

**HM Inspectorate of Constabulary
Northern Regional Office**

**Follow up/Monitoring visit to Stockton BCU
Cleveland Police**

BCU Inspection conducted – May 2004

Follow-up visit conducted – September 2005



Reinspection of Stockton BCU
Cleveland Police

Stockton BCU – Cleveland Police

Date of Inspection	Reinspection team	BCU Commander	Date of Final Report	Date of monitoring
May 2004	Chief Superintendent Kevin Mayhew and Chief Inspector Rogerson	Superintendent Dave Brunskill	May 2004	September 2005

1. Significant developments since the original inspection (e.g. boundary changes, changes to management team, increase/decrease in strength)

Senior Management Team

In July 2005 an exercise to streamline senior ranks structures within the Force was undertaken by the Chief Constable. This saw management team structures rationalised across the four districts, with the following effect:

- The BCU Commander role, previously at chief superintendent rank, was reduced to superintendent.
- The role of crime manager, previously undertaken by a detective superintendent, is now performed by a detective chief inspector.
- The operations/support role, previously undertaken by a superintendent, has now been split into two roles, operations and support, each performed by a chief inspector.
- The district supervisory structure now consists of a superintendent, three chief inspectors, 12 inspectors and 40 Sergeants.

Ward Policing Model

On 1 June 2005 a ward policing model was introduced to Stockton district, which replaced community police teams. Its aim is to deliver a locally based, intelligence-led, proactive response to community issues – working together with partners and members of the local community in order to drive down incidents of crime, disorder and anti-social behaviour. Implementation of this model is seen as being preparatory to, and essential to, ultimate migration to the national neighbourhood policing model.

Council ward boundary changes earlier in the year (reduced to 26) were complemented by the ward policing model which saw a combination of police officers, at least one per ward, and PCSOs working as an integrated team, with ward officers concentrating on those issues which most affect the quality of life of residents, or impact upon the community they police. Attention is focused on delivering reassurance to local people and engendering public confidence in both police and partnership services. Issues are tackled by applying a problem solving approach which delivers long-term and sustainable solutions.

Volume Crime Management Model

On 21 September 2005 a volume crime management model (VCMM) will be introduced by the Force. This process seeks to professionalise the way in which volume crime is managed in order to reduce such crime and increase the number of offences which are brought to justice. Adopting many of the disciplines used in the investigation of serious crime, by applying the same principles and processes to volume crime, the model is acclaimed as pivotal in achieving substantial increases in detections across six pilot sites in the country.

Freeze on Vacancies

Under the auspices of the Force modernisation scheme, there has been a freeze on all police staff vacancies in 2005. The main impact of this has been felt at HQ, where there are considerably more staff, however there has been a knock-on effect on the BCU where there has been a delay in filling posts. For example, the district personnel assistant post was left vacant for six months before approval was given to appoint a replacement, on a fixed term basis, resulting in a considerable backlog of work, also front desk vacancies required cover by police officers until approval was granted to fill them.

Probationer Training Programme





Probationers now spend their first twelve months at Teesside University in training before moving onto a district. This year saw the first cohort being posted to districts with the next tranche due in January 2006. The initial change meant the district experienced a substantial gap before probationers moved to district. Probationers' progress is now monitored by a professional development unit (tutor unit) instead of the DTO.

2. Performance Summary

The table below shows the supporting 12 months of data for Stockton BCU:

Performance Indicator	August 03 to July 04	August 04 to July 05	% Change	MSBCU Group mean for 2004/05 period (Out of 14 BCUs)	The BCUs ranked position for 2004/05 period (Out of 14 BCUs)
Recorded crime per 1,000 population	108.27	100.80	-6.90%	112.80	5
Recorded crime detection rate	21.80%	27.44%	5.64 p.p.	27.70%	10
Domestic burglary per 1,000 households	25.69	14.31	44.32%	15.81	4
Domestic burglary detection rate	14.11%	23.00%	8.89 p.p.	17.66%	4
Robberies per 1,000 population	1.51	1.06	-29.79%	0.89	10
Robbery crime detection rate	17.73%	21.21%	3.48 p.p.	26.62%	11
Vehicle crimes per 1,000 population	17.01	11.67	-31.41%	15.83	2
Vehicle crime detection rate	6.03%	9.30%	3.27 p.p.	13.06%	10
Violent crimes per 1,000 population	17.87	22.92	28.24%	23.30	8
Violent crime detection rate	43.74%	49.36%	5.62 p.p.	54.94%	12

The performance summary for Stockton BCU is illustrated below (comparing performance against the MSBCU group):

<p>Good – Getting Better</p> <ul style="list-style-type: none"> Total Crime per 1,000 population Domestic burglary per 1,000 households % Domestic burglary detected Vehicle Crime per 1,000 population 	<p>Good – Getting Worse</p> <ul style="list-style-type: none"> Violent crime per 1,000 population 
<p>Poor – Getting Better</p> <ul style="list-style-type: none"> % Total crime detected Robbery per 1,000 population % Robbery detected Vehicle crime detected % Violent crime detected 	<p>Poor – Getting Worse</p> 

The BCU is making excellent progress, crime is falling and detection rates are increasing. The only exception being the increasing levels of violent crime, although they remain just below the MSBCU group average for the number of offences committed per 1,000 population.

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A breakdown of violent crime into offence subgroups over the rolling 12 month period is as below:

Offence Group	Offence Subgroup	August 03 to July 04	August 04 to July 05	% Change
Robbery	Robbery Of Business Property	24	10	-58.33%
Robbery	Robbery Of Personal Property	258	188	-27.13%
Sexual Offences	Indecent Assault On A Female	96	75	-21.88%
Sexual Offences	Rape	44	42	-4.55%
Violence against the person	Less Serious Violence	2720	3684	35.44%
Violence against the person	More Serious Violence	141	192	36.17%
Sexual Offences	Other Sexual Offences	46	78	69.57%

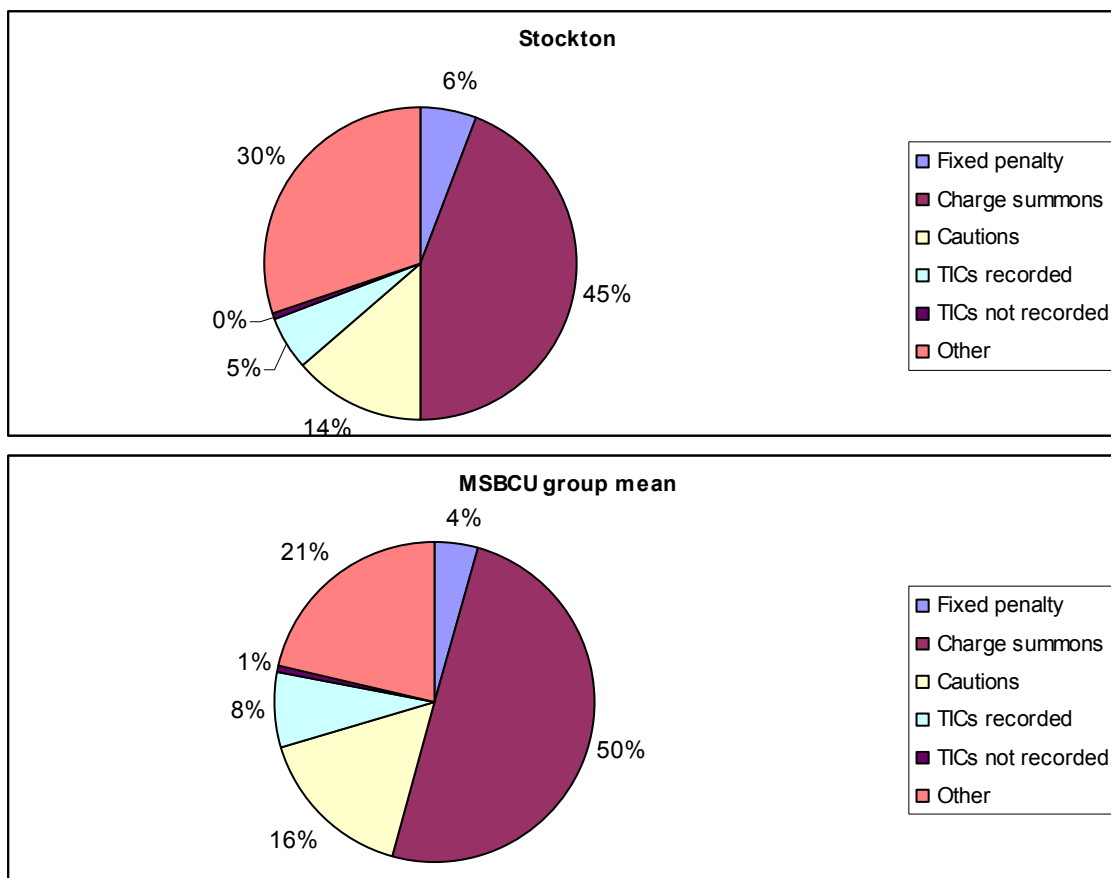
Type of Detection method

The below table shows the type of detection methods in Stockton BCU for the latest 12 month period (August 2004 to July 2005) compared to the MSBCU group:

	Number of Detects	No of Fixed Penalties	Number of Charged/ Summons	Number of Cautions	Number of TIC (recorded)	Number of TIC (not recorded)	Number of other detects	% of Other Detects
Total Crime – STOCKTON	5152	302	2269	711	28	25	1563	30.34%
Total Crime - MSBCU Ave	6572.21	295.29	3261.36	1063.71	508.57	42.43	1400.86	21.31%
Domestic Burglary – STOCKTON	256	0	100	6	124	8	18	7.03%
Domestic Burg - MSBCU Ave	245.00	0.50	132.79	8.93	79.00	1.79	22.00	8.98%
Robbery- STOCKTON	42	0	33	1	2	0	6	14.29%
Robbery - MSBCU Ave	49.79	0.07	41.14	1.79	2.29	0.07	4.43	8.90%
Vehicle Crime – STOCKTON	202	0	83	38	56	1	24	11.88%
Vehicle Crime – MSBCU Ave	434.79	0.07	173.43	27.79	205.86	3.07	24.57	5.65%
Violent Crime – STOCKTON	2107	128	778	270	2	0	929	44.08%
Violent Crime – MSBCU Ave	2691.93	175.21	1220.79	433.36	3.86	0.14	858.57	31.89%

Pie charts showing the percentage of the types of detection method used for total crime can be seen below for the time period used above:

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It is evident that, on the whole, Stockton BCU has a higher proportion of 'other detections' than the MSBCU group mean and a lower proportion of charge/summons which is affecting the performance for sanctioned detections. Further analysis of trends indicates that detections have steadily increased since July 2004 but sanctioned detections have not improved correspondingly. The BCU command team is fully aware of this and is addressing it through its new volume crime programme (see later).

Sickness Data

The below table shows the hourly sickness levels in Stockton BCU for the financial year 2004/05 compared with 2003/04:

	Stockton BCU	Cleveland Police Force
Hours lost through sickness per police officer (Average hours lost through sickness per police officer) for 2004/05	19667.44 (73.52)	96235.24 (56.43)
% change in total hours compared with the same period the previous year (Change in average hours)	-20.76% (-24.76%)	-38.17% (-43.92%)
Hours lost through sickness per support staff (Average hours lost through sickness per support staff) for 2004/05	4511.94 (60.97)	55827.68 (62.27)
% change in total hours compared with the same period the previous year (Change in average hours)	-33.62% (-37.21%)	-32.26% (-36.34%)

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From April 2004 the indicators for sickness had changed from days to hours.

Sickness has fallen dramatically for both the Force and the BCU in relation to police officers and police staff. Sickness in Stockton BCU is excellent in comparison to the MSBCU group being fourth in the group for both police officers and police staff (as can be seen in the below table), but still lags behind the impressive progress made by the Force.

	MSBCU group (out of 14)		Cleveland Police Force (out of 5)	
	Rank	Mean	Rank	Mean
Average hours lost through sickness per police officer for 2004/05 – 73.52	4 th	90.15	3 rd	56.43
Average hours lost through sickness per support staff for 2004/05 – 60.97	4 th	94.60	4 th	62.27

3. Inspection Recommendations

Recommendation 1	
<i>That a structured programme of interaction with all personnel is drawn up by the SMT, in order to provide information, advice and reassurance to all staff on the BCU.</i>	
Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • A programme of regular visits by SMT members (and in particular the BCU Commander) to all areas and sections of the BCU has been established and maintained since the original BCU inspection 15 months ago. The previous and current BCU commanders have clearly been fully committed to this programme. • The recent introduction of an 'Open letter' from the BCU Commander to staff is a very positive and valued initiative. It provides an opportunity for anyone within the BCU to make observations or raise concerns to the BCU Commander. These issues are addressed and appropriately replied to in a constructive manner. In this way genuine problems can be identified, solutions identified and improvements fully communicated to staff. In addition, rumour, speculation and misunderstandings regarding the SMT's intentions are constructively addressed. 	<ul style="list-style-type: none"> • The original inspection report identified that the SMT's visibility was limited, particularly to CID and those staff working in outlying areas of the BCU. During the revisit extremely positive comments were made by all staff regarding the visibility and communication/consultation of the SMT. In particular, the BCU Commander (current and previous postholders) was favourably commented upon. • Staff interviewed clearly understood the performance of the BCU and current/intended developments including some understanding of the rationale for any changes being made. This is equally applicable to police staff as it is to police officers and morale was found to be high as a consequence.

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Recommendation 2	
<i>That a review is conducted on behalf of the BCU Commander into the various duty patterns on Stockton BCU with a view to effecting improvements in the deployment of operational personnel.</i>	
Action taken by BCU	Measurable Impact
<p>Within the restrictions placed on the BCU due to an ongoing review of duty patterns and associated staff association consultations, the BCU has taken the following action:</p> <ul style="list-style-type: none"> • The CID is being restructured from four teams to six (with the same number of staff) to give greater flexibility and more sophisticated allocation of crime (through the volume crime model) to alleviate some demand from response officers. • The ward policing model that, once fully established, affords ward officers the opportunity to address demands on their particular geographic area with minimal abstraction. • The ward support team removes some abstraction/extraneous demands on ward officers (e.g. football duties). • PCSOs and ward officers are aligned to provide ward officers with greater support to manage demand and to provide greater consistency/resilience for the public requiring police services. • One particular issue of concern during the original inspection was that the duty system was perpetuating a 'handover' mentality in respect of those in custody. A part of the volume crime initiative is to set acceptable levels of investigation and improve the professionalism of investigation – this addresses when it is appropriate/inappropriate to hand over the investigation of those in custody. 	<ul style="list-style-type: none"> • This change takes place on 21 September 2005 and therefore the impact cannot yet be evaluated. • The ward policing model had immediate impact when first introduced in June 2005 and favourable comment was made by staff. Since that time summer annual leave has put pressure on response officers and has led to a diluting of the benefits. There is also some further communication required between the BCU command team and ward officers to prevent them defaulting to response policing too quickly and potentially undermining the ability to manage demands through problem solving. In addition, first and second line supervisors need to provide strong leadership to ensure the model is maintained. The BCU command team is fully aware of these issues and is addressing them appropriately. • This change takes place on 21 September 2005 and therefore the impact cannot yet be evaluated.

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Recommendation 3

That the membership of the Stockton SABRE team is reviewed and the precise terms of engagement are defined and publicised to all operational staff, with a view to maximising detected crimes on the BCU.

Action taken by BCU	Measurable Impact
<p>The SABRE Team at district/BCU level has been superseded by:</p> <ul style="list-style-type: none"> • The volume crime model; • priority crime teams; and • the ward support team. 	<ul style="list-style-type: none"> • The concerns/ambiguities of the SABRE structure have been addressed through these changes. • The terms of reference of the new arrangements were, in the main, understood by those staff interviewed (police staff and police officers) and there has been communication of the rationale/objectives to staff. The SMT continue to inform staff of these developments through the communications processes on the BCU.

Recommendation 4

That proactive and intrusive supervision of incidents is introduced at Stockton to address demand levels and utilises resources appropriately. This should include feedback to callers to manage public expectation.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • Sergeants and inspectors monitor closely all incident queues on IRIS and expedite attendance/resolution. They are held to account for the professional management of these queues. • A deployment protocol has been established which sets out against clear criteria when they should be allocated to ward officers. 	<ul style="list-style-type: none"> • The pressures on sergeants and inspectors to alleviate incident queues coupled with inconsistent application of the deployment protocol is leading to some dilution of the improvement that should result from these initiatives. Staff shortages due to summer annual leave abstraction has also undermined the best efforts of staff to best utilise resources. • The BCU command team is addressing these issues and a concerted effort to achieve consistency is being made.

Recommendation 5

That a clear project plan is published for the implementation of problem solving at Stockton, including – with the assistance of partner agencies – an evaluation of POP training, in order to gauge the impact on demand levels, particularly the level of repeat incidents.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • The BCU has appointed a problem orientated policing (POP) co-ordinator. • Training which incorporates the new BCU POP strategy has been delivered to ward officers and key partners including Tri-star housing and local council officers. • Area liaison meetings held by ward officers have been reviewed to include POPs as an agenda item. • Domestic violence strategies on the BCU have been reviewed and incorporate a strong problem solving approach. 	<ul style="list-style-type: none"> • This appointment has assisted in developing and the provision of pragmatic support to the BCU POP strategy. • Officers were aware of the differences between general problem solving issues and chronic community issues which required the generation of a POP strategy driven through the BCU POPs systems. • POPs are an integral part of the NIM processes on the BCU, with clear accountability mechanisms linked into the fortnightly tactical tasking and co-ordinating group (TTCG) meetings. • Repeat incidents of domestic violence have been incorporated into the TTCG meetings, and the importance of POP principles within incidents of domestic violence have been clearly communicated to staff who have high awareness of the priority.

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Recommendation 6	
<p><i>That the SMT, in liaison with relevant headquarters departments, reviews training and development at Stockton with a view to implementing a more focused regime, which matches organisational need with development programmes for staff.</i></p>	
Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • A BCU training needs analysis (TNA) has been carried out. • Individual TNAs for staff are completed as part of induction processes and also identified through PDR processes. • In identifying a skills gap within domestic violence specialist officers the BCU has run a series of training session on domestic violence focused on incident handling. 	<ul style="list-style-type: none"> • The BCU TNA has been linked into the Force costed training plan for 2005/06 which has resulted in a clear prioritised training plan for the BCU. • The integration between the electronic personal development review (EPDR) system and the force training administration system (TAS) has assisted the BCU in developing a dynamic response to additional training requirements for staff and the BCU. • Over 60 BCU staff have attended the training with many being ward officers. Feedback from participants is being collated and evaluated with early positive feedback being received. • The BCU training officers are highly motivated, have extensive experience and skills in training matters and wider policing issues. The BCU is therefore well served by the appointed staff to address local training needs.

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Recommendation 7	
<p><i>That repeat incidents are made the subject of the MPR process for the relevant teams on the BCU and that in-depth analysis is conducted on a routine basis on such calls for service.</i></p>	
Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • A review has been undertaken of how the BCU identify and monitor repeat callers which has resulted in a revised criteria including: <ul style="list-style-type: none"> • Research officer undertaking scanning on a monthly basis and considers all calls for service recorded on the Intergraph system; • top repeat callers are highlighted in the area liaison scanning document; and • each is considered at the monthly area liaison meetings and assigned for action to ward inspectors. Actions to address issues are monitored within the liaison meeting. • Repeat callers actions are also monitored through inspectors' monthly performance review meetings. 	<ul style="list-style-type: none"> • The new identification and analytical processes for repeat callers has made a positive impact on how repeat calls for service are managed on the BCU. In particular the rigour within the problem solving approach has identified and led to a number of POPs being created and effectively managed and tracked. • The process has resulted in a raised profile for domestic violence on the BCU with a 'top ten' being identified. All staff interviewed were aware of the importance this area has in the BCU policing strategy.

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Recommendation 8	
<p><i>That more comprehensive records are maintained in the custody suite at Stockton and that refuse charge, 47/3 and NFA rates form part of the monthly performance reviews for all operational teams on the BCU.</i></p>	
Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • The BCU has appointed a case management officer. • Supervisors are required to be consulted on all 47(3) and 'no further action' custody decisions. • 47(3) performance is reviewed during respective monthly performance review meetings with inspectors. • Within the Force 'Project Operation Delivery', following engagement with the police standards unit, forms part of professionalising the investigation process. 	<ul style="list-style-type: none"> • The experienced officer is able to advise staff with regards to investigative and evidence gathering requirements thus improving relevant evidence for consideration in disposal of cases through custody. • Staff were aware of the protocols and evidence from focus groups and monthly performance reviews indicates compliance with it. • Increased awareness of staff of sanctioned outcomes being a priority for the BCU.

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Recommendation 9	
<i>That the BCU revisits the national guidance and subsequently reviews the attendance, recording methods, accountability mechanisms and tactical tasking role of the TCG.</i>	
Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • The BCU has reviewed the NIM guidance which included a visit to Merseyside Police for comparison and benchmark of working practices. • A force review in relation to tactical tasking and co-ordinating groups (TTCG) incorporated Stockton BCU. 	<ul style="list-style-type: none"> • A number of changes have been implemented to the NIM processes on the BCU, in particular to the accountability and problem solving approaches including: <ul style="list-style-type: none"> • TTCG meetings fully recorded with minutes available to relevant staff; and • comprehensive tracking of actions and tasks generated through TTCG and other problem solving forums. • A team from the National Centre for Policing Excellence (NCPE) have during a recent visit judged the BCU to have good NIM structures and processes.

4. Monitoring Assessment and Follow-up action

Have all recommendations been accepted and acted upon?	Yes
Has the remedial action/implementation plan led to demonstrable improvement?	Yes
Has performance in relation to national/local targets improved? If not, are the reasons for deterioration understood (e.g. transition to NCRS) and being addressed?	Yes
Have any problems arisen since the inspections that are likely to affect performance and merit further scrutiny by HMIC?	No
Other than notification of monitoring outcome to regional office (lead staff officer), is any further action required by HMIC Inspection team – e.g. contact with PSU?	No

5. Conclusions

- The reinspection team considers the nine recommendations made following the BCU Inspection in May 2004 to have been fully addressed. Performance is improving in respect of a number of Force and BCU priorities and Her Majesty's Inspector of Constabulary congratulates the command team on the significant progress that has been made.
- A number of suggestions were also made during the initial inspection report. The reinspection team has examined the BCU response to these suggestions and is satisfied that action has been or is being taken to address them.

Kevin Mayhew
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