handling issues to staff, including the in-house newspaper, wall posters in police buildings and a page on CamNet. Team briefing, which is a linked series of management briefings from the Chief Constable, has also featured the importance of call management in changing the force 'from failing to first class'.
- Qualitative appreciation of customer feedback is achieved through Operation Crossfire, which involves dip-sample surveys of individual calls and incidents by supervisors on divisions to quality-assure the responses provided. This work provides detailed insight into customer viewpoints and is used to improve service provision, for example by identifying staff training issues and highlighting any individual development needs.
- An internal employee survey has led to the establishment of a result focus group in the customer CSC; along with feedback from the You First programme, this influences practice, for example leading to the provision of additional coaches and mentors to allow call agents to develop wider understanding of issues surrounding certain types of crime.
- The business continuity plans for both the CSC and the force control room (FCR) were published in September 2005 and are available on a force database for reference. Testing of the continuity plan for the FCR was completed in November 2005 and was carried out without significant problems emerging.
- Responding to analysis of demand, employment contracts and shift pattern arrangements within the CSC are being renegotiated to increase flexibility to direct resources to times of peak demand. Tutors mentor all new staff on a one-to-one basis for at least six weeks, and their work is dip-sampled for quality.

Areas for Improvement

- Cambridgeshire Constabulary has a structured approach to the CSC implementation plan, which is well advanced and seeks to address the gaps in service provision when measured against the eight key drivers in *First Contact*, the HMIC thematic report. This CRM2 project should clearly articulate the gains necessary to be fully compliant with national call-handling standards.
- The force needs to use the data from call monitoring software to profile calls and consequent demand management information more accurately. Shift patterns in both the FCR and the CSC then need to be aligned accordingly.
- Progress in the 12 months since the CSC has been operational is creditable. Nonetheless the force needs to compare and benchmark in-house achievements with the results of similar call centres.

5B Providing Specialist Operational Support

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

Contextual Factors

Specialist operational support in the force has enjoyed a strengthening in the framework used for its delivery. Not the least element of this has been a significant effort to make the force compliant with the Home Office code of practice on the police use of firearms and less lethal weapons. A robust action plan has been drawn up and is being driven forward, and only a small number of areas remain to be delivered against. This has seen the introduction of important practitioner fora, such as the force firearms steering group, to improve the firearms capability. Similarly, the command structure for firearms incidents has been placed on a professional footing through rigorous accreditation processes.

The force sent a sizeable contingent to Gleneagles as part of the G8 policing operation and expertise gained in dealing with animal rights protests was shown to be valuable when responding to this kind of demonstration. The force also responded well to the demands on policing following the London bombings in July 2005. Under Operation Tennyson, specialist support was made available to assist the Metropolitan Police as well as managing local reassurance policing at a very high level. At this time there was a marked downward trend in the reporting of incidents involving vulnerable communities in the county, which was in large part due to effective and proportionate deployments which took account of local threat assessments.

Strengths

Firearms

- The force has robust arrangements to respond to incidents in a co-ordinated manner, and has demonstrated and exercised call-out procedures. All firearms policies and procedures have been created or reviewed with the NCPE code of practice and manual of guidance as primary source documents. As a result, all records of officer training and selection are in harmony with the national police firearms training curriculum.
- The creation of a force firearms steering group has brought together all key stakeholders. This group is in its early stages but potential for organisational learning has already been shown, with a redesign of firearms policy booklets arising from the work of the group. The steering group provides an effective forum at force level for practitioner issues to be raised.
- The tactical firearms unit (TFU) has produced a service level expectation document (generated out of the PSU disengagement process) which serves as a template against which the support provided by the unit can be measured. As each BCU

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commander is also a Gold firearms commander, an immediate communication link exists for service level feedback.

- At force level, operational support resources are routinely bid for and utilised at the level 2 TCG. The head of the safer communities directorate, responsible for the operational support resources, attends this meeting. A positive dynamic exists between all three territorial divisions, in which assistance with level 1 operations is the norm. The TFU also has a local intelligence officer who attends BCU tasking meetings.
- A strategic firearms threat and risk assessment has been completed by the force: this sets out the threat, vulnerability and risk to Cambridgeshire Constabulary in relation to the criminal use of firearms.

Public Order

- Public order features in the force annual plan 2006/07, in particular the requirement to respond effectively to the needs of vulnerable communities. Public order also features clearly in force NIM processes and is included in the force strategic assessments.
- The force has extensive experience in public order operations due to its long-term and continuing exposure to animal rights protest at significant locations within the county.
- The force monitors and assesses community tension in a twice-weekly BCU community impact assessment. This process has been modified to replicate the recognised national grading system and is conducted to a corporate standard on each BCU. The three assessments are then co-ordinated by the force intelligence bureau, and in liaison with Special Branch a force assessment is collated which is then circulated nationally.
- An on-call public order tactical adviser means that commanders have access to immediate advice around the clock, and ensures that all responses are in line with the *Manual of Guidance for Keeping the Peace*. The conflict management model features significantly in all operational support training, particularly the officer safety training that all officers are required to attend annually.
- The force links closely with regional partners to enhance its public order provision through the ACPO Eastern Region public order group. The force takes part in the regional public order exercise, which tests the region's capability to respond to major disorder.
- The force has, in the last 12 months, reviewed a number of plans to provide appropriate response to incidents. These include Operation Muster (gathering on-duty staff); the 15-minute plan (to provide help and advice to both on-duty and off-duty staff in event of national or force major incident); and the force mobilisation plan (which details the earlier establishment of command and logistical support for major incidents).

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Civil Contingencies and Emergency Procedures

- The contingency planning unit has held a sensitive information seminar for all partner agencies. The seminar detailed the nature of sensitive information and intelligence, how it should be utilised and the risks associated with its use. The seminar was well attended and has helped to develop information sharing with partners.
- The force has worked with partners in relation to emergency planning matters, and a 'communicating with the public' subgroup has been formed within the resilience structure. This subgroup is chaired by the force and has developed a Gold media strategy to provide a multi-agency response in an emergency.
- A thorough business continuity management process has been tested, including the development of a crisis management plan. Individual business continuity plans have been prepared for BCUs and all relevant directorates and departments within the force. These plans assess the impact of all potential internal and external influences upon their ability to function, including the loss of staff, buildings or equipment. These impact assessments are based on a scoring system in line with the Civil Contingencies Act.
- The contingency planning unit facilitated the provision of a Management of Major Incidents course by Centrex for internal staff and external partners.

Areas for Improvement

- The firearms department has recently considered its capacity to respond to post-firearm discharge situations, and the numbers of officers trained to manage such situations has been increased. However, a gap in the procedures has been revealed in terms of community impact and independent advice on post-incident response, which the force recognises it needs to address.
- The number of TFU deployments and patrol incidents in which actual and imitation firearms and ammunition are taken into police possession is increasing, but the force does not have a policy to direct the safe handling and storage of recovered weapons and munitions. Such a policy needs to be produced as quickly as possible on health and safety grounds.
- The opportunity to move towards a strategic framework with other forces in the region should be used to draw together both the intelligence sharing on public order issues and the systems for transmitting live intelligence.
- The force routinely captures its experiences gained from numerous public order deployments, some of which demonstrate expertise at a national level. The safer communities directorate should mirror the work of the investigations directorate in establishing a repository of such material.
- Much work has been done by the contingency planning team to provide the contingency plans required for both the critical national infrastructure and other vulnerable sites. The county, however, has many vulnerable sites, in part due to the extensive research community associated with Cambridge University, and the completion of these contingency plans must be considered a priority.

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5C Strategic Roads Policing

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

The roads policing function has been devolved from a centralised unit to divisionally controlled resources. A central roads policing unit (RPU) is retained to respond to all fatal and serious injury road collisions. This has had the effect of producing a central roads policing team which is more effective at delivering a broader range of policing functions than the previously narrowly focused group of traffic specialists.

It has become apparent, however, that this devolvement has led to some dilution of expertise in the traffic function, and there is a move to provide a clearer direction for these resources. From April 2006, roads policing has been led and supervised from the safer communities directorate without losing the broader intelligence-led policing delivery which is an important aspect of the function.

Strengths

- The force roads policing strategy reflects the key elements of the ACPO roads policing strategy. Roads policing features in the force strategic assessment and control strategy, and there is evidence of a growing incidence of roads policing and ANPR tasking in level 1 and level 2 TCGs.
- Casualty reduction is a shared outcome for a number of partners in the county, and this will be shortly enshrined in the new local area agreement arrangements. Partnership initiatives such as Bikesafe have been formed to improve road safety.
- Significant investment has been made in the force's ANPR teams, with two dedicated intercept teams for the force and ANPR-equipped vehicles on each BCU. Local authorities recognise the value of ANPR teams and have assisted in linking their CCTV schemes into force ANPR teams.
- The force complies with the ACPO road death investigation manual, using trained investigating officers and family liaison officers to deal with serious accidents. The Crown Prosecution Service feedback on such cases reflects a highly professional approach on the force's part, and all staff in the RPU are suitably qualified.
- Force command and control software complements a robust approach to the management of pursuit. An automated process assists control room supervisors to ensure that a full risk assessment of any incident is completed. Only control room inspectors can authorise pursuits and patrol staff are aware of this policy.
- The safety camera partnership has achieved success, with killed and serious injury collisions reduced in the camera sites by more than the national average. The force

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works effectively with the county council and Peterborough Unitary Authority to provide the now well-established driver improvement scheme as an alternative to prosecution.

- The force has responded to the findings of the 2005 HMIC review of protective services by conducting a review of roads policing, which established the need for change. This review led to the decentralisation of some of the roads policing function from April 2006.

Areas for Improvement

- Performance against the SPIs in this area is less than satisfactory. The force's performance is significantly below that of its MSF group in respect of collisions resulting in death or personal injury, and there has been a significant reduction in satisfaction levels.
- It is recognised that while traffic resources are deployed in accordance with NIM principles and are routinely tasked through level 1 and 2 meetings, further development is required. The new decentralised structure with central roads policing unit and the introduction of intelligence officer posts should improve matters, assisted by the safer communities department's briefing and tasking database.
- In responding to the need for a meaningful performance regime for roads policing officers, an individual points-based performance system has recently been introduced. It is slanted towards the force target of maximising sanction detections, and points are weighted in favour of current government initiatives (eg seasonal drink-drive and seatbelt campaigns). The system will require evaluation.

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6 Resource Use (Domain B)

6A Human Resource Management

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near-misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

Contextual Factors

Following the poor baseline assessment in 2005, an HR recovery plan was introduced in October 2005. Progress has been reported to monthly FEB meetings and to the PA HR and training panel. Improvements include:

- stabilising the HR department, establishing clear priorities and recruiting to vacancies including three newly created divisional HR managers;
- working more closely with the Training and Development and Diversity;
- reducing sickness absence;
- improving the performance development review (PDR) system and securing increased compliance: some 87.2% of PDRs have been subjected to interim review in accordance with the PDR timetable;
- establishing the people and resource strategies via the workforce planning group (WPG);
- introducing more transparent promotion arrangements using the integrated competency framework;

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- improving the grievance procedure and the annual monitoring report to the PA professional standards panel; and
- introducing the employee panel as suggested by a staff survey.

Stakeholder involvement is achieved by working closely with staff associations and staff networks. The HR department has taken a lead on employment diversity issues and attends the DSG. An action plan to attract and retain more BME officers and staff is in place.

Strengths

- Enthusiasm and morale across the HR department are good and much improved, with all staff wanting to do a good job. There is a growing confidence in HR across the organisation, driven by the dynamic leadership of the Chief Constable and the head of HR. The reintroduction of dedicated HR managers on each BCU has been a significant step forward. BCU commanders feel that the HR managers' understanding of the business has improved, and the commanders are acting as HR business partners.
- There is an HR plan, and there is strong evidence that people across the department and wider organisation understand how elements of the plan fit together, and how HR impacts operationally. The introduction of the plan has been positive, although it needs further refinement and development. The HR resourcing strategies set out the force's approach to recruitment and selection, the recruiting of under-represented groups, promotion, retention, and workforce and succession planning.
- The introduction of a WPG is appreciated across the organisation. This group, together with the occupational health review group, is attended by BCU commanders. The WPG receives credible HR data from the newly implemented National Strategy for Police Information Systems (NSPIS) HR system. NSPIS HR has been a significant enabler and the process maps developed by the NSPIS project team are of a high standard. The Hay job evaluation audit is also identified as a significant step forward. BCU commanders have gone on record as stating that the HR data now reflects reality and allows them to manage resources with confidence.
- Completion rates for PDR are high.
- The creation of a new role of sickness absence management champion on BCUs and directorates (at superintendent level) ensures that attendance is managed at a senior level. This is reflected in the significant reductions in sickness absence levels for officers and staff during 2005/06. There is a newly developed absence management policy and sickness reduction is recognised by all as a priority. Managers have been trained to conduct return-to-work interviews. Key triggers are in place for quick referrals on stress and musculoskeletal problems.
- HR internal communication is much improved, with regular one-to-one supervision meetings, tasking, HR team meetings and joint meetings across HR teams.
- The force is demonstrating a clear commitment to health and safety, with significant training investment. This commitment could be advanced by introducing Working Time Directive monitoring and compliance, providing additional administrative support to ensure that risk assessments are kept up to date and supporting the training investment with a communications plan to ensure that the importance of health and safety is embedded across the organisation.

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- The HR microsite is the most visited of all the sites on the force intranet. It provides managers with information on HR practices and procedures, and is a one-stop shop for all matters relating to HR and the occupational health unit, with information on HR staff and their roles, HR news, guidance (including quick guides) on policies, and access to HR forms and procedures. The site was used recently to conduct the annual personal data audit which ensures that the information held on NSPIS is accurate.

Work in progress

- Exit interviews are now being conducted and there is evidence of monitoring and analysis of information from these, though further development is required to meet Home Office standards.

Areas for Improvement

- The average number of working hours lost due to sickness by officers and police staff fell during 2005/06 (by 15.35 % for police staff and 11.15 % for officers), as a result of changes to policy and working practices, though it remains above the national average in both categories. However, there are indications that this uplift in performance is continuing.
- Project Galca has been effective in introducing NSPIS HR, but the links with other systems and interfaces now need to be made. A clear system owner for personal data needs to be identified, and this needs to be managed across all systems.
- Ethnic minorities are under-represented on the workforce, in terms of both officers and police staff. It will be difficult to impact on these statistics for officers, given the pool of candidates awaiting appointment, but further consideration should nonetheless be given to tackling under-representation across the force. This issue is reflected in the force's local priority and a positive action strategy has been developed to address it.
- There is no identified owner for demand management at a corporate level. It is unclear how the corporate demand profile informs resource allocation. BCUs make local deployment and rostering decisions, on the basis of local demand profiles. There has been some monitoring of demand, which has informed recent shift changes. However, none of those interviewed were confident that there was effective deployment, monitoring and evaluation of staff to respond to periods of peak demand.
- At the time of the inspection there was a draft occupational health strategy which identified the longer term occupational health direction. Clear priorities exist, though these are not explicit within the costed HR plan or within an occupational health departmental plan.
- There is ambiguity as to funding arrangements for paid medical intervention. While some funding from the national occupational health strategy has been used to purchase tangible assets, budgets have yet to be confirmed for 2006/07 for ongoing activity.

6B Training, Development and Organisational Learning

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

Contextual Factors

This section summarises the results of improvement activities which have been undertaken since the last inspection. It facilitates an understanding of the context within which such activities have taken place together with an understanding of the outcomes:

The force was graded Fair during the 2005 Baseline process with a number of recommendations made for improvement.

The force has formally placed accountability for standards, cost and planning for all training with the Head of Training

The force continues to develop a full costed training plan that is aligned to the guidance given in relevant Home Office circulars. There have been staffing issues within the Finance function, which has hindered this process, although the training plan is now complete and has been approved by the Police Authority.

Staffing issues within the finance department, together with improved IT facilities are in the process of being addressed to ensure that the training plan captures all training in the force irrespective of where or by whom it is provided

The budget setting process to service the training plan is now carried out in advance of the Police Authority setting the overall budget with due regard to the organisational needs.

There is a quality assurance framework in place to enable the department to work in a consistent and standardised approach but it is not fully embedded due to staff shortages. The force does now, however, have an independent quality assurance team to assist with further improvements in this area.

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The force has made progress in respect of evaluation at Levels 1 and 2 of the Kirkpatrick model but more work needs to be done in respect of evaluating transfer of training to the workplace and the overall impact of programmes on improved operational performance.

The force now runs a five-day corporate induction programme for all staff and all now have Internet and Ncalt access.

Strengths

- The force has strong mechanisms in place to manage the learning and development function. There is strong leadership provided by the DCC who is accountable to the Chief Constable through the PDR process.
- There is a strong professional link with the lead member of the Police Authority who is actively involved in the training prioritisation board. The lead member is also part of the IPLDP programme board and the citizen focus diversity steering group. The Police Authority and HR training panel is chaired by this member. The PA also participates in pilot training programmes.
- The force has established strong links with forces in the region and other training partners. Examples of collaborative training are the investigation training programmes, the tactical firearms unit courses and regional inspectors' development. There exists collaborative training arrangements with the CPS and Social Services for disclosure, statutory charging and child abuse investigation training.
- There are strong links with stakeholders and the training advisory group has been established to ensure full external representation. Internally the head of training and development is a FEB member. The IPLDP project group membership reflects a mix of strategic representatives and end users.
- The learning and development business plan is linked to the force objectives and role profiles as identified through the national PDR process. Local team training plans have identified, through skills gap analysis, the training required for staff to carry out their function.

Areas for improvement

- The force needs to make greater use of the management information provided by the National Costing Model and should use the model specifically to inform the learning and development budget.
- The force should seek ways to formalise approaches towards the encouragement of learning and development staff involvement in voluntary and charitable work in order to maximise engagement with local communities.
- The evaluation function should be further improved by focussing on the impact of learning and development activities on outcomes against PPAF domains.
- The force should continue to develop a focused number of performance indicators to identify the effectiveness of systems and processes within the learning and development function.

- The force should continue to develop the corporate force risk register to identify risks, which are attributed to the learning and development function.
- The force should actively look at identifying alternative learning methods as a means of cost-effective training delivery.
- The force should ensure that its quality assurance function is fully embedded into the training and development process and products.
- The force should consider adequately resourcing a design function within the learning and development unit to ensure a consistent and effective process for designing new learning and development events/products.
- The force should ensure there is a formal and robust process to ensure action is taken on results of evaluation reports.
- Divisional training panels should be created to ensure BCU satisfaction levels are systematically monitored and targets set to address issues.
- The learning and development unit should look at ways to actively involve their staff in the decision making process where applicable and look to use the PDR as a vehicle to engage regularly with its staff in this area.

6C Race and Diversity

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

Shortly before the HMIC inspection, the Chief Constable conducted a full review of how the force manages diversity issues in all aspects of its business. This was a wide-ranging consultation exercise involving all primary internal business leads and key external perspectives. As a result, a new strategic approach entitled Managing Difference to Make a Difference was initiated. Organisational clarity of focus is gained by the Chief Constable chairing the force group dealing with diversity, while the DCC is responsible for the internal agenda. Key corporate issues – such as the RES, maximising the potential of staff, and promoting positive recruitment strategies – have been identified for renewed effort. There is therefore clear energy and determination to address a number of the issues cited in this report as areas for improvement.

The Chief Constable (national chair of the British Association for Women in Policing (BAWP)), takes personal interest in assisting interested individuals and staff associations to take part in diversity policy formulation and discussions. The force now has a full-time Cambridgeshire Black Police Association representative; attempts have also been made to initiate a Cambridgeshire Gay Police Association, but this remains an informal network at the request of potential members. Links have also been established with the Disability Support Association.

A PCSO was nominated for the Public Sector category in the Asian Women of Achievement National Awards for her work in the community following a number of critical incidents.

Strengths

- BCU commanders and directorate leads all attend the workforce planning group, while departmental heads attend the diversity steering group, where the RES is regularly reviewed as a standing agenda item.
- In order to encourage women and under-represented groups to consider applying for opportunities and vacancies, the Chief Constable has personally introduced Springboard courses to promote female potential in the force.
- Gender Agenda issues have been revisited and with helpful guidance such as positive marketing of the flexible working time policy, part-time arrangements, annualised hours and job-share schemes included, in the work to be progressed.
- The force has conducted access audits for the Disability Discrimination Act 1995 (DDA) and of several adjustments made to workplace situations. The force has

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made progress with the DDA and has a strong working group responding to disability issues, with representatives from HR, the Police Federation, Unison, occupational health and the diversity unit.

- Each individual in the force has a diversity element included in their annual PDR to remind them of the importance of this aspect of the force's activity.
- The diversity unit has achieved coverage of the main strands of diversity in the internal newsletter, *Blueprint*, as well as producing a dedicated newsletter which updates the workforce on emerging diversity developments and is available electronically. A blindfolded meal held at a Chief Constable's improvement forum introduced force managers to the realities of one particular disability. Two people with disabilities have recently assisted the unit in its delivery plan through workforce placements. Workforce placements have also been used for potential BME recruits.
- Specific training on the Race Relations Amendment Act has been conducted in a number of ways. It was first given during 2002/03 in the form of a managers' workbook. Subsequent evaluation showed little developed understanding and the force has therefore repeated the awareness training as part of 'all stops' training and again as part of the Serious Organised Crime and Policing Act 2005 training.
- The force's RES is currently published on both internet and intranet and is available in hard copy form. The RES has been assessed against the Commission for Racial Equality assessment template by the national Police Federation equality adviser, who concluded that it was the best in the country.

Areas for Improvement

- Progress on diversity headline SPIs is reported to the FPCG. Achievement against the target for percentage of female recruits (30.45%) is improving although still slightly below the MSF average (31.74%); but the situation is less satisfactory for BME recruits, who currently represent 0.82% of all recruits against the MSF average of 3.26%.
- The creation of a training advisory group as part of CIAN will assist in raising stakeholder confidence in force training provision. Currently, some tangible diversity development is taking place, but this is somewhat limited. The full training needs analysis by external consultants and the Police Race and Diversity Learning and Development Programme will be a necessary addition to the force training plan.
- The approach to diversity has traditionally been led from the centre with collective consideration of the promotion of a diverse workforce. The accountability of BCUs and departments to progress towards achieving a diverse workforce and to have diversity objectives monitored could be improved.

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6D Managing Financial and Physical Resources

Grade	Direction of Travel
Poor	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Context

The following assessment is based largely on the self-assessment return and HMIC's own findings, supplemented by a consideration of the Police Use of Resources Evaluation (PURE) conducted by the Audit Commission's appointed auditor for the PA. Set out at the end of this section are the appointed auditor's summarised scores for each theme covered by PURE. Separate, more detailed reports on PURE have also been issued by the appointed auditor for the force.

The rating for Cambridgeshire reflects a prolonged period of under-resourcing in the finance department which was not remedied until towards the end of 2005/06. The expanded staff levels have enabled the department to put new financial management processes in place, but these are not yet embedded or taking full effect. The grade also reflects a continuing concern at the inability to recruit a permanent finance director, a situation which the force recognises as unsustainable but resolution of which has been affected by the uncertainty surrounding proposed amalgamations. The Direction of Travel does, however, recognise and credit the efforts that have been made by finance staff, particularly the acting director, and chief officers to move the organisation forward in respect of key financial processes.

Strengths

- The force devolves a significant proportion of the non-police pay budget.
- The finance department now has more staff resilience, having taken action in 2005/06 to increase the level of staffing resources.
- Significant improvements have been made in the efficiency planning programme, which is now linked closely with the work of the quality assurance team.
- The PA appointed a new treasurer in 2005 and now receives more comprehensive and accurate financial information.
- The force's estates management strategy is appropriately informed by operational requirements.
- The force achieves a reasonable level of service in respect of procurement and transport services.

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Work in Progress

- The force has now developed sound budget-making strategies, identifying future deficits and enabling it therefore to plan appropriate management action to produce a balanced budget. The projection for 2007/08 is that the force will have a £1 million deficit unless remedial action is taken to close the gap.
- The force does not have a director of finance and has relied for some time on acting arrangements to cover the vacancy. Urgent recruitment to this post is required at a level that would allow the post-holder to be a full member of the chief officer team. Recruitment for this post has now commenced.
- The finance department has been operating below strength for some time, and this has hindered the development of structures and processes to improve financial management. A number of staff were appointed towards the end of the financial year but will need time to deliver improved outcomes.

Areas for Improvement

- In 2005/06, business managers did not always receive timely and accurate financial information to assist with budget monitoring. Moreover, at the time of inspection, budget holders had not been notified of their budgets for 2006/07: decisions were not expected until June 2006, a situation which did not assist local financial management.
- The capital programme is reviewed and managed under the aegis of the capital panel, but planning has been disjointed and needs to improve in 2006/07 and beyond. There was significant slippage in the capital programme in 2005/06 and improved processes are needed to avoid a recurrence of this problem in 2006/07.
- Managers have had little confidence in the main financial management IT system (Integra) to the extent that a parallel system known as Mortibroom is used widely. However, this has led to situations where two sets of figures are generated, thus undermining sound financial management. The force needs urgently to improve Integra and phase out use of the alternative system. Business managers/budget holders should be involved in a systems upgrade to ensure that Integra meets their business requirements.
- Problems with Integra have contributed to a fundamental disconnect between finance and operations, exacerbated by a poor coding structure that fails to capture the full range of operational activity.
- The force's resource allocation model has not been updated since 1996 and is in urgent need of review.
- In 2004/05 the force was unable to submit to the Home Office details of activity analysis, and has thus missed opportunities both to benchmark and use this management information to improve operational performance. Plans are in hand to make improvements in this area through a new activity-based costing (ABC) board – this will need to ensure that ABC data contributes to improvement in the management and monitoring of force business.

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- The force needs to update its financial regulations, specifically to include the working relationship between the finance director and the PA treasurer.
- On-line transaction processing could help produce efficiencies in back-office functions. E-procurement could also assist in streamlining back-office processes.
- The force needs to develop 'whole-life' costs in respect of estates and secure more effective links between the main finance system and the estates management information system.
- The force does not have an energy strategy and is thus missing opportunities for potential efficiency gains.
- A force-wide review of transport would be helpful in ensuring that the organisation benefits from a fleet that is of the right size and composition to meet operational needs.

Audit Commission; Police Use of Resources Evaluation

Element Assessment Cambridgeshire

Financial management	1
Financial standing	2
Internal control	2
Value for money	1

Key to grades

1. Below minimum requirements – inadequate performance
2. Only a minimum requirement – adequate performance
3. Constantly above minimum requirements – performing well
4. Well above minimum requirements – performing strongly

The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.

6E Information Management

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

Contextual Factors

The force's IT department has been engaged in reviewing the strategic needs of the force, in consultation with primary business users, so as to update the information management strategy 2001–06.

The force has continued to utilise new technologies in order to make significant savings in officer time and to maximise front-line policing resources. A secure Blackberry PDA trial has been introduced and has rapidly moved on to significant investment over three years to supply officers with an instant link to key force systems. WiFi laptops have also been issued to middle and senior managers to create a more flexible working environment. Both of these technologies can connect to the force's intranet system, CamNet, which has become a powerful tool for informing and briefing staff as well as being a detailed reference point on most force activities.

The computer and communication infrastructure has also been configured to take account of major national developments. A strong relationship between the NIM2 project team and the force has been established, and the force has responded to the requirements of the IMPACT nominal index (INI).

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Strengths

- The force has a published information management strategy covering the period 2001–2006. This strategy looks at each of the layers necessary to comply with ISS4PS, and consequently with the Home Office strategy, information management and organisational transformation; it also dovetails with the corporate strategy. The information management strategy has delivered an infrastructure that is compliant with the ACPO community security policy and NIM, and that makes use full use of national services and systems where possible.
- The director of corporate support services, who heads information services, is a suitably qualified IT professional. His membership of the ACPO terrorism and allied matters group and ACPO futures group gives the force key insights into national policy and developments. He is a member of the FEB but not of the ACPO team.
- The force has a costed roadmap capital programme linked to the five-year information management strategy for each year. This linkage incorporates technology infrastructure into the investment plan. Full advantage is being taken of technological developments such as voice over internet protocol, biometric authentication and single sign-on. Reports on the capital plan and IT projects are made to the FEB and the delivery board.
- A secure Blackberry PDA trial has been implemented for both managers and operational officers, to reduce the reliance on office terminals, thus increasing patrol time. The devices are linked to the force intranet, CamNet, and have been rolled out through a mobile data steering group led by the ACC.
- Versions of the force intranet have been developed to provide secure appropriate access to authorised individuals both within community partner organisations (badged as CamNet Lite) and the regional intelligence cell. Access is also made available to appropriately vetted visitors.
- The IT department has taken account of the NIM framework and service provision is aligned with the needs of NIM2 programmes of work. For example, an SLA now defines equipment provision to each force analyst.
- Officers and police staff can readily access all core information systems through the use of standard Oracle databases, which assist NIM intelligence and tasking regimes. Live systems can be searched using CamNet to ensure all data is as current as possible, while a comprehensive data warehouse is available for resource-intensive operations such as analysis and reporting.
- The force has a computerised helpdesk with all new service delivery staff having access to IT infrastructure library training and certification. Users are able to contact the helpdesk by telephone, voicemail or email. Call details and current status are available via CamNet.
- The force has been at the forefront of the introduction of the Police Local cross-check system/IMPACT nominal index (PLX/INI). The system has been fully embedded as part of business since August 2005. Access to local INI data is provided via CamNet and meets the local business need. Daily electronic updates and transfers are made. The force has fully implemented the 'extract, transfer and

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load' process, which is used as part of the overall data management environment as well as for IMPACT.

- The force has an information security officer with a developed IT background who has secured accreditation under the ACPO community security policy and undertakes regular reviews and penetration testing to confirm the position.
- There is a robust business continuity plan. The force operates a hierarchical system catalogue which defines system priorities. Testing of the remote business continuity site is routinely carried out to ensure that the minimum disruption to core systems would result from any interruption of systems. Business continuity reviews and tabletop exercises are also carried out to test this plan.

Work in Progress

- The current information management strategy expires in 2006. Development of the information management strategy beyond 2006 involves its reshaping to include longer-term requirements of current key stakeholders, and to incorporate transitional requirements of the proposed strategic force.

Areas for Improvement

- There is no information steering group, although a system of project management of IT developments exists through the project management office of the strategic co-ordination department. These elements need to be linked to force planning and development requirements at the strategic level.
- The force is concentrating on developing an information-centred perspective rather than being led by technology. In several areas, however, the proper definition of business need and evolving requirements is reduced without the required coherent structure of user managers. There is a need to ensure system user managers are able to provide information on systems to improve future IT services

6F National Intelligence Model

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

The drive towards implementing NIM in the county has been led by the strategic steering group chaired by the ACC. This has worked to respond to the assessment conducted on the force by the NCPE as well as to a detailed force quality assurance team report on the level of compliance with the national model. The force is, therefore, endeavouring to use the NIM structures and procedures to shape much of its strategic and immediate activity.

While the force is moving all areas of the model forward, much has particularly been achieved in the area of analytical capacity. Considerable investment in software and a clear memorandum of understanding concerning the supply of required computing capacity have significantly enhanced the ability of force analysts to respond to intelligence requirements. The strength of the intelligence unit is reflected in the fact that the principal analyst has produced a document on major incident analysis that has been published as a national guide.

The improvements in the NIM assets have been translated into an operational improvement in almost all areas of crime and disorder. The quality and quantity of force contributions to regional tasking fora have been positively commented upon by others in the region. The NIM strategic steering group, chaired by the ACC, has been responsible for directing efforts to integrate the NIM structures and processes across the force.

Strengths

- An established performance culture has served to refine force level 1 and 2 strategic and tactical NIM processes to a high degree of compliance with national templates. There are three groups working together to ensure compliance with the NIM code of practice. The NIM strategic steering group is chaired by the ACC and informs and directs the work of the NIM2 delivery group and the intelligence steering group. Together, they link NIM implementation to other areas of corporate business.
- The analysis conducted to inform strategic assessments and the control strategy has been widened to embrace disorder and quality-of-life issues at both levels of NIM within the force. This analysis is available through the intranet to all staff across the force. It will be complemented by work in progress to forge links with the NHP project.
- The force analytical capacity is of a high standard. The head of profession (principal analyst) has produced a reference work on major incident analysis published in the form of a national guide. The management of analysis places the emphasis on

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delivery of intelligence material to senior managers and staff, underpinned by professional qualification and development.

- The force's contribution to the regional intelligence group has improved over the last 12 months, and its contribution to the national Operation Liberal, targeting distraction burglary offences, has been commended. A regional operation to target armed robberies of cash machines has entailed a dynamic collective response to cross-border intelligence sharing and effective enforcement.
- At the regional level, a TCG process has been established, supported by a regional intelligence cell comprising staff seconded from forces in the region and SOCA. Strategic and tactical TCG meetings are in place, together with a regional control strategy and intelligence requirement. Joint working between forces has taken place, an example being Operation Arctic – involving resources from Norfolk, Suffolk and Cambridgeshire – which tackled a series of post office robberies occurring across the three force areas.
- Monthly regional intelligence group meetings are chaired by the Norfolk Constabulary director of intelligence, and performance indicators have been introduced covering the submission of intelligence to the regional intelligence cell by individual member forces, thereby enhancing target and problem profile production for cross-border crime.

Areas for Improvement

- No use is currently made of an identified 'enforcer' either at force or divisional level. Development of this role would offer more effective response and engagement on specific allocated actions or delivery plan themes.
- It is recognised that greater corporacy of deployment and line management of field intelligence officers on each of the BCUs would deliver more flexibility and interoperability. This workstream is being developed by the intelligence steering group.
- There is no minimum standard agenda for the daily management meeting. A corporate and co-ordinated approach could ensure that robust and accurate records are taken of actions and further enhance the capacity to react quickly to developing criminality.
- There is vulnerability in the current position on flagging and weeding of intelligence databases. The force takes the view that progress is dependent on the advancement of the Management of Police Information (MOPI) project, and a team headed by a newly created superintending post has been tasked to make recommendations on the proposed way forward.

7 Leadership and Direction

7A Leadership

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

Since engagement by the PSU, Cambridgeshire Constabulary has undergone a series of major change programmes.

The importance of a refashioned force mission, vision and values statement is reflected in the amount of constructive debate given over to this document at the FEB. The values statement will be placed at the forefront of a campaign over the next 12 months to bring about even more organisational and cultural change, by defining the collective values needed to make Cambridgeshire Constabulary a first-class force. The statement is designed to have resonance for all staff members; its key themes are integrity, respect and sensitivity, with the ACPO team striving to promote these values on a daily basis. There is a relentless insistence that these principles should suffuse all force publications and internal policies and procedures – including strategic and local policing plans and the policy compliance system.

The new Chief Constable has attained an extremely high profile within the force, but at the same time greater emphasis has been given to making the whole ACPO and senior management team more visible and accessible to the organisation.

Strengths

- The chief officer team and PA have responded effectively to a potentially difficult year following the sudden departure of the former Chief Constable in June 2005. The entire ACPO team was working in acting capacities until the confirmation of the present Chief Constable's appointment in December 2005. The PA supported the team effectively during this intermediary period to ensure a smooth transition.
- The PA operates a cabinet structure, with lead members for portfolio areas. This allows for a close but challenging working relationship between the force portfolio lead and the PA lead.
- The Chief Constable is an extremely dynamic officer who was responsible for improving performance as DCC. She has continued to hold executive responsibility for performance and drives it very effectively through the 'Chief's Challenge' and FEB meetings. She is something of an exemplar of transformational leadership.

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- The Chief Constable is driving a cultural change programme through the Citizen Focused Policing programme. Each of the three chief officers leads one of the workstreams which are managed through the programme board and delivery database. There is evidence at all levels of the force to confirm that this programme is making a positive difference.
- Force performance groups are seen as being appropriately challenging and are a positive vehicle for driving performance. Force structures are replicated at BCU level and there is evidence of a performance culture coupled with customer focus throughout the force. PA members regularly attend the force performance group.
- The focus on performance is achieving an appropriate balance between the drive for results and associated accountability structures, with a supportive approach to dealing with areas for improvement.
- The Chief Constable has a comprehensive range of mechanisms to ensure contact with all staff. These include direct email contact, supervisor contact sessions and senior management consultation.
- The force has succeeded in disengaging from the Home Office/PSU performance framework and is improving in many key aspects of policing. This is due in no small part to effective leadership, especially by the Chief Constable.
- ACPO members have taken a personal lead in shaping the track of business-critical projects so as to reshape the business fundamentally. Operation Galka (the introduction of the NSPIS HR system) has seen the temptation of quick wins being avoided in order deliberately to capture the full business benefits in a previously failing area.
- Recognising the critical link between community cohesion and the prevention of radicalisation among Muslim youth, the Chief Constable has personally engaged with strategic partners across the county to address this problem. The local priority set specifically to improve engagement will take these initiatives further.
- The Chief Constable engages widely with all partnership agencies and strategic bodies to promote the major improvements made by the force. A recent example was the presentation to the Prime Minister's Delivery Unit on managing operational achievements within the policing and partnership environment. Much effort has been expended over the past 12 months to align resources with priorities for both 2005/06 and the 2006/07 budget. Through an effective planning process, a wide-ranging 'blue sky' day has allowed the Chief Constable to set a clear series of strategic priorities, agreed by the PA.
- The workforce modernisation agenda is being taken forward on many fronts, with a forthright commitment to the use of PCSOs. As shown through the CRM project, the Chief Constable is determined to have the right mix of skills in place to deliver policing in the county.
- Alongside the ACPO 'away-days', the senior managers of the force also engage in 'blue sky' days on a structured programme throughout the year: these support the planning process and help build a cohesive senior management team. Extensive use is made of external consultants such as the Office of Public Management to facilitate team building and planning sessions.

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- The emphasis for the series of Chief Constable's seminars to sergeants, inspectors and police staff equivalents has been on making the force's values live and discussing them in the practical context of customer service provision. Individuals are left in no doubt of the expectations the ACPO team has of them and what standards they require of their staff. Perceptible cultural shift has occurred as the corporate messages of 'moving from failing to first-class' and 'kicking out the traits of a failing force' have become common touchstones in the workplace.
- Senior, middle and junior management briefing days, along with proactive use of innovations such as the 'Chief's Diary' on CamNet (average 810 hits per week), have delivered primary messages to all staff.
- While challenging any racist or inappropriate behaviour, chief officers have brought a fresh approach to the handling of professional standards matters involving diversity. A clear message has been signalled about the importance of a healthy culture where concerns are reported to the PSD.
- Not only are new PA members provided with a comprehensive induction programme to the force, but a series of strategic planning workshops has also been organised to promote good governance by the PA on a number of primary topics such as a 30-year estates strategy, the capital planning programme, and the recently proposed (but now abandoned) amalgamation of forces.
- The Chief Constable is the national lead for the BAWP; the DCC is the national lead on the PNC, the regional chair of the professional standards committee and ACPO treasurer, giving him a place on the ACPO Cabinet and ensuring that the ACPO team is up to speed with national developments.
- A formal suggestion scheme exists at force level, with a number of awards being made each year at a public ceremony. There is also an Above and Beyond Scheme which is assessed on a quarterly basis, with numerous payments being made for innovative contributions and ideas. Every opportunity is taken to reinforce a bottom-up approach to finding solutions rather than a top-down one.
- The force has successfully run a series of Springboard and Navigator courses, aimed at promoting the potential of male and female staff. The popular Olivier Mythodrama classes have introduced organisational and individual learning through the study of Shakespearean texts.
- This year has seen members of the force achieve national recognition in the Office for Public Management Awards (in which the drug offender reduction programme won second place) and the Tackling Drugs Supply Awards 2006 (in which the force took the award for dealing with the middle market in drugs). Two individuals have been included in the Honours List for their work on the Soham case, receiving a QPM and an MBE respectively, and a retired officer achieved an MBE for his work with police pensioners. Other national awards have included recognition of a uniformed patrol officer recognised in the Britain's Bravest Bobby Award; a Diversity in Action award received by the Central Division diversity team; and a female CBM attending the *Jane's Police Review* CBM of the Year event.
- *Blueprint*, the force's popular internal newspaper, has won a top national communications award. The British Association of Communicators in Business

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awarded the newspaper and its editorial team a certificate of excellence, describing the full-colour employee newspaper as “terrific and well-produced”. *Blueprint* is also now in line for the best national internal newspaper category.

Work in Progress

- The previous finance director and HR director resigned in the autumn of 2005 and permanent replacements are still sought. The interim HR director has made assured changes in a short period of time and will remain with the force in a part-time capacity for the immediate future. An interim finance director has been in post and the force is currently recruiting for a permanent successor. The interim finance director worked effectively with the treasurer of the PA to make positive interventions.

Areas for Improvement

- The DCC’s portfolio is particularly demanding given the detailed requirements of his particular areas of work, and needs to be reviewed to ensure resilience.
- The PA has no independent analytical capacity and is therefore reliant on the force for provision of data and reports.
- The visibility of the Chief Constable needs to be matched by other chief officers, with increased visibility of their portfolios and an improvement in the understanding of how support functions contribute to performance.

7B Performance Management and Continuous Improvement

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	12	26	5

Contextual Factors

The force has developed a tested corporate performance management framework that is multi-layered and has strong accountability mechanisms. The Chief Constable and other ACPO team members run a monthly Force and Performance Challenge Group (FPCG), together with BCU commanders and support department heads. A testing but supportive examination of results in every area of the PPAF serves to keep the force improving progress against most performance indicators.

The performance management framework is fed by a centralised corporate performance department with a number of performance analysts researching key themes. A performance pack is produced in printed and electronic form for managers in the force to promote understanding and awareness of performance levels. The department aims for continuous improvement and promotes an active scrutiny by the PA.

Considerable additional investment has created a quality assurance team which is a dedicated internal inspectorate. A three-tier model of inspection exists, tightly controlled through the ACPO team sponsorship and direction, and this promotes a positive ethos of self-assessment and measured progress.

Strengths

- The transformation in performance levels in the force over the last year is largely due to effective leadership and a focus on improvement. The Chief Constable chairs the FPCG, with the ACC and DCC alongside to hold senior managers to account for progress achieved. The force performance challenge structure is replicated on BCUs and in operational departments.
- The PA’s scrutiny and audit committee is kept informed through the production of a quarterly performance pack, and holds the ACPO team to account. Members of the PA regularly attend force performance meetings.
- Each BCU, and the two directorates, conduct individual performance reviews. Support departments attend the FPCG and have developed service level expectation documents to define and regulate their activities.
- The Chief Constable uses the performance challenge system to reward staff for noteworthy performance. Certificates are presented in public for significant levels of contribution and current force improvements are fed back to staff and celebrated through the corporate communications strategy.

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- The force has benefited from PSU engagement, in particular from help in embedding performance management and review into the corporate consciousness, permeating all forms of strategic management. The FPCG covers all PPAF domains. Crime and disorder indicators are reported together with a broad range of corporate activities which drive front-line delivery, such as sickness rates, recruitment and complaints. The FPCG checks progress against goals contained in the Local Policing Plan and the objectives of divisions and departments. Effective links with NIM are made across the performance framework.
- Chief officers' and chief superintendents' PDRs contain objectives to improve the force and develop the force delivery database. In the last year the force has reformatted the PDR system to respond to feedback from police staff and operational officers about reducing bureaucracy in the system. Every member of the force has a PDR which contains at least four primary objectives, weighted in terms of organisational delivery. PDR completion has been significantly reinforced by inclusion in the FPCG.
- The force has developed performance mechanisms which identify underperformance or alert key managers to the fact that achievement against targets may be slipping. Individual performance measurement is now available and is being continually improved with new dimensions.
- The effectiveness of the CRM project can be seen in the way the force considers its performance from a service provision standpoint. Additional surveys are commissioned, such as those from victims of racially aggravated crimes, and extensive use is made of satisfaction data.
- Both the strategic plan 2006–09 and the annual plan 2006/07 have benefited from a clearly articulated framework, which has been consulted upon and contains timescales and milestones.
- Current strategic and annual plans reflect the investment in time and consideration which went into creating a detailed internal understanding of key force delivery outcomes. Financial plans and future HR policies and strategies feature within the corporate plans.

Areas for Improvement

- The force should develop greater access to details of individual and team performance levels. The quality points scoring pilot may provide a suitable vehicle for widening accountability within the performance framework. This would assist in identifying cases where individual outputs are not to the required standard.
- With the roll-out of MOPI the corporate performance department should explore with divisions the nature of their information management needs. This will go some way to resolve remaining issues caused by the centralisation of the performance analysts.
- Local partners express mixed levels of satisfaction at their level of involvement in the corporate planning cycle; there is a degree of partnership involvement at local TCG level but this has yet to extend significantly into wider performance management and review processes.

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GOOD PRACTICE

TITLE: Quality Assurance Teams (QATS)

PROBLEM: During 2004 Cambridgeshire Constabulary received adverse comment regarding its overall performance management framework from HMIC and the Police Standards Unit (PSU). The introduction of a robust and sustainable framework was intrinsically linked to any future disengagement of the PSU with the force.

SOLUTION: In addition to other measures, three distinct units were introduced within the force to assist reporting and monitoring of performance. One of these was the Quality Assurance Team (QAT), formed in July 2005, based at Force Headquarters. The unit comprises a mixture of police staff and police officers supported by an office co-ordinator. The unit reports directly to the Chief Constable's Management Team (CCMT), the head of the unit sits on Force Executive Board, Force Delivery Board (FDB) and Force Performance Challenge Group. Such wide corporate exposure allows QAT to establish not only a quantitative level but also a qualitative level and determine whether the strategic intentions of the force are being matched by tactical achievement across the whole gambit of force performance issues.

QAT's mission statement is:

'To reassure the force that the processes and systems utilised to provide service delivery have integrity, are fit for purpose and contribute the maximum possible to the objectives of the constabulary'.

To structure the work undertaken QAT are tasked via CCMT and also via the corporate board structure outlined above. Issues raised at the frontline of policing together with those emanating from CCMT are accommodated. An example that can be quoted is the force approach to recruitment and retention of staff and officers from ethnic minority communities. To gain ownership and ensure action the reporting mechanism for QAT work is via a set agenda item at FDB chaired by the DCC where any recommendations made are agreed, owners allocated and actions plans monitored.

To deliver meaningful and dynamic products for action and improvement QAT has implemented a 3 tier inspection model.

Tier 1 - Focussed on compliance issues in respect of legislative requirements, process and/or policy. An operational example would be the checking of finalised custody records for PACE compliance. Audit manuals have been developed for BCUs, Support Services and Departments across the force. The topics selected for inclusion in the audit manuals were identified by risk assessment together with consultation with managers.

Audit returns are monitored and analysed with quarterly with trend data being provided. Dip-sampling is undertaken with the results discussed at FDB. An example of improvement is increased PACE compliance of custody records (70% to 90%) in 6 months.

Tier 2 - This activity is whole unit assessment and inspection using, where applicable, existing HMIC templates. Examples are Baseline Assessment and "Going Local". The future HMIC assessment process for BCU's will rely heavily (post March 2006) on self assessment by forces which will be validated by HMIC. However, the adoption of the 3 tier model has allowed for support unit specific inspection which unless subject to HMIC

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Thematic review would be outside normal HMIC scope, e.g. major crime incident teams.

Tier 3 – In addition to specific topics such as the management of intelligence the model caters for issues highlighted at Tier 1 or Tier 2 to become subject of thematic or focussed inspection/audit activity. In addition, this tier allows the force to respond positively to such issues as finding out how it is positioned to matters arising out of national reports such as Morris, Taylor or Bichard.

The underlying role of the QAT is to look at corporate systems and processes not the performance of individual role holders. A by-product of what is found may influence or inform the way in which individuals are subsequently managed but the management of individuals is for the line manager.

OUTCOME(S): All inspection reports are published on the force intranet site linked to the QAT Microsite. A positive aspect to QAT has been the ability of the force to provide short term development opportunities for police officers and staff by the adoption of 6 or 9 month secondments into the unit. This provides individuals with greater corporate exposure and awareness of what works together with organisational analytical capability without removal from the front line of policing for extended periods.

FORCE CONTACT: Mr Peter Greenwood contactable through Cambridgeshire Police

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	activity-based costing
ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition
ASB	anti-social behaviour

B

BAWP	British Association for Women in Policing
BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic

C

CBM	community beat manager
CCJB	Cambridgeshire Criminal Justice Board
CDAIU	child and domestic abuse investigations unit
CDRP	crime and disorder reduction partnership
CFEO	case file enquiry officer
CFPB	citizen focused policing programme board
CIAN	Cambridgeshire Independent Advisory Network
CPS	Crown Prosecution Service
CRM	customer relations management
CROP	covert rural observation posts
CRU	central referral unit
CSC	customer service centre
CSE	crime scene examiner

D

DCC	deputy chief constable
DDA	Disability Discrimination Act 1995
DSG	diversity steering group
DV	domestic violence
DVO	domestic violence officer

E

EFQM	European Foundation for Quality Management
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F

FCR	force control room
FEB	force executive board
FPCG	force performance challenge group

H

HMIC	Her Majesty's Inspectorate of Constabulary
HR	human resources

I

IDAP	Integrated Domestic Abuse Project
INI	IMPACT nominal index
IPLDP	Initial Police Learning and Development Programme
IT	information technology

L

LAA	local area agreement
LPSA	local public service agreement
LSP	local strategic partnership

M

MAPPA	multi-agency public protection arrangements
MFH	missing from home
MIT	major incident team
MOPI	Management of Police Information
MSF	most similar force(s)

N

Ncalt	National Centre for Applied Learning Technologies
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NHP	Neighbourhood Policing
NIM	National Intelligence Model
NSPIS	National Strategy for Police Information Systems

O

OBTJ	offence brought to justice
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P

PA	Police Authority
PCSO	police community support officer
PDR	performance development review
PNC	Police National Computer
POCA	Proceeds of Crime Act 2004
PPAF	policing performance assessment framework
PSA	public service agreement
PSD	professional standards department
PSU	police standards unit
PURE	Police Use of Resources Evaluation

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R

RES race equality scheme

RPU roads policing unit

S

SICAR a tyre mark and shoe print evidence management system

SIO senior investigating officer

SLA service level agreement

SNEN single non-emergency number

SOCA Serious Organised Crime Agency

SPI statutory performance indicator

SSP safer schools partnership

T

TCG tasking and co-ordination group

TFU tactical firearms unit

V

ViSOR Violent and Sex Offenders Register

W

WPG workforce planning group