



HMIC Inspection Report

Devon and Cornwall Constabulary

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Introduction to HMIC Programmed Inspections

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

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

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

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

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

Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

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also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

Risk-based frameworks

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

HMIC risk-based frameworks
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <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 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 meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of 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. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

Good

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, 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, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

Poor

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will 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 but may also reflect a degree of professional judgement on the level of risk being carried by the force.

Developing practice

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

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Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at 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 (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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 central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

Planned Inspection areas
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

Inspection Overview and Context

Geographical description of force area

Situated in the south west of the country, Devon and Cornwall Constabulary serves the counties of Devon, Cornwall and the Isles of Scilly, covering approximately 4,000 square miles, including Dartmoor, Exmoor and Bodmin Moor, and is the largest territorial police force in England. It covers around 550 miles of peninsula coastline, including part of the Jurassic Coast in East Devon, which has been awarded World Heritage status. Devon has 362,613 hectares of land classified as environmentally important – including areas of outstanding natural beauty, national parks and coastal protection areas. Policing an area this size presents many challenges, with the needs of both rural and urban communities at the forefront of the force's approach to tackling crime.

The road network covers some 13,000 miles and is the second largest behind London and more than the whole of Belgium. The region is predominantly served by the M5, A303, A30 and A38 road links.

The South West has a wide range of domestic and European air services from its main airports at Exeter, Plymouth and Newquay. Both Land's End and Penzance airports offer frequent flights to the Isles of Scilly. A major sea port at Plymouth includes ferry links to Santander, Roscoff and the Channel Islands. The ferry port at Penzance provides a regular service to the Isles of Scilly.

The challenges of policing such an area are diverse and complex; where one might expect to find an affluent population, there are areas of significant social deprivation, especially in the west of Cornwall, where unemployment is significant.

Demographic profile of force area

The main areas of population are Exeter, Plymouth, Torbay and Truro. Plymouth has a population of over 241,000, plus an additional population of approximately 353,000 people who commute into the city for work and leisure. By contrast, there are areas of rural sparsity and important heritage sites, such as Dartmoor, Bodmin Moor, the Isles of Scilly and the Cornish coastline.

The total population is approximately 1.6 million and the biggest in the South West with some 625,000 households. There is a minority ethnic population of approximately 18,460, representing some 1.2% of the total population. The resident population is significantly increased by the 10.9 million visitors who visit the area each year (Tourism Board, 2005). These visitors spend approximately £2.4 billion per annum within the local economy.

In 2007, average house prices for Devon and Cornwall were £229,327 and £227,929 respectively, against an average of £210,578 for England. There is provision for 75,700 new houses in Devon between 1995 and 2011, according to the county's Structure Plan.

Strategic priorities

Six core strategic priorities have been identified and targeted during the financial year. These are immediate performance uplift, citizen focus, Neighbourhood Policing, protective services, £5.1 million plus savings for 2007/08 and £7.4 million plus savings for 2008/09, and a human resource (HR) service that is fit for purpose. They take into account the

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requirements of new legislation, including the National Community Safety Plan, and they are mindful of public expectations, key commitments already made and budgetary constraints.

The strategic themes look to underpin everything the force does and provide a context with which to take forward all aspects of the organisation. They reinforce a commitment to the force's vision, mission and values. The themes support continuous improvement in service delivery, and improved communication and engagement with local communities. The force is committed to developing and improving the internal processes, management structures and leadership style.

Immediate performance uplift

The stated aim is to improve performance across all aspects of the force compared with the 2006/07 baseline assessment. The aspiration is to be a top quartile performing force. The remaining themes are key enablers for this to be achieved. Specific activity includes the corporate production of performance data and increasing staff awareness of force performance issues.

Citizen focus

Citizen focus is about 'making a difference' and fundamentally reviewing the way business is delivered in order to ensure a high-quality service. It includes putting the needs of law-abiding citizens, victims and witnesses, and communities at the forefront of policing. Activity has been focused on improving the quality of service provision, customer service and internal performance processes, which exist to support this. Improved engagement, consultation and communication are key to increasing public confidence and providing reassurance.

Neighbourhood Policing

The fundamental aim is to meet the Government's vision of providing Neighbourhood Policing that is accessible and responsive to citizens' needs by March 2008. It includes the provision of resilient neighbourhood teams – consisting of police officers, police community support officers (PCSOs) and special constables – who will address low-level crime and disorder issues and provide a dedicated team able to focus on local policing issues.

Neighbourhood Policing is about building trust and confidence in the communities served by the force. By having dedicated local resources the force is able to develop greater crime and community intelligence, drawing communities together to enable more serious threats to be dealt with.

Protective services

Implementation of work to meet national standards will ensure that the force is able to fill the protective services gap and deal with modern-day policing issues such as counter-terrorism and major crime. The force plans to review relevant departments and their requirements to ensure that they are appropriately equipped to deliver against mandated standards.

£5.1 million plus savings for 2007/08 and £7.4 million plus savings for 2008/09

In order to support planned investment in Neighbourhood Policing and protective services, the organisation must ensure that the budget remains balanced and that there are sufficient funds to continue to deliver the core areas of policing. This will be carried out by reviewing processes and structures to ensure that the organisation releases capacity to work more efficiently.

An HR service that is fit for purpose

In response to the 2006/07 baseline assessment, work will concentrate on achieving an Improved trend for HR in the next HMIC report for 2007, with a Good rating for 2008/09.

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Force developments since 2006

The force successfully completed the Meeting the Challenge business change programme. Sworn resources have been redeployed into protective services on a risk-assessed basis and are supported by additional police staff in roles that do not require police powers.

The force recruited the agreed growth in PCSOs and they have been used to reconfigure Neighbourhood Policing teams in order to meet the associated national standards.

A civilianisation programme was also completed to move police officers out of roles that did not require sworn powers and this supported the improvement of protective services and the reconfiguration of Neighbourhood Policing.

A corporate vacancy management process was implemented effectively in order to manage budgetary pressures, and again this proved successful.

With the appointment of a new Chief Constable the force is in the process of taking stock of its force development programme and ensuring that the benefits from changes since the last inspection are being optimised. A revised five-year strategic plan is being developed which will inform future force development and direction.

Devon and Cornwall Constabulary has responded positively since the 2005/06 baseline assessment graded Human Resource Management and Improving Forensic Performance as Poor. Improvements have also been made in the areas of Neighbourhood Policing and Managing Critical Incidents and Major Crime which were graded as Fair Declined.

A detailed HR improvement plan has been developed, a new director of HR has been appointed and progress is being made. A bespoke HR inspection will be carried out in 2008 to ensure that areas for improvement and recommendations have been addressed, and a further assessment will be made.

The other three areas of business are performing at an acceptable level and further comment is made later in this report about Neighbourhood Policing which is now graded as Fair. Major Crime will be the subject of more detailed inspection later in 2007/08.

Findings

National summary of judgements

	Excellent	Good	Fair	Poor
Neighbourhood Policing				
Neighbourhood Policing	6	14	21	2
Performance management				
Performance management	6	29	8	0
Protecting vulnerable people				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

Force summary of judgements

Neighbourhood Policing	Grade
Neighbourhood Policing	Fair
Performance management	Grade
Performance management	Good
Protecting vulnerable people	Grade
Child abuse	Fair
Domestic violence	Fair
Public protection	Fair
Missing persons	Fair

Neighbourhood Policing

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government’s vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of police community support officers (PCSOs) patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces’ capability and commitment to sustain implementation beyond April 2008.

Contextual Factors

Devon and Cornwall Constabulary introduced a Neighbourhood Policing style three years ago and placed police officers into managing defined neighbourhood beats. These beats form larger sectors, each of which has a named sector inspector and neighbourhood team sergeant. Within each sector are defined ‘neighbourhoods’ which are the responsibility of named officers who have minimum fixed tenure applied to their posts. For a graphical description of this structure see:

www.devon-cornwall.police.uk/v3/about/neighpol/index.htm

There are some 190 identified neighbourhoods across Devon and Cornwall which are all fully staffed (with the exception of a few vacancies – see Areas for improvement). There are some 74 neighbourhood team leaders who manage and supervise these neighbourhoods. Each neighbourhood has a named contact and there is a variety of methods used to inform the public about their neighbourhood team (see Areas for improvement).

The constabulary has recruited its full complement of 356 PCSOs and has a large number of applicants waiting to join. It supplies regular information to the National Policing Improvement Agency (NPIA) tracking its progress and some 17.2% of the constabulary is dedicated to Neighbourhood Policing.

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There is an anticipated funding shortfall between now and 2012. The operational delivery group is considering a package of measures proposed by senior managers to improve the efficient and effective use of existing resources and to achieve the requisite savings. This will include streamlining processes across basic command units (BCUs) and departments. Wastage of police staff accounts for 10% of staff savings (just under the national average). A senior rank review is to be conducted (superintendent and above) and compared with other forces.

HMIC telephone interview survey		
Question	Percentage of positive answers	National average range
Q1. All police forces have put in place local teams, consisting of police community support officers and others, to deal with problems of most concern to the public. Are you aware of a neighbourhood team, neighbourhood police officer or police community support officer in your area?	54.9	49.3 – 52.2
Q2. Do you know how to make contact with any of the police team who work in your local area?	58.8	54.9 – 56.3
Q3. From what you know, are the local police speaking to local people about tackling problems in your area?	65.2	53.1 – 54.8
Q4. How much effort do the police in your local area put into finding out what people think? Would you say they put in (a lot/some/none)?	77.9	64.1 – 67.2
Q5. How much say do you think local people have over what the police do to tackle problems in your local area? Would you say they have (a lot/some/none)?	66.7	66.3 – 69.2
Q6. How much opportunity do you think there is for local people to work with the police to help tackle problems in your local area? Would you say there is (a lot/some/none)?	74.5	75.8 – 78.4

Strengths

The recently appointed Chief Constable has made delivery of Neighbourhood Policing one of four performance development review (PDR) objectives set for each BCU commander. The Chief Constable has led a conference for the Special Constabulary, entitled Neighbourhood Policing – the future of Devon and Cornwall, which was designed to ensure that staff groups understand their role in delivery (see Areas for Improvement).

Strategic accountability for the delivery of Neighbourhood Policing is the responsibility of the assistant chief constable (ACC) territorial policing and justice (TPJ). He has led workshops developed by Centrex (now the NPIA) which have been delivered in all four BCUs, and ensures delivery of BCU action plans by regularly monitoring progress through weekly conference calls with BCU Neighbourhood Policing ‘champions’. The Neighbourhood Policing project team are part of his staff and have ready access to him. The neighbourhood programme board is chaired by the ACC (TPJ) and addresses strategic issues, the neighbourhood implementation group addresses tactical issues, and BCU implementation and local delivery are led by BCU superintendent change managers.

The constabulary has adopted the PRINCE2 project methodology (a project management methodology seen as best practice covering the managing, controlling and organising of a project) for implementation of Neighbourhood Policing. There is a clear project plan divided into work packages which detail its identifying number, what it is, what action is required, the completion date, who the owner is and how the work package links to the HMIC Neighbourhood Policing SGC. The project team continues to monitor delivery of the project

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plan through to April 2008 and corporate responsibility for Neighbourhood Policing will remain within the territorial policing portfolio to ensure continued focus at a local level.

The Neighbourhood Policing project plan work packages have clear links to HMIC specific grading criteria to ensure compliance. The neighbourhood implementation group has a member of the NPIA Neighbourhood Policing programme as a regular attendee who can provide advice and guidance to the constabulary. There are BCU action plans to ensure delivery.

There is some evidence that strategic priorities and arrangements for Neighbourhood Policing delivery are developed as a result of influence of partners. There is partner and police authority representation at the neighbourhood implementation group which is the central tactical group that brings together BCUs and departments to deliver Neighbourhood Policing in a corporate fashion.

The deputy chief constable (DCC) holds the ACC (TPJ) robustly to account through monthly PDR meetings, where achievement of policing plan objectives are scrutinised. A target of a minimum of eight visits a month to police stations has been set to improve force executive visibility. BCU commanders are held to account at weekly meetings, initially with the ACC (operations and crime) and then with the ACC (TPJ). The ACC (TPJ) chairs the level 1 programme board (normally six weekly), which allows a BCU commanders' representative to discuss Neighbourhood Policing and receives reports from the neighbourhood programme board and the Neighbourhood Policing project manager. This ensures that the testing of short-term targets, such as the two-week deadline for appointing Police and Communities Together (PACT) problem-solving groups on all beats, are delivered.

There is evidence of a commitment to self-improvement within the constabulary. It already has a continuous improvement database to address the various recommendations from inspection and audit reports as well as those generated from its performance management reviews (PMRs) (see Performance Management). Comment is made above and elsewhere in this report as to how it is addressing improvements to Neighbourhood Policing (see Work in progress and Areas for improvement).

There is a project requirement for each of the 190 neighbourhoods to engage with its community through neighbourhood action groups (NAGs), partners and PACT problem-solving groups. Neighbourhood policing teams have community engagement plans and there is evidence that neighbourhood beat managers (NBMs) are required to complete engagement diaries. Feedback is given to the community about progress against those priorities at meetings, on village notice boards, in newsletters and local newspapers (see Areas for Improvement). However, there is always a need to improve the level of feedback to the community and British Crime Survey (BCS) results for 2006/07 indicate that force performance is just above the most similar forces (MSF) group average.

Local councillors, police and residents' associations decide how local priorities are defined, and environmental visual audits and street briefings are also carried out. An example of an outcome to tackle anti-social behaviour is the building of a skateboard park supported by local authority funding, which has resulted in less anti-social behaviour with the park being run by young people themselves. Police are involved in local priority setting and engagement with various groups. For example, funding has allowed young people to identify priorities and solutions to problems, such as a graffiti wall, a skateboard park, and a graffiti shelter in the park, which have led to reductions in instances of graffiti and criminal damage.

Joint problem solving is taking place and an example of innovative partnership work is evidenced by the deployment of PCSOs as beach beat officers, based at Perrenporth. In

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response to an identified community need for a uniformed presence on local beaches during the peak tourist season, PCSOs also perform the role of accredited lifeguard, attired in polo shirts and shorts. They revert to traditional PCSO status and uniform during the winter months. They have a police shop front in the locality to work from. This partnership work has been undertaken with the Royal National Lifeboat Institution (RNLI) (see Work in Progress).

External communication has improved, both with partners and the public, particularly over the past three months. Over 60 individual items concerning Neighbourhood Policing delivery within the constabulary have been published. Each BCU has its own marketing officer. Work has been carried out by the marketing department to identify target audiences for information about Neighbourhood Policing. Some good examples of innovative practice include placing advertisements in phone boxes, some in different languages, and annual attendance by the force at the Devon County Show, and while there providing Neighbourhood Policing contact information to the public on general numbers through the distribution of postcards.

Key messages are delivered (70% internal, 30% external focus) to staff and communities on why service delivery has changed and how. Externally, methods used include leaflets, letters, press releases, and media coverage. Internally, methods used include eXpert IT, intranet, face-to-face meetings, briefing sheets, internal roadshows, and generic display boards. Corporate messages are co-ordinated by the headquarters communications and media team who deliver them to BCU marketing and communications officers for local promulgation. The BCU media officers have monthly meetings with headquarters staff and are invited to join their daily briefings at headquarters.

There is recognition at a strategic level that Neighbourhood Policing must be driven by the community upwards and include all partners and BCU officers. There is a Neighbourhood Policing fund to support this philosophy. Opportunities to include diverse communities, such as migrant workers and travellers, are being developed. Funding has been provided to allow each neighbourhood to hire facilities to allow communities access. A total of £320,000 Neighbourhood Policing funding has already been allocated to the force in 2006/07, and this has been increased to £425,000 for 2007/08.

The rationale used for allocating resources to Neighbourhood Policing teams was a combination of data from Experian's MOSAIC geodemographic database overlaid with crime and incident statistics and the 14 questions from the BCS confidence questions. Each neighbourhood was then scored and each BCU has made staffing of defined NBM and neighbourhood team leader roles a priority, and as a result there are very few vacancies across the whole of the force area (see Areas for Improvement). Each BCU has been responsible for the selection of candidates and this has been done through a structured application and selection process, with a minimum tenure period of two years. The June 2007 Neighbourhood Policing tracking data indicates that some 17.2% of the constabulary is dedicated to Neighbourhood Policing.

There are role definitions for all Neighbourhood Policing staff, neighbourhood team leaders, neighbourhood beat managers (NBMs) and police community support officers (PCSOs). Interviews with neighbourhood teams confirm that these, by and large, reflect what they do. The role of PCSOs has been more clearly defined, with both sworn and non-sworn staff at BCU level showing a good level of knowledge regarding what PCSOs could be legitimately tasked with. NBMs allocate tasks and day-to-day supervision is undertaken by neighbourhood team leaders at sergeant level. There is evidence of some integration of special constables into Neighbourhood Policing teams and their being tasked by NBMs (see Work in Progress). The force training manager is represented at the neighbourhood implementation group along with training evaluation. Training needs of NBMs and PCSOs

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feature as completed work packages within the Neighbourhood Policing project plan. The evaluation of all Neighbourhood Policing team training is a work package that is also work in progress.

A community engagement strategy was implemented in January 2007 and engagement is being reviewed as part of the project. Communication methods are varied to allow greater contact, eg through meetings, surgeries, police authority community meetings, and by telephone. Neighbourhoods have been profiled to look at the best methods – face to face, phone, internet, newsletters. PCSOs are currently going into junior schools to build up relationships. It is evident from interviews with partners and members of the community that NBMs and PCSOs are engaging with the community (see Work in progress and Areas for improvement).

Comment has been made elsewhere in this report as to how the community, through the NAGs and PACTs, inform priority setting and how the use of street briefings has brought active engagement. NBMs and PCSOs are aware of the cultural representation of their communities and steps have been made to reflect this in staff deployment, eg a PCSO from the Chinese community working within the Chinese community in Plymouth.

There are over 300 information-sharing protocols in place within Devon and Cornwall. There is a member of staff within the citizen focus portfolio who has specific responsibility for managing these protocols and providing a corporate approach.

After initial PCSO training some PCSOs have received additional powers training (three weeks) and ongoing training on BCUs is described as Good. PCSOs describe joint training with other agencies as the best for them to undertake their role, eg with housing association officers. PCSOs are being deployed according to the deployment plan (see Areas for Improvement). Free bus and train travel has been or is being negotiated for PCSOs on all BCUs, although difficulties with the rural public transport infrastructure necessarily impose limitations.

Special constables are being widely recruited and used within Neighbourhood Policing teams. In North and East Devon (NED) BCU, some 64 special constables have been specifically dedicated to Neighbourhood Policing.

An extra £750,000 is being dedicated to estate and accommodation needs for Neighbourhood Policing staff. In order to initially support and include PCSOs in the police family, they have been housed centrally within BCUs. Plans have been made to gradually move staff out to community-based sites, once IT requirements and mobile data solutions have been explored.

A robust workload allocation policy is in place for NBMs and they do not regularly carry an investigative workload. In order to reduce workloads for NBMs, crime investigation teams (CITs) will take on domestic violence, violent crime and motor vehicle crime. The Neighbourhood Policing team will be responsible for the investigation of lower-level criminal damage and anti-social behaviour. The Neighbourhood Policing team will still be made aware of crimes within their beat area, in order to provide support in line with Victims' Code standards. The maximum caseload per officer has not been agreed corporately, as this is an individual supervisory issue in which neighbourhood team leaders have a role to play.

There are centrally mandated PDR objectives for all officers and staff, including neighbourhood team leaders, NBMs and PCSOs, which reflect their job role. The revised 'PDR light' has been introduced to make the administrative burden of staff appraisal more efficient and effective.

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NED BCU is one of the 12 national pilot sites for Neighbourhood Policing performance management. Comment has already been made about the recent introduction of the SNAP software IT programme to measure Neighbourhood Policing performance measures. Elsewhere performance management is measured through community satisfaction, the public knowing who their local NBM is, returns on contacts, problems and outcomes (see Areas for Improvement).

All officers have been trained in the Victims' Code. The 'gold service' for repeat burglary victims includes prompt action by Neighbourhood Policing teams to provide support and take action to prevent further incidents. Anecdotal evidence from residents shows an improvement in policing following the introduction of Neighbourhood Policing in the area. Visibility and accessibility have improved in certain areas and local people are becoming more aware of their NBM and PCSOs.

The constabulary has run local neighbourhood improvement workshops with police and partners and has participated in workshops run by Centrex (now the NPIA) and there will be a follow-up session in September 2007 (see Areas for improvement).

Work in Progress

Four internal awareness days have been delivered to staff directly involved in Neighbourhood Policing delivery. This has included information on its importance, and has aimed to give a corporate framework to the messages and information received by staff. In Plymouth, awareness drop-in days have been run and the communications department staff have access to neighbourhood profiles to assist in correctly assigning a caller (see Areas for Improvement).

Community engagement strategies have been developed at both force and BCU level. These are linked as appropriate to 'priority, enhanced and capable' neighbourhoods. Engagement is through NAG and PACT meetings. The effectiveness of community engagement will be subject to audit and scrutiny by the performance management unit – these have yet to take place.

There is some evidence of joint problem solving at an operational level at all four BCUs using the Problem Solving Partnerships (PSP) process. For further evidence of joint problem solving with the Castle Circus Problem Solving Group see: www.devon-cornwall.police.uk/v3/howhelp/ccsurvey/index.htm. Partners were invited to neighbourhood improvement workshops which included joint problem solving, but the level of take-up was variable and the project team are arranging for further sessions to take place in October and November 2007 – these sessions would benefit from inclusion of members of the community in problem-solving training.

The force strategic analyst is developing a joint strategic assessment, due for publication later in 2007, subject to national guidance being published. At BCU level, this is the second year of joint strategic assessments through the local area agreement (LAA) and Safer and Stronger Communities process.

There is an assistant chief constable with specific responsibility for citizen focus issues and a member of her team sits on the neighbourhood implementation group which is in the process of bringing together the requirements of the citizen focus agenda and that of Neighbourhood Policing. The quality of service commitment is clear in the annual policing plan:

www.devon-cornwall.police.uk/v3/publrep/AnnualPolicingStratPlan/06qualityservice.html

and there are stretch targets to improve public confidence to exceed 82%:

www.devon-cornwall.police.uk/v3/publrep/AnnualPolicingStratPlan/14annualtargets.html

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There is some evidence of learning needs being identified and discussed at the neighbourhood implementation group. Both the NPIA Neighbourhood Policing team and HMIC staff officers have attended these meetings and contributed to improvements being suggested and implemented.

Performance indicators are being developed and in June 2007 a revised system of gathering performance data was introduced. Neighbourhood team leaders are required to submit qualitative and quantitative data on a monthly basis. Outcomes will also be measured on the basis of public satisfaction data from surveys which will be carried out at BCU level in July, November and March. Customer satisfaction data feature in monthly BCU performance meetings and at the force performance improvement and tasking (PIT) meeting. Crime performance figures are also available to the public through the Devon and Cornwall Constabulary website:

www.devon-cornwall.police.uk/v3/publrep/charts/monthly.htm

There is strong evidence at a local level of joint problem solving and outcomes being achieved by close partnership working between NBMs and local authority staff, which the inspection team witnessed during fieldwork. For example, the Redruth Engaging Active Community Health project has successfully delivered engagement between young people and local officers and staff, the introduction of restorative justice techniques to residents, a street games project and a junior park warden scheme. The results have been a dramatic reduction in the re-offending rates for young people, the regeneration of a local play site by the residents and the local authority, and the creation of a thriving residents' association with its own community centre.

The role profile for special constables to fit within Neighbourhood Policing teams has yet to be completed. Special constables feel that they are yet to be included as part of the Neighbourhood Policing team structure and there has been an apparent breakdown in communications about their role. Training for special constables is being progressed.

Phase one of the force abstraction policy was signed off by the force executive team in February 2007. A new abstraction policy was agreed in July 2007 and is being implemented across all BCUs. The difficulty that the constabulary faces is finding an effective means of accurately monitoring the policy, as the use of the duty management system enables duty planning but does not enable audit of actual duties worked. Chief inspectors on local policing areas are due to have PDR objectives specifically set on management of abstraction in 2007/08. However, at this stage, data to monitor abstraction levels is not centrally collated. The system used for monitoring the Working Time Directive may offer a solution to this. Monitoring of the policy will take place at the PIT meeting (see Areas for Improvement).

At the time of the fieldwork, community impact assessments were not being widely considered or used at a local policing level except when a defined critical incident had occurred. A revised community impact assessment was introduced at the July 2007 neighbourhood implementation group and will be introduced shortly.

Phase two of the Neighbourhood Policing project includes improvement to the constabulary website (www.devon-cornwall.police.uk/v3/about/neighpol/index.htm) which is basic in its content and does not provide much in the way of information to the community about neighbourhood priorities and what action is being taken to address those priorities.

The initial high-profile launch of Neighbourhood Policing was not followed through with delivery. The corporate communications and marketing department did not keep ahead of the media publicity which at times was negative, particularly over the perceived withdrawal of NBMs in certain areas. Furthermore, the loss of the director of marketing and communication post compounded this problem. The overall opinion was that the process

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had stalled and a lot of initial ground had been lost in 2006. However, there is now a corporate marketing approach and the project manager has control over all marketing products for Neighbourhood Policing to ensure that only the authorised products are printed and distributed – those that have been agreed and carry the agreed PACT branding.

New telephone surveying arrangements to gather user satisfaction data allow for fast-time provision of information and feedback to BCU managers. The constabulary is exploring the monitoring of public confidence and has piloted neighbourhood-level surveying through booster samples.

Areas for Improvement

Neighbourhood policing features within the 2007/08 Devon and Cornwall Policing Plan under the section 'A visible and accessible service'. While the police authority has maintained an establishment of 3,500 police officers (1,000 more uniformed officers than seven years ago), and has recruited 356 PCSOs, statements such as "the Government remains committed to ensuring there is a Neighbourhood Policing team in every area in England and Wales by 2008" and "the Government believes that successful Neighbourhood Policing means becoming more effective at crime reduction by working directly with and harnessing the energies of local communities" this potentially detracts from the very evident commitment of both force and PA to deliver effective NHP. See:

www.devon-cornwall.police.uk/v3/publrep/AnnualPolicingStratPlan/10visibleaccessible.html

Notwithstanding Neighbourhood Policing roadshows and BCU-led events, Neighbourhood Policing is not a philosophy or style that permeates through the constabulary. It is evident that those outside the 190 neighbourhoods have little understanding of the concept of Neighbourhood Policing. In particular, specialist departments have not yet received this input and therefore knowledge and understanding is still variable. This is recognised by the constabulary and the Neighbourhood Policing project team is in the process of developing Neighbourhood Policing team focus days to be promulgated across the force, but as yet there is no completion day for this work package.

There is a need to improve the recognition given to Neighbourhood Policing teams. In particular, following the withdrawal of special priority payments to NBMs it is apparent that they feel undervalued by the organisation and that their role has yet to be recognised as a specialism. This may also account for the difficulty that some BCUs are experiencing in recruiting 'volunteers' to carry out the role. This issue was raised at the neighbourhood implementation group in July 2007 and needs speedy resolution if posts are to be filled, although actual vacancies remain low and in line with natural turnover.

There is little evidence of force systems and processes being adjusted to ensure that they support Neighbourhood Policing. For example, there are serious issues concerning the level of understanding of call management and communications staff. Currently there is little or no understanding of deployment of NBMs and PCSOs: force enquiry centre operators initially grade calls, and then a radio operator deploys a resource via the 'any unit available' technique. Duties are shown on system but are not correctly managed. Contact with front counter staff at police stations showed a variable level of understanding of Neighbourhood Policing and their role in it.

RECOMMENDATION 1

That the force adjusts its systems and processes to ensure that they support Neighbourhood Policing, specifically call handling and intelligence.

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While partners regularly attend tasking and co-ordination meetings at both tactical and strategic levels, a fully joined-up tasking process at BCU and force levels has yet to be achieved (see Performance Management). In Plymouth, a joint partnership tasking and co-ordination group (TCG) with a separate 'sensitive' TCG is being developed. The two-tier system of district and county councils within Devon has created additional problems around ownership for funding and problem solving. It is perceived by partners that it is necessary for the police to lead the agenda for neighbourhood reform due to the timescales being imposed on delivery and conflicting business planning cycles.

Information from the MOSAIC database has been used to map the entire force area, giving an indication of where resources are most needed. Existing ward boundaries and urban/rural conurbations with a natural geographical and demographic symmetry have all been used to define local beat boundaries. The matching of resources to demand has varied across the BCUs. Furthermore, there is little evidence of partners being actively consulted over the issue of defining neighbourhoods, with the exception of Plymouth. Partnership involvement is due to be evaluated further as part of phase three of the Neighbourhood Policing project implementation, including involvement with the Devon strategic partnership group.

While the recruitment and retention of PCSOs does not appear to be an issue, recent work carried out by BCUs as a result of a tasking from the project team identified some pockets where NBM vacancies were proving difficult to fill, but generally coverage is good and vacancies that arise attract applicants. However, there still remains a lack of identified candidates suitable to fill vacancies as they arise, leading to delays in posts being resourced.

Community intelligence training is being developed and is a work package within the Neighbourhood Policing project plan. Such intelligence is submitted by NBMs and PCSOs to the information and intelligence management unit (IIMU) and is then screened and placed in the business accounts of Neighbourhood Policing teams – yet NBMs report that little is done with this intelligence other than it is returned to them for further work. IIMUs are structured slightly differently at each BCU and are not specifically deployed to support the development of community intelligence.

While PCSOs have had input from Special Branch and counter-terrorist officers, NBMs have not and are reliant on Special Branch briefings and links to the Special Branch website. There is an absence of clarity as to what input they can have about tackling serious and organised crime, counter-terrorism and domestic extremism. Some sound evidence exists in some neighbourhoods but this is by no means universal or homogenous.

While problem-solving training is delivered as part of PCSO initial recruitment training, a corporate database is required for recording examples of good practice, problem solving and activity monitoring – an early example of this is being developed on South and West Devon (SWD) BCU.

The force communications strategy was drafted and circulated in June 2007. The original intention to combine corporate communications and call management departments has been stopped, although a single plan incorporates both departments for 2007/08. The marketing of Neighbourhood Policing needs to focus on the mechanisms and positive outcomes of implementation. Currently there is no mechanism to test what is the most effective way of engaging or communicating with the communities in Devon and Cornwall. At BCU level there is a devolved budget for marketing and communication officers through provision of the Neighbourhood Policing fund, via the project manager, in the form of a Neighbourhood Policing 'empowerment fund' for local BCU use.

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There is a need to communicate the new abstraction policy to all supervisors and managers across the BCUs, as it is evident that there is confusion about the level of acceptable abstraction.

Comment has been made earlier in this report about the lack of active consultation with partners concerning neighbourhood definition. However, work package four in the project plan will lead to staff allocation to neighbourhoods being reviewed in October 2007. There still remains a gap for reviewing neighbourhood boundaries.

Partnership reluctance does not feature as a risk on the Neighbourhood Policing project risk register as it not seen as a problem within Devon and Cornwall. Strategic priority setting is not yet occurring, but endeavours are being made to engage key partners at all levels. Partners have participated in Neighbourhood Policing awareness days on Cornwall BCU, but more work needs to be completed by inspectors and chief inspectors to bring Neighbourhood Policing onto the agenda, particularly within crime and disorder reduction partnerships (CDRPs).

Neighbourhood profiles are being created for all neighbourhoods using a corporate template. They include MOSAIC data as well as crime and incident data and are prepared by analysts from within IIMUs. These have been shared with Neighbourhood Policing teams, but the value of these documents is not appreciated by all of them. Furthermore, there is a lack of clarity of ownership and how they will be updated and by whom.

There is a lack of clarity among some within the force about the powers and responsibilities of PCSOs. By way of example, staff within the call management and communications department (CMCD) are deploying PCSOs to incidents that require warranted powers and are outside the PCSO deployment plan. Furthermore, some PCSOs are performing regular visits to the homes of registered sex offenders (RSOs). None have received training in this specialist area of work, with assessments by staff relying on common sense and intuition, coupled with advice from NBMs and dangerous offender officers (see Public Protection).

Tasking on neighbourhood beat teams is not always as rigorous in practice as policy would suggest. The inspection team examined a number of neighbourhood beat profiles on BCUs during fieldwork and found examples of where PCSO tasks had not been updated by staff for up to five days. Some self-generated tasks are not being recorded.

Few NBMs or PCSOs are located outside traditional police buildings. This is partly due to the utilisation of numerous small police stations around the force (eg NED has 26 police stations on the BCU, many of them in small rural communities).

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Developing Practice

INSPECTION AREA: Neighbourhood Policing

TITLE: Plymouth After Dark project

PROBLEM:

Stonehouse neighbourhood surrounds the evening and night-time economy area of Union Street in Plymouth. Club users, predominantly in the age range of 18–40 years, frequent this area. The contrast between the nocturnal lifestyle of evening and night time economy (ENTE) patrons and the residents of nearby Stonehouse has had a negative impact on their lives.

SOLUTION:

This intervention aims to stimulate improved partnership working to address the issues arising from the vibrant evening and night-time economy of Plymouth. Profiles and research conducted by police show that this area is the one that experiences the highest impact in terms of criminality and quality of life issues. As well as containing a number of business and licensed premises, the area contains high-density housing. In addition to those living in the properties that border Union Street, there is also a knock-on effect on residents along the main arterial routes that patrons use to access and leave the area.

It is recognised that the solution to this problem does not rest purely with extra police resources. The focus of this proposal is to stimulate a cultural change in the evening and night-time economy, to make it an area where individuals behave in a socially acceptable way. This will be achieved through robust policing and partnership initiatives, particularly with the licensed premises in the area. Once this cultural change has been achieved, it is anticipated that it will be possible to gradually modify the police resources to a lower level that can be sustained in the long term.

Steps to reduce the number of under-18-year-olds gaining access to alcohol through pubs and clubs will also have longer-term health benefits to those individuals. Joint partnership working through the development of a minor injuries unit will allow prompt minor medical interventions not only for patrons of ENTE but also for the nearby residents of Stonehouse during its hours of operation. The Club Outreach Project builds links with young people in clubs and pubs and provides peer education around the risks of substance and alcohol abuse and how to minimise and avoid those risks. The provision of specially designed bottle bins will also reduce the likelihood of serious injuries resulting from any street disorder.

Alcohol brief screening interventions will be conducted in the custody unit to highlight hazardous and harmful drinking habits.

There are large numbers of taxi drivers who fail to maintain their vehicles to high standards and show no regard for the quality of life of nearby residents. In order to raise standards and enforce licensing and other legislation, additional enforcement by city council officers will raise standards and stamp out anti-social behaviour by taxi drivers and dedicated premises supervisors. The employment of taxi marshals will encourage patrons to disperse from the Stonehouse residential area and queue in a safe and responsible manner.

OUTCOME(S):

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Reduction in the number of assaults occurring inside licensed premises within the specified target area (Stonehouse, City Centre, Barbican, Mutley Plain, Barbican Leisure Park).

Reduction in alcohol-related incidents involving persons under the age of 18 years.

Increased submissions of intelligence.

Reduction in the number of assaults in public places within the target area during key periods of Friday and Saturday nights.

Number of alcohol health interventions undertaken.

Increase in residential satisfaction levels.

Reduced complaints about business premises from Stonehouse residents.

Increase in visits to commercial premises by Environmental Regulation Service officers.

Increased taxi enforcement.

FORCE CONTACT: Police Sergeant Martin Worthington, Crime Reduction Sergeant/Project Lead – 01752 72054 / martin.worthington@devonandcornwall.pnn.police.uk

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INSPECTION AREA: Neighbourhood Policing

TITLE: Redruth Engaging Active Community Health (Reach)

PROBLEM:

Redruth North beat area has a population of approximately 6,000 and is a recognised area of high deprivation. In 2003 a health needs assessment consultation took place called Listening for Change. The assessment identified that the residents desired greater contact with the police. In August 2004 the local newspaper reported from the estate with the headline "Estate Mayhem". The article was extremely critical of the police.

A PCSO had just started working in the community at this time. An outcome of the health needs assessment consultation was that an emergency care practitioner was tasked to work on the Reach project. The Reach project had a number of project deliverables. It was quickly realised that the Reach project would not succeed without the help and support of the police.

SOLUTION:

The local neighbourhood beat officer, PC Griffin, was appointed in October 2004 and the team became involved in the Reach project. This enabled the Redruth neighbourhood team to engage with an enormous cross-section of the community that they would not normally have met. The neighbourhood team then set about attending as many residents' and community group meetings as possible to raise the profile of the local police officers and PCSOs.

A well-advertised public meeting was arranged by the neighbourhood beat team in the community. This was well attended and vocal. The neighbourhood beat sergeant outlined the neighbourhood team's vision to the community and what they hoped to do, with the help of the community. Anti-social behaviour, speeding motorists, dog fouling and litter were identified as local priorities.

Restorative justice was introduced to the community and where it was appropriate resident representation was encouraged at these meetings in order to promote the powerful message of restorative justice. Re-offending rates of youths involved in this process dropped significantly and the healing process for victims improved dramatically.

It was found that by tactful police intervention it was possible to get neighbours who before may have only sworn at each other to speak civilly. The police worked in partnership with the young people on the estates to provide sporting activities, specifically Street Games where they are encouraged to develop sporting skills in a safe and enjoyable manner close to the family home. The police have also tried to encourage young people to be proud of where they live and to look after their environment and other people who live and work in the area. To that end the police worked with partners in the development of the Junior Park Warden scheme which meets once a month for a few hours and encourages young people to come out and help tidy their local play parks.

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OUTCOME(S):

The principal outcome of the initiative was to re-engage with a community that had lost faith in the police to deliver locally. This has been achieved, especially by the introduction of the Street Games and Junior Park Warden initiatives. As a result of this positive engagement with the community, the police have been given a set of keys to the community cabin in order that it can be used for police purposes.

The police have also played a significant part in developing locally implemented anti-social behaviour processes that have allowed young people who continue to involve themselves in anti-social behaviour to conform within a framework of acceptable behaviour.

All this work has resulted in a reduction in crime of approximately 26% over a two-year period.

FORCE CONTACT: Police Constable 5803 Marc Griffin, NBM, Redruth North – 01209 202302

Police Sergeant Paul Marchant, Neighbourhood Team Leader, Redruth Neighbourhood Team – 01209 202300

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INSPECTION AREA: Neighbourhood Policing

TITLE: Carrick District Council Community Patrol

PROBLEM:

The Falmouth/Penryn sector is home to the combined University of Cornwall site at Tremough, which by 2008 will see the introduction of 10,000 students into a resident population of 30,000. There has been a marked increase in perceived anti-social behaviour by the student population. There has also been a marked increase in calls to police related to late-night parties and the general 'studentification' of high-density housing in the terraced areas around the town centre. Residents in these areas became disaffected when they felt that their calls to the police were not being actioned. Calls about noisy parties were referred to the local authority environmental health department. Calls made to the council were not dealt with at the time they were reported. The residents felt that their complaints were not being investigated.

SOLUTION:

The most vocal of the residents formed themselves into a lobby group named Cusca (Cornish for 'noise'). Meetings were held between Cusca and other agencies including the police, local councillors and council officers, university representatives, the student union, health agencies, landlords' associations, etc. Cusca, renamed the Arwenack Community Group, developed a constitution that resolved to address residents' concerns. The group identified that their number one priority was to put in place a provision for late-night noise abatement enforcement and to address low-level ASB issues.

PC Andy Hocking, the NBM for Arwenack ward, worked with residents and local councillors to address the concerns of residents. Meetings were held with Carrick District Council. Information was gathered that indicated how many calls were being made to police about noise issues that were not being investigated by the council. The council initiated a pilot scheme – Carrick Community Patrol. A six-month trial was set up staffed by two Carrick Council officers. The pilot scheme was advertised in the local press with an explanation that the community patrol had specific powers to address the problems they were complaining about. A dedicated phone number was set up. The pilot opened a 'Pandora's box' of issues that had never previously been resolved. Calls to the scheme grew and highlighted that the residents' concerns had been genuine. The patrol officers were given other environmental health tasks but their primary focus was on noise and anti-social behaviour. The six-month pilot saw an increasing overlap and co-operation between police, PCSOs and the community patrol officers. At the end of the pilot it was resolved that the scheme would be extended for a further three months with a view to it being a permanent service beyond that, subject to approval by the full council. To date the council has spent £90,000 on the scheme.

OUTCOME(S):

Local public dissatisfaction with the police and Carrick District Council in general has now been addressed.

The residents now understand who to call if they are experiencing situations of this type, leading to more appropriate tasking of resources.

There has been very positive feedback from the residents who now feel that the community

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patrol is 'theirs'.

The Arwenack group will form the framework for the new PACT panel for the beat.

FORCE CONTACT: Police Constable 4270 Andy Hocking, Neighbourhood Beat Manager, Arwenack, Falmouth – 01326 213453

Performance Management

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force’s processes that enable it to identify and react to changes in performance.

Contextual Factors

The force has adopted a performance management strategy that embraces the ten principles within the good practice guide, *Managing Police Performance: A Practical Guide to Performance Management*. The police authority has been encouraged to adopt the principles within the good practice guide, *Police Performance Management: Practical Guidance for Police Authorities*. The DCC chairs the revised PIT board meeting attended by all BCU and operational commanders, where performance against targets and performance indicators is examined and level 2 targets and associated tasks are reviewed and addressed. This meeting does not concentrate solely on crime reduction and sanction detections as it also addresses a broader range of performance issues, including user satisfaction and confidence. There is a single approved data source for strategic performance purposes (TAPS – trends and performance statistics), networked across the force, including comparative national and MSF performance to ensure that managerial information requirements are met. This includes qualitative performance data, eg user satisfaction surveys and quantitative performance.

The Meeting the Challenge programme was the force response to prepare it to be a ‘strategic police force’ and a ‘by-product’ of the work from this programme gave the constabulary a better picture of its cross-border challenges. During 2006 an ACC undertook a feasibility study and identified gaps for protective services and Neighbourhood Policing. The first tranche to address these gaps was to increase the number in the major crime team by 80 officers with a further 60 to tackle cross-border crime. Currently cross-border crime is addressed through the regional tasking process and a regional intelligence cell is in place (led by Avon and Somerset Constabulary). Plans are in place to develop regional collaboration (see Areas for improvement).

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Strengths

The annual policing plan and force strategic plan are compiled in close liaison with stakeholders and the police authority, building on the consultation activity undertaken above. Force targets and performance indicators are also set in conjunction with the police authority, again being mindful of the results of consultation activity. This is especially relevant when considering the local domain where the data is clearly defined by the police authority. In addition, liaison and consultation inform local BCU planning activity undertaken with partners and take account of obligations in respect of LAAs, with nominated liaison officers appointed in each BCU to ensure compatible products. The 2006/07 and 2007/08 annual policing plans contain the detail of the force vision, mission and values. The vision statement is "to serve the communities of Devon, Cornwall and the Isles of Scilly and inspire greater confidence in the police" and this statement remains unchanged for the 2007/08 plan. Most officers and staff are aware of these statements and how they are held to account for performance (see Areas for Improvement).

The strategic planning process within Devon and Cornwall takes into consideration both national and local priorities. There are targets in the plan that reflect objectives from the National Community Safety Plan, and local objectives arising from community consultation. There are joint targets at county level where there are LAAs in place, and more locally Public Service Agreement 1 crime reduction targets at CDRP level (see Areas for Improvement). The plan has been widely circulated and is available in alternative languages, on audio tape, in large text or Braille as well as in electronic and paper formats. Strategic planning is linked through to the National Intelligence Model (NIM) by the strategic analyst, senior business analyst and planning officer working together closely with those who undertake environmental scanning. The control strategy is regularly reviewed at the PIT meeting.

There is clear integration of finance into the planning process. The management of risk within the constabulary often includes the costs of the risk and how much it would take to mitigate it. ICT is linked into the planning process through the change programme for the replacement of existing IT systems such as the operational information system (OIS) and the crime information system (CIS). HR is linked through the funded post profile to ensure that there is no imbalance of staffing across the organisation while at the same time working towards modernisation of the workforce.

There is clarity for decision making on matters of strategy and policy within the constabulary. While members of the police authority do not attend the PIT meeting, chief officers are held to account during police authority committee meetings which are minuted and police authority members do attend business change, HR strategy, equality and diversity, and professional standards and performance department meetings. The DCC also provides minutes and direct feedback of PIT meetings to the chair of the police authority's performance management committee. The policy officer responsible for performance within the police authority attends regular, scheduled meetings with the DCC. At these meetings issues drawn from the PIT meeting minutes are discussed and the relative priorities of the force and police authority are considered. This also provides an opportunity for the DCC to agree with the committee chair which chief officer should present reports on the selected subjects to the performance management committee.

The chair of the performance management committee and an officer from the police authority meet with the head of performance management to discuss Home Office priorities, local objectives and the results of local consultation. These are used to build a set of options which are then sent out to BCUs and departments for consultation purposes before going

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before the chief officer group and finally the police authority for targets to be agreed at the same time as the budget settlement.

The annual policing plan has publicised targets and lines of accountability. BCUs and departments have their own plans and targets that support the annual policing plan. Delivery against targets is assessed at the PIT meeting. The DCC has a written contract with each BCU commander and department head that clearly defines performance expectations. Officers understand through the mandated objectives how they are held to account for performance. The management of programmes of work and projects is through the business change programme board. Each chief officer has their own programme group and they are held to account by the Chief Constable during chief officer group meetings. Recognised project methodology is used, eg PRINCE2 for the Neighbourhood Policing project.

The force has published an *Expectation of leaders statement*, which details five strands and is used as a reference point during the PIT meeting and as a reminder to all leaders and managers within Devon and Cornwall Constabulary. Officers appear to be clear how they are held to account for performance and information on personal performance is available at a local level through TAPS. Furthermore, there are now mandated performance objectives within officers' PDRs.

The DCC holds the assistant chief officers to account at the PIT meeting and at monthly PDR meetings. Robust accountability mechanisms exist for holding BCU and department commanders to account at the PIT meeting. This meeting links performance management and the NIM process at a strategic and tactical level. Senior managers have SMART (specific, measurable, achievable, realistic, timely) targets in their PDRs to deliver performance locally and BCU commanders are also held to account at separate weekly meetings with two of the ACCs. There is both internal and external performance comparison in use. Iquanta data is used for both MSF and most similar BCU group performance during the PIT meeting.

Good performance and success is celebrated. The force actively supports both police officers and police staff for New Year and Birthday honours and there is also a system of commendations at force and BCU levels. There is also evidence of good work being recognised at the PIT and BCU performance meetings, through the PMR process and by email (see Neighbourhood Policing and Areas for improvement).

User satisfaction survey data is reported on and presented to the PIT meeting whereupon it has the opportunity to inform performance direction activity. This features comparative family performance at force and BCU levels. Data is also prepared to geographic chief inspector level. The continuous improvement database contains all recommendations from strategic reports from both internal and external sources, eg Independent Police Complaints Commission (IPCC) learning is entered onto a database within the professional standards and performance department and is turned into actions as appropriate. Action has been taken in respect of deaths in custody and accidents as result of police pursuits (see Areas for improvement).

All officers have been trained in the Quality of Service Commitment (QoSC) and the Victims Code. Details of all dissatisfied respondents to the user satisfaction surveys are forwarded to the relevant BCU for analysis and, where appropriate, discussion with the officer in case (OIC). Crimes where there is a negative response to key diagnostics, such as contact details not being left, are similarly referred (also see Neighbourhood Policing and Work in progress).

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Consultation activity is undertaken to ensure compatibility with Home Office requirements and, as such, is conducted in line with a timetable defined in the professional standards and performance department annual plan and approved by the police authority's planning and consultation committee. Reports are submitted in a timely manner to the Performance Improvement and Tasking (PIT) meeting.

Each BCU has its own consultation mechanism with its key partners which inform the planning process. The introduction of Neighbourhood Policing has strengthened local consultation through NAGs and PACTs (see Neighbourhood Policing). This local consultation also enables BCUs and the constabulary to compare targets with those of partners.

The review and inspection unit within the newly formed professional standards and performance department carries out the force inspection programme; it is linked to the force business priorities and it ensures that there is continual organisational learning leading to the removal of performance inhibitors. The review and inspection unit receives dynamic taskings from the DCC following PIT meetings to investigate inhibitors or to check on progress against plans. Processes used include BCU PMRs, department PMRs, thematic reviews (eg diversity) and peer reviews (Operation Endurance). BCUs conduct their own PMRs at sector level (see Areas for improvement).

Work in Progress

The 2006/07 corporate assessment process identified gaps in service provision for support services such as finance, HR and ICT, and where business change needs have been identified these have been included in the force risk register. There is a single source document which records the tasks needed to mitigate these risks, and solutions are costed, as are the risks in some cases, eg ICT projects.

The force is undertaking an assessment of joint working for effectiveness and a new planning framework is in place for 2007/08 to help facilitate this. Work is under way with the police authority to improve engagement with partners in the three-year strategic plan.

A system of audit for the NIM has recently been introduced following 12 months of thematic reviews to check compliance with the model. A gap analysis has been undertaken and an action plan devised as a result. A review of the IIMUs has taken place, a series of recommendations have been agreed and are being implemented. The Director of Intelligence is linking this to a wider corporate project looking at NIM implementation and compliance.

There is some evidence of the unsatisfactory performance procedure being used to tackle underperforming police officers. The force has recently separated out disciplinary and performance issues and has introduced the Advisory, Conciliation and Arbitration Service (ACAS) standard of discipline for both police officers and police staff.

Previously resource allocation was used to establish funding but not the allocation of posts. In the past BCU commanders had the freedom to spend allocated funding as they wished. The operational delivery group and the introduction of crime investigation teams (CITs) is an indication of how the allocation of resources and the decision-making process has changed since the new Chief Constable took up post.

It is evident that while most officers and staff were aware of the force vision, mission and values they were not familiar with the terminology and this did not appear to drive or focus their day-to-day policing activity; this is now being addressed through mandated performance objectives in officers' PDRs.

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Following significant design and operational problems with the software that supported the ICF-based PDR in 2005/6, a simpler, template-based process was launched using the organisation's Intranet in March 2007. This was accessible from a single portal on the intranet and included additional features, notably corporately developed 'mandatory' objectives for core policing roles and 'common management objectives' for all managers, pre-loaded into special templates, as well as a 'directory' of optional objectives containing over 50 objectives. The launch was supported by publicity and training to raise staff awareness. The completion rate was 96%, a significant improvement on the previous year. However, a sample of 30 PDRs (completed for 2006/7), randomly selected, were examined and 28 out of 30 (93%) were found to have objectives that were not SMART and this is an area which should see improvement following the introduction of the new PDR process.

The constabulary has introduced processes where victims of crime are contacted by chief officers and first-line supervisors to check the quality of the investigation and service delivery.

There is evidence of joint strategic tasking across the force area and work is under way to improve partnership working at a strategic level led by the Chief Constable. There is some evidence of joint operational tasking at BCU level but this is not happening across the force.

The merger of the professional standards department with the performance department has presented the force with great opportunities for organisational learning. There is, however, a need to draw on all strands of learning from operational debriefing (including all critical, firearm and public order incidents, and issues arising from protecting vulnerable people) and lessons learnt from training evaluation, employment tribunals, grievances, and exit interviews. Once this has been achieved and lessons are being learnt across boundaries, then the force will be on the path to become a learning organisation.

Areas for Improvement

While the force has undertaken activity-based costing (ABC) and activity analysis there is recognition that more analytical work is required to get the full business benefit from this annual activity and the force would benefit from the experiences of other police forces who have exploited ABC.

There is evidence of joint objectives being set (see Strengths) but these could be developed further at force level taking into account partners and the contributions they can make to "building safer communities together" as expounded on the front cover of the 2007/08 annual policing plan.

There is no evidence available that the force is aware of the cost of cross-border activity.

There is no formalised mechanism for officers and staff to influence force plans or targets other than through representative groups such as the Police Superintendents' Association, the Police Federation, trade unions such as UNISON and the GMB, the Black Police Association, the Gay Police Association and the British Association for Women in Policing.

Policing plan targets have been assigned to chief officer portfolio holders internally but this is not visible in the published annual policing plan for 2006/07 or for 2007/08.

Objectives within the 2006/07 and 2007/08 policing plans were costed within the annual policing plan for illustrative purposes only and formulated from the annual ABC survey. There is a lack of clarity about how costing informs decision making.

Praising the good work of officers and staff is an area that the force could improve upon at sector, BCU and force levels. Notwithstanding current processes in place (see Strengths),

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focus groups of officers and staff felt that their work is not always valued by managers, particularly work that does not receive media or other attention.

There is no evidence that supervisors and managers have been given specific training to manage performance other than training received during initial sergeant and inspector development training. A training needs assessment should be carried out to ascertain the level of knowledge and a system of local training delivered to raise awareness and capability as there is a gap in the level of knowledge of some supervisors and managers.

RECOMMENDATION 2

That the force ensures an appropriate level of training on performance management is provided for all managers and supervisors.

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Developing Practice

INSPECTION AREA: Performance Management

TITLE: Creation of a professional standards and performance department structure

PROBLEM:

The aim has been to create a structure that facilitates organisational learning, business change, planning, risk management and performance improvement in a cohesive manner through shared functional alignment.

SOLUTION:

The rationale is that by linking performance, inspection and review, project and programme delivery with professional standards (including information security and special cases) the DCC can effectively monitor and control performance and standards. Each functional aspect complements one or more of the other disciplines, but the combined synergy allows the information flow and decisions to be swift and unencumbered by red tape.

Information security and special cases complement professional standards in terms of systems control, access and organisational learning. Currently a project is being undertaken so that the department will meet the requirements of the Association of Chief Police Officers (ACPO) 8th protective service model and enable all complaints and misconduct issues to be dealt with within the department. A NIM tasking model has been developed to assist with this stipulation. This project also includes the provision of a post solely concerned with complaints reduction. It is envisaged that this work will be completed by October 2007.

Inspections and review processes utilise shared analytical resources with direct links to the principal analyst and production of the strategic assessment. Performance improvement is driven through an inspection programme and taskings from the PIT group. Department tasking arrangements facilitate joint working between staff, eg planning, risk management, consultation, ABC and the force crime and incident registrar.

OUTCOME(S):

The new structure provides a powerful base of knowledge and skill sets for the DCC to direct the force to enforce standards and drive performance improvement. Corporate information and data standards have been developed.

The current and proposed changes to the complaints process will provide a fair, open and proportionate method of dealing with alleged misconduct that is also timely. It will encourage a culture of learning and development for individuals and the organisation while maintaining confidence in the process.

FORCE CONTACT: Chief Superintendent Ian Ansell, Commander, Professional Standards and Performance Department – 01392 452339

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INSPECTION AREA: Performance management

TITLE: Implementation of forensic and investigation quality assurance managers (FIQMs) within BCUs

PROBLEM:

The force had found itself as a bottom quartile performer in relation to burglary and vehicle crime attendance by crime scene examiners and the conversion of forensic results into detections.

SOLUTION:

Each BCU now has a detective inspector FIQM who has responsibility to uplift performance of the whole end-to-end investigative process. This means that within BCUs a senior officer has sole responsibility for ensuring that from the moment a volume crime is reported to the time that the crime is brought to justice each stage of the process is managed and monitored.

The basic premise is to manage the investigation of volume crime in line with the principles outlined in the Police Standards Unit-driven reviews of the force.

Performance meetings, chaired by the head of the scientific services unit, are being held on a monthly basis. These are attended by the FIQMs, unit managers from within the scientific services unit, the force principal analyst, a representative from criminal justice/custody, the head of call management and the force forensic development manager.

Every three months, the meeting chair reports to the force forensic performance group which is chaired by ACC (operations) and also attended by the chair of the police authority's performance management committee.

OUTCOME(S):

The above initiative is in its infancy and as such no tangible performance outcomes have been realised. However, this process has resulted in a more comprehensive set of performance data being compiled, which is designed to measure every stage of the process not just forensic outcomes and detection rates.

FORCE CONTACT: Chris Boarland, Head of Crime Department, 01392 452091

Protecting Vulnerable People – Overview

National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and 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.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

Force contextual factors

The ACC (operations and crime) is the strategic lead for protecting vulnerable people (PVP) disciplines. There was a change in post holder in April 2007, and the incoming ACC will continue to drive the agenda for the implementation of public protection units (PPUs).

Strengths

Recommendations from HMIC, the IPCC and internal thematic inspections are recorded on the force continuous improvement and organisational learning databases within the professional standards and performance department and progress is managed by the force performance and analysis manager. Data is published on the force intranet via the force information portal.

Work in Progress

The force has re-established a PVP steering group bringing all the PVP disciplines under the management of one group chaired by the ACC (operations and crime). The first meeting under the new structure was held in September 2007 and it is anticipated that this will develop links between these business areas.

Areas for Improvement

The force has a voluntary welfare process which can be accessed through self-referral or as a result of a recommendation from a supervisor. The force has mandatory specialist counselling for officers investigating online offences (Operation Ore). Officers working in the public protection arena felt the current service did not entirely meet their needs and that

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specialist counselling facilities should be available for all personnel working within the PVP disciplines to complement the current welfare service.

The force should make access to policies and procedures more readily accessible for operational officers and staff. Currently these are held on the force intranet eXpert site which officers had difficulty in viewing.

The police authority has reviewed its engagement in the PVP disciplines and a new lead member is shortly to be identified.

A PPU project was set up to consider what the force requirements would be to bring together the PVP disciplines at HQ and in each of the BCUs. Recommendations were agreed in principle and some of them were implemented eg the central referral unit (CRU), however there has been some delay in implementing others due to resourcing implications. The recommendations are due to be reviewed following the introduction of the BCU crime investigation teams, the CRU and aspects of Neighbourhood Policing. The review is seen as necessary by the force to assess what the requirements for each BCU will now be. To ensure a corporate and consistent approach to managing offenders and victims, the force should revisit the proposal to introduce BCU PPUs.

RECOMMENDATION 3

That the force should revisit the proposal to introduce public protection units to ensure a corporate and consistent approach to protecting vulnerable people across the four basic command units.

Whilst there is recognition of the PVP performance management review process which will see a BCU being inspected every three months, a more frequent and corporate monitoring and review process for PVP disciplines should be introduced to ensure a consistent response across the force area.

RECOMMENDATION 4

That the force introduces a corporate monitoring and review process to ensure a consistent response across the force area and to provide management information which will aid the improvement of performance for all protecting vulnerable people disciplines.

The sharing of information between the PVP disciplines does not have a formal structure and varies across the force. There was evidence of improved information sharing in BCUs where CAIU teams were co-located with domestic violence officers and dangerous offender officers. While there was some evidence of missing persons, MAPPA offenders and domestic violence incidents being raised at TCG meetings, child abuse investigations were not mentioned.

RECOMMENDATION 5

That the force develops and implements a formal structure for the sharing of information and intelligence across all protecting vulnerable people disciplines.

Protecting Vulnerable People – Child Abuse

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

Contextual Factors

The lead for child protection issues is the ACC (operations and crime), supported by the headquarters PPU. Each BCU has a child abuse investigation unit (CAIU) which is line-managed by a detective inspector and is the responsibility of the BCU detective chief inspector.

Devon and Cornwall Constabulary has one of the highest numbers of referrals per child abuse investigation unit (CAIU) officer and therefore needs to monitor efficiency of investigation and staff welfare carefully.

Strengths

The ACC (operations and crime) is the strategic lead for child abuse investigations. There was a change in post holder in April 2007. The incoming ACC will continue to drive the agenda for the implementation of Public Protection Units (PPUs) and the Central Referral Unit (CRU). The CRU has been implemented, but the PPU project recommendations will be reviewed following the introduction of the BCU crime investigation teams, the CRU and Neighbourhood Policing to assess what the requirements for each BCU will now be.

There is a strong lead by the policy authority lead member on children and young people. The Association of Police Authorities' Neighbourhood Policing policy group identified the

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need for guidance outlining how police authorities can best comply with requirements set out under the Children Act 2004. As a result, a children and youth issues working group was established to oversee the development of a guidance document. The Devon and Cornwall Police Authority lead member has played an active role in establishing this working group and completing the guidance. This guidance is now complete and is in the process of being further developed to inform performance management. The guidance contains templates listing requirements that inform police authority policy and oversight of police force policy.

The force and police authority have worked together to establish a chief superintendent as project manager for the Devon Children's Trust. He has been involved in enabling the integration of the various Children's Trust partners and its relevant constitution, governance arrangements and link to the Children and Young People's Plan. Now that the guidance document has been agreed, the lead member has indicated plans to set up a panel that comprises both police authority and police force representatives at appropriate levels in order to action the requirements within the guidance as part of the wider Every Child Matters agenda.

The Local Safeguarding Children Boards (LSCBs) at BCU level provide the structure for effective communication between the force and partner agencies. Limited funding is provided by local BCUs to the LSCBs. The LSCBs are attended by the BCU commanders who are able to make decisions on behalf of the force. The headquarters crime department PPU receives meeting minutes from each LSCB and checks attendance which is then reported to the ACC (operations and crime). Specialist headquarters PPU officers may attend to give specialist support to BCUs for issues such as serious case reviews and developments in child death screening.

Child abuse investigations are carried out by specialist officers in BCU-based units. Operational accountability and control is devolved to BCU commanders while strategic and policy responsibility is retained by the central PPU. CAIU policies are reviewed annually with additional changes made on an ad hoc basis when required. During the review, the policy owner ensures that national guidance is included where appropriate. Guidance from ACPO and the National Centre for Policing Excellence (NCPE) has been included within the force policy and working practices. *Working Together to Safeguard Children, 2006*, has not been incorporated into the policy, but practitioners have been made aware of the guidance. (See Areas for Improvement)

The central referral unit (CRU) was implemented across the force in June 2007 with a staffing level of two sergeants and eight constables. All child abuse allegations, regardless of the source, are automatically routed through the CRU and recorded initially as a non-crime (allegations will be crimed at the point of disclosure from the victim). An assessment will then be made concerning whether the allegation needs a swift response from police (where there is an immediate and ongoing risk) or a slow-time investigation (historical allegation). The CRU staff complete research, including name and address checks, prior to the package being sent to investigating officers. Policy and working practices clearly state what action is to be taken when a referral is made. There is not an out-of-hours specialist resource available to investigate child protection issues, but the CRU should provide specialist guidance and advice.

CRU policy ensures that all reported child abuse incidents are graded and full research completed before allocation for investigation or referral for single agency response. Risk assessment procedures are in place to ensure that the police response to child abuse is commensurate with the risk and CRU staff have been trained in both risk and intelligence systems. The CRU policy on referrals follows NCPE guidance. The CRU grading ensures a consistent and corporate approach to joint investigations and resource allocation across the force.

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The profile of child abuse has been raised through the internal marketing of the CRU. Student officers receive guidance from specialist officers during their Initial Police Learning and Development Programme training. CAIU, BCU and headquarters officers attend quarterly meetings which ensure that issues are addressed and awareness is raised.

There is good evidence of multi-agency consultation and joint working occurring throughout the force. Information-sharing protocols are in place and there is open and honest dialogue between partners. In Plymouth all cases are jointly discussed by social services and the police to assess the appropriate agency responses and resources. In Cornwall there is a joint consultative team, available Monday to Friday, which provides staff with advice on practice and policy.

The force has an integrated IT system linking crime, intelligence and incident recording. All child abuse referrals are computerised and information for each case is recorded. The initial research is completed by the CRU, including IMPACT nominal index checks. During the fieldwork phase of this inspection it was evident that there was sufficient IT access for specialist officers. The force command and control system links to the intelligence system. This allows easy access to previous incident information and information regarding offenders and victims. Details of bail conditions, civil orders, etc are added to the intelligence system. Incidents are flagged by call takers for the CAIU, and in addition CAIU officers routinely scan CIS, OIS and intelligence reports to pick up any incidents identifying where a child is at risk. The CRU ensures that intelligence is actioned but this does require officers to submit it in the first instance. Details of children and addresses on the local child protection registers are recorded on the force intelligence system which is available to all officers 24 hours a day.

The initial strategy discussion is by CRU staff over the telephone. Risk is assessed and the decision recorded on the initial CRU referral. All allegations of professional abuse will initially be dealt with by a detective sergeant. A decision will then be made by the relevant detective sergeant as to whether it is a suitable case for CAIU officers to deal with.

The CAIU detective sergeant is responsible for allocating all cases forwarded by the CRU and can therefore assess the initial risk assessment. Investigations are reviewed by the detective sergeant every two weeks and an entry is required on the CIS record. Policy logs were not routinely used by CAIU investigators or supervisors, with all decisions being recorded on the computerised records.

Police protection orders are taken out by the relevant BCU or CAIU officer at the scene of an investigation where a child is considered to be at risk. The decision would be made and would be sanctioned by the sergeant or duty inspector. Where possible the duty inspector should attend the scene, but the geography of the force area means that ratification often takes place by phone. Force guidance details what procedures should be carried out. The relevant police protection order forms are paper based and there is some confusion by BCU officers as to the routing of the forms when they have been completed. Neighbourhood policing staff showed good understanding of the multi-agency 'child in need' referral system. This involves any member of staff from an affiliated agency, including the police, calling together relevant staff involved in aspects of the child's welfare to find solutions to behavioural problems. This approach has been successfully used in dealing with persistent and prolific offenders (PPOs). All BCUs have the services of a youth intervention officer.

Case conferences are attended by either the detective sergeant or detective constable OIC for joint investigations. Initial case conferences are always attended, but review conferences tend to be by way of report, especially if there is no new information from the police. While the case is still live, minutes of case conferences are filed with case papers on the local CAIUs. Once the child is removed from the register some CAIU offices continue to retain

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files for future reference, while others extract relevant intelligence from them and enter it onto the appropriate force system. The detective inspector or a detective sergeant from the BCU will attend the multi-agency public protection arrangements (MAPPAs) and multi-agency risk assessment conferencing (MARACs). If the agenda shows that a particular case is likely to be discussed then a report will be provided to them by the OIC or the officer will also attend.

Workload is defined by the number of referrals or joint investigations dealt with by officers. Cases are managed on the CIS which allows access by supervisors, who review their officers' caseloads on a regular basis. Abstractions of CAIU officers from their core function have been reduced to a minimum, but vacancies are not always filled in a timely fashion (see Areas for improvement).

Terms of reference for all CAIU staff are detailed in force policy. There is a job description for detective constables on CAIU but not for the detective sergeant role (see Areas for improvement).

All CAIU officers are trained detectives or are completing the Initial Crime Investigators' Development Programme (ICIDP) course. All investigators have received Achieving Best Evidence training and are trained to interview children in multi-agency training. Continuous professional development is given importance and multi-agency conferences are held on a bi-annual basis covering national issues and key themes. Attendance levels are monitored and failure to attend is reported back to supervisors. All new staff to the CAIU undertake a period of mentoring alongside an experienced officer, and non-specialist officers going through the ICIDP course undertake a two-week CAIU attachment as part of that programme. The force has signed up to the new Specialist Child Abuse Investigator Development Programme (SCAIDP) training which commenced in June 2007. All staff have been trained in diversity as a standalone course. Each course provided in force has a diversity element to the programme. Child abuse investigators understand diversity issues within the context of their role.

The force crime registrar has responsibility for ensuring that CAIU crimes are recorded in compliance with the National Crime Recording Standard (NCRS) and Home Office Counting Rules (HOCR). All crimes and non-crimes are recorded, which allows effective monitoring of incidents. Cases cannot be closed on the OIS log unless there is a crime number. Dip-sampling of incidents, cases and 'wordnet' interviews to the central data input bureau (CDIB) takes place by supervisors.

Work in progress

The force IT department is working with specialist officers to design a new electronic reporting system on the CIS IT system, to improve the management of children who are taken into police protection. This project continues but a target completion date has not been set.

BCU commanders have ownership of their CAIU staffing levels. These have tended to be historic and rationale not recorded. The PPU project board considered recommendations for increasing staffing levels, but the recommendations are currently under review. Each BCU has reconsidered its staffing levels following the introduction of crime investigation teams, Neighbourhood Policing and the CRU. Proposals have been submitted for consideration by chief officers.

The force is developing a joint crime department and occupational health department stress audit document which will assist managers and staff to identify compassion fatigue, burnout and other stress areas.

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The introduction of force performance measurements is pending following an evaluation of a pilot in Cornwall and the Isles of Scilly BCU of the national key performance indicators.

Within the headquarters PPU a detective sergeant and a detective constable undertake all multi-agency case reviews and work with partners to develop the serious case review process. These officers will have responsibility for developing a system to ensure that all actions arising from reviews are integrated into the force performance development process.

Areas for improvement

Child abuse investigations are managed by BCUs. BCU commanders are held to account through the force PIT meeting chaired by the DCC. There is no clear accountability process for child abuse investigations from the BCUs through to the ACC. The force should provide a clear structure showing where responsibilities lie, including the supervisory structure through to the ACPO portfolio holder. The links between BCUs and the central PPU should be made clear.

RECOMMENDATION 6

That the force introduces an accountability framework for child abuse investigations.

Child abuse is not specifically identified as a priority within the annual policing plan and forms part of the generic objective of violent crime. However, it is included within the PVP section of the control strategy. There is recognition that the force and police authority are progressing the adoption of the whole Every Child Matters outcomes agenda with its wider remit of safeguarding and protecting the welfare of children alongside partner agencies.

The force has not been proactive in developing interim performance indicators while awaiting the development of national performance indicators. There are no corporate child abuse investigation performance measurements recorded.

The procedure for police protection orders should be made clearer to officers. Appropriate action is generally taken by officers at the scene, but there was confusion about the routing of relevant paperwork and understanding of the process by officers was limited. Some officers were also unclear about the relevance of the children at risk form, form 121A. There was a view among some staff that the form was used only for statistical purposes rather than for use by both police and partners. Officers should be educated on the importance of including detailed information and how the form is then used. Consideration should be given to introducing a quality assurance process for the children at risk forms.

Child abuse policy and guidance is located on the eXpert IT system. Not all officers are aware of this policy and have not received any formal training. Concern was expressed about the overuse of email to promulgate changes in policy and procedure – there is a heavy reliance on self-learning and briefing.

Officers are not generally abstracted to carry out non-core functions. Supervisors do not regularly carry their own caseloads. Job descriptions are up to date but they do not truly reflect the amount of multi-agency work that is required to carry out the role.

While routine abstractions were being well managed, there was some evidence that vacant posts were not being filled in a timely fashion. This resulted in one team of seven detective constables being reduced to four, due to two vacancies and a further post being vacant

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owing to maternity leave. The senior management team had decided that these vacancies would not be filled until after the summer period due to operational requirements.

The hours of coverage provided by CAIUs are generally Monday to Friday from 8am to 5pm. Only Plymouth BCU provides evening and weekend cover provided that sufficient resources are available outside of core coverage. Out-of-hours specialist cover is provided on an ad hoc basis as there is no formal rota in place.

The majority of supervisors carry their own caseloads which tend to be the more serious cases, and when this is combined with the requirement to attend multi-agency meetings it can impact on their ability to proactively supervise their teams. The BCU detective inspectors have joint responsibility for domestic violence, child abuse investigations, adult protection and dangerous offenders, which limits their ability to dedicate time and capacity to this area of work.

Working Together to Safeguard Children, 2006, has not been incorporated into policy, but practitioners have been made aware of the guidance and are implementing it. It will be included in policy at the next review.

There are differences between the job description and the actual role as some officers are now taking on adult protection issues in the absence of dedicated adult protection officers, and due to the variety of multi-agency meetings attended. There is a generic job description for detective sergeant but not for CAIU detective sergeant. Job descriptions and actual role requirements should be reviewed and updated.

There are no set criteria for supervisory guidance although supervisors review all referrals and investigations. Supervisors generally take on professional abuse cases and co-work on serious cases.

During the inspection fieldwork phase there was no evidence that interview tapes of child abuse victims, witnesses and suspects were being sampled and reviewed by supervisors. While supervisors monitored workloads they lacked time to carry out interview reviews, although some took the opportunity to carry out live monitoring during co-worked investigations. A more frequent and corporate monitoring and review process for child abuse investigations should be introduced to ensure a consistent response across the force area.

The force central data input bureau (CDIB) records information from officers needing to update and finalise OIS and CIS reports via the telephone. There are delays in CDIB answering the phone at peak times, and as this is the only means of updating the reports, officers tend to wait until near the end of the shift to get through, which then exacerbates the problem. A demand management profile should be conducted to align resources to demand and officers should be encouraged to report incidents as they occur via their Airwave terminal.

The force should review what management information is available to senior managers and how performance is monitored. There was limited performance management information available for child abuse investigations and it did not appear to be used to improve performance. There are no specific performance indicators for child abuse investigation and information on the percentage of referrals becoming recorded crimes was not available.

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Developing Practice

INSPECTION AREA: Protecting vulnerable people

TITLE: Development of a specialist service to undertake serious case reviews under Chapter 8 of *Working Together to Safeguard Children, 2006* and reviews under s.9 of *Domestic Violence, Crime and Victims Act 2004*

PROBLEM:

It was recognised that processes for undertaking multi-agency serious case reviews under Chapter 8 of *Working Together to Safeguard Children* were far from adequate, with reviews being undertaken in an inconsistent fashion, with overly long timescales and often by staff involved in the initial incident. Standards of reviews were poor. It was also identified that with changes in legislation there was going to be growth in multi-agency reviews, including domestic violence, mental health and vulnerable adults. To gain most benefit from reviews in terms of developmental learning it was important that such reviews were undertaken in a timely, professional and consistent manner.

SOLUTION:

Within the headquarters PPU there is now a dedicated detective sergeant and detective constable who undertake all multi-agency serious case reviews for the force as well as being responsible for developing the homicide suppression strategy for the force.

These staff are also involved in the development of serious case review processes with partner agencies in respect of domestic violence homicide reviews and serious incidents and adult protection reviews.

They are also developing systems to ensure that all actions arising from reviews are integrated into the force performance development process.

OUTCOME(S):

Improved turnaround times for reviews, improved learning from reviews, more professional approach and better interaction with partner agencies, development of homicide suppression strategy and independence in process in line with national guidance.

FORCE CONTACT: Detective Chief Inspector R.D.S. Brown – 01392 223709

Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liaison role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

Contextual factors

The ACC (operations and crime) is the lead for domestic violence, supported by the headquarters PPU, and the force strategy group defines direction. This has led to a marked increase in the management and performance of domestic violence cases. There is active involvement in partnerships and the Cardiff model has been adopted. Domestic violence is a standing agenda item on tactical TCG meetings at BCU level. There have been publicity campaigns and staff have been given specific training. The level of resources given to domestic violence units has been recognised as a risk and is under review. At a tactical level, the critical incident manager manages compliance with policies and procedures. Each domestic violence officer ensures that regular contact is maintained with the victim.

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The force has a small number of dedicated specialist staff in vulnerability units who provide support for victims, risk assessment and safety planning advice. They also work to support MARACs.

Strengths

The ACC (operations and crime) is the strategic lead for domestic violence investigations. Active involvement at this level is demonstrated through the force strategy group which provides leadership and direction (see Child abuse) BCU commanders are held to account through an agreed domestic violence detection action plan which is reviewed at the force performance improvement and tasking (PIT) meeting.

Policy and guidance are reviewed annually. Policy was last reviewed in May 2007. Working practices were reviewed in July 2007. ACPO guidance has been adopted in its entirety. Details are contained on the force intranet eXpert system. Inspection staff were able to gain a clear understanding of action to be taken at a domestic violence incident, including follow-up action.

A positive intervention policy is implemented across the force, ensuring that action is taken and offenders arrested where there is evidence of an assault occurring. All staff received mandatory domestic violence training in line with Centrex modules 1 and 3. Call handlers receive module 2. A good level of understanding of the response required from the first officer on scene was demonstrated. Staff now use the evidence checklist provided by the Crown Prosecution Service as an aide-memoire to ensure that standards of investigation are met. The profile of domestic violence has been raised through training, enforcement campaigns, BCU briefing web pages and the force newspaper.

The force has a homicide prevention strategy with dedicated officers looking specifically at domestic violence prevention. Specialist domestic violence officers would be seconded to a major incident to assist with guidance and support following a domestic violence homicide.

The force is represented and involved in multi-agency fora across the force area, including the Devon Against Domestic Abuse Partnership and Cornwall Domestic Violence Partnership. There is good evidence of partnership working at the strategic and tactical levels. Support from partners is described by the force as very good, with open and honest dialogue with partners. Strong support is provided for victims of domestic violence by voluntary and partner organisations, including introduction of independent domestic violence advisers managed and funded by Devon County Council.

There are various joint projects that continue to be run, for example the integrated domestic violence programme in partnership with the probation service and Repair, a consensual perpetrators programme. One recent issue highlighted at the NED domestic violence meeting was reluctance by officers to use digital cameras provided in each vehicle at crime scenes, ie 50% of domestic violence incidents involve assault, but cameras were only being used in 16% of cases. The meetings highlighted problems with downloading images, which resulted in the BCU purchasing additional printers and DVD writers for rural locations.

Partnership priorities are managed via the local criminal justice board (LCJB) domestic violence sub-group and by geographically based domestic violence forums. The LCJB domestic violence sub-group brings together statutory and non-statutory bodies and scrutinises performance across services and providers.

The multi-agency risk assessment conference (MARAC) process enables effective information sharing between partner agencies. Exeter and Plymouth have specialist domestic violence courts, with magistrates and prosecutors receiving specialist training.

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Responsibility for managing offenders and victims of domestic violence is devolved to BCU level once the initial response has been dispatched by the control room. Each BCU currently manages its investigative response differently and provides varying hours of cover. For example, at North and East Devon BCU staff work from 9am to 5pm with some evening cover, providing a support role only. However, in Plymouth staff are on duty from 7.30am to 10.30pm and will investigate offences once the initial response has been provided. Officers were positive about the level of support and expertise the unit was providing. This is the only BCU to provide a comprehensive response at this stage.

Staffing levels were determined on the basis of volume of incidents, geographic area to be covered and levels of support that could be provided. This is not included within policy as ownership of staffing levels is devolved to BCU commanders. Workload varies across the BCUs. Specialist domestic violence officers – both co-ordinators and investigators – have clear terms of reference.

Dedicated domestic violence officers are not routinely used for other functions and abstractions are minimal. Only one BCU has domestic violence officers working out of office hours, but this is set to change when PPU's incorporating domestic violence investigators are fully established. Caseloads vary, but in general domestic violence officers do not carry an investigative caseload. The PPU project has recommended set staffing levels and investigative domestic violence units and this is awaiting ratification by chief officers.

All reports of domestic violence incidents are given a priority or immediate response by call handlers. Incidents are flagged for the attention of domestic violence officers who review the incident, risk and response. OIS logs are reviewed and actions quality-assured by the BCU duty inspector prior to closure. The force crime registrar audits compliance on behalf of the force. BCUs monitor compliance through the crime managers. Some 40% of recorded domestic violence incidents result in recorded domestic violence crime. The force command and control system links to the intelligence system. This allows easy access to previous incidents and information regarding offenders and victims. Patrol officers are provided with this information in a timely manner. Details of bail conditions, civil orders, etc are added to the intelligence system and details radioed to officers.

Risk identification and assessment takes place at the time of reporting. Risk assessment is recorded on the OIS log, supervisors monitor the incidents and are made aware of high-risk cases. All domestic violence crimes and non-crimes are recorded on the CIS and are reviewed by domestic violence officers. The risk assessment used by the force is based on a nationally recognised system and established indicators of risk of further harm to the victim. Specialist officers have received training on the current risk assessment.

Officers are clear about the need to identify children at risk living in households where domestic violence takes place, but were less clear about what happened to the notification form 121A. Details of children were taken and forwarded to the CAIU and to social services (see Areas for improvement and Child Abuse).

Problem-solving profiles have been used in respect of domestic violence to inform strategic direction and to implement the BCU improvement plan. These have included a review of outcomes of offences brought to justice, homicide review and an evaluation of the trialled risk assessment. There was evidence of domestic violence being raised at daily tasking at BCU level. A top ten domestic violence perpetrators section within the domestic violence detection action plan has also been introduced. Performance management information is readily available and is used by BCUs to monitor performance. In NED BCU centrally provided information is used to drive monthly domestic violence performance meetings between the detective chief inspector and detective inspectors.

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Recommendations from HMIC, the IPCC and internal thematic inspections are recorded on the force continuous improvement and organisational learning databases within the professional standards and performance department and progress is managed by the force performance and analysis manager. Data is published on the force intranet via the force information portal.

E-learning has been provided to all front-line staff on the Victims Code. Diversity within the context of domestic violence is addressed through training, policy and working practices. Training has been provided for officers over the past two years and this has been consolidated at a local level. In Plymouth role-play actors have been utilised in perceptual training for operational staff and attachments to domestic violence units are available on request. In general, staff showed a good awareness of the standard operating procedures when dealing with an incident involving domestic abuse.

Work in Progress

A new domestic violence risk assessment form is being trialled in NED BCU. This four-page form has been designed to reduce the number of cases assessed as high risk, thereby focusing resources on those cases involving the greatest level of risk. The results of this process need careful scrutiny, to ensure that genuine risk is driving the numbers, not a desire to reduce the caseload to a perceived 'manageable' level. The rationale behind the new risk assessment process is to get a more accurate assessment than achieved through the current system. Full scrutiny has been built into the pilot. The new process, if adopted, is based on sound academic research and best practice.

Analysis is being carried out in NED BCU concerning the identification of 'trigger' events that may lead to an increase in reporting of domestic abuse cases, eg major sporting occasions. The BCU is considering having a dedicated domestic abuse response vehicle available on such occasions.

One recent issue highlighted at the NED domestic violence meeting was reluctance by officers to use digital cameras provided in each vehicle at crime scenes, ie 50% of domestic violence incidents involve assault, but cameras were only being used in 16% of cases. The meetings highlighted problems with downloading images, which resulted in the BCU purchasing additional printers and DVD writers for rural locations.

Dedicated domestic violence officers are not routinely used for other functions and abstractions are minimal. Only one BCU has domestic violence officers working out of office hours, but this is set to change when PPU's incorporating domestic violence investigators are fully established. Caseloads vary, but in general domestic violence officers (DVOs) do not carry an investigative caseload.

Staffing levels dedicated to domestic violence vary across the force. The PPU project has recommended set staffing levels and investigative domestic violence units and this is awaiting ratification by chief officers.

Responsibility for managing offenders and victims of domestic violence is devolved to BCU level once the initial response has been dispatched by the control room. Each BCU currently manages its investigative response differently and provides varying hours of cover. For example, at North and East Devon BCU staff work from 9am to 5pm with some evening cover, providing a support role only. However, in Plymouth, staff are on duty from 7.30am to 10.30pm and will investigate offences once the initial response has been provided. Officers were positive about the level of support and expertise the unit was providing. This is the only BCU to provide a comprehensive response at this stage.

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Areas for improvement

The police authority has reviewed its engagement in domestic violence matters and a new lead member is shortly to be identified. Police authority support provided in respect of domestic violence could be improved.

Domestic violence reduction is not included as a standalone objective within the force policing plan or as a specific part of the policing plan on any BCUs, being recognised only as part of violent crime. Domestic violence reduction is not specified within the force control strategy under the priority of focusing on violent crime that causes greatest harm to the community. BCUs have included domestic violence reduction specifically in their BCU control strategies. However, in respect of domestic violence detections there is a force objective to increase the detection rate from by 5% from 40% to 45%, the force is already showing a steady increase and is projected to meet and exceed the target by 31st March 2008.

Force policy and guidance detail lines of responsibility. The investigation of domestic violence is not consistent across the force and whilst there are dedicated domestic violence officers in all BCUs, their role varies. Only one BCU has dedicated domestic violence investigators.

Although domestic violence training was provided to operational officers and operational police staff, some call takers, and in particular new members of staff, had not received the training. Concerns were raised about taking calls from repeat victims and action that should be taken.

RECOMMENDATION 7

That the force evaluates the current system of domestic violence training to ensure that all operational officers and staff within the call management department are fully aware of the risks and their responsibility in the investigation of domestic violence.

Some officers were also unclear about the relevance of the children at risk form, form 121A. There was a view among some staff that the form was used only for statistical purposes rather than for use by both police and partners. Officers should be educated on the importance of including detailed information and how the form is then used. Consideration should be given to introducing a quality assurance process for the children at risk forms.

Supervisors have responsibility for other disciplines and this can impact on their ability to proactively supervise specialist domestic violence officers and manage associated processes. Middle and senior managers do not have sufficient time and capacity to dedicate to this area of work. The PPU recommendations should enable supervisors to manage investigative teams and risk assessment processes if approval is given to go ahead with the project.

Opportunities for sharing of good practice and organisational learning are not exploited. A good practice website is available through the professional standards and performance department but it is not widely known about or used.

Protecting Vulnerable People – Public Protection

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

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- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

Contextual factors

The ACC (operations and crime) is the lead for public protection, supported by the headquarters PPU, and the force strategy group defines direction. There was a change in post holder in April 2007 and the incoming ACC will continue to drive the agenda for the implementation of PPUs. The PPU project recommendations will be reviewed following the introduction of the BCU crime investigation teams, the CRU and Neighbourhood Policing to assess what the requirements for each BCU will now be.

There are 19 police officers, 8 police staff and 2 multi-agency partners dedicated to the management of registered sex and violent offenders. There is a central PPU with strategic and policy responsibility. The day-to-day operational management of offenders is within BCU-based units and these staffing levels vary across the force: Cornwall and the Isle of Scilly – a detective inspector for public protection, two detective sergeants and six dangerous offender officers; NED – a detective sergeant and three dangerous offender officers; Plymouth – a detective sergeant and five dangerous offender officers; South & West Devon – a detective sergeant and three dangerous offender officers.

Strengths

The ACC is a member of the strategic management board. A written accountability framework for MAPPA is in place. Policy and guidance are available on the force intranet eXpert system, which outlines what the roles and responsibilities are. There is a dedicated detective sergeant within headquarters PPU who has responsibility for reviewing and updating policy. The force has adopted NCPE guidance as policy when implementing change.

The MAPPA process is led by a senior member of the probation service. There is good evidence of appropriate and consistent attendance by supervisors at MAPPA meetings. Level 3 meetings are chaired by the force MAPPA manager who is also a member of the strategic management board. Level 2 meetings are chaired by a senior probation officer supported by a probation administrator. Level 2 and 3 meetings are attended by BCU detective chief inspectors or detective inspectors as well as by the relevant dangerous offender officer and NBM (if they have specific knowledge that could be of use). Authority levels from other agencies are commensurate with police. Attendance reflects the MAPPA guidance and the MAPPA manager monitors police involvement and contribution.

There is a good working relationship in place with the probation service and joint intervention regularly occurs. The probation service also undertakes all pre-release visits and escorts dangerous offenders and RSOs to the designated place of release, freeing the local police from the duty of placing surveillance at the prison gate. The MAPPA manager is line-managed within the probation service and is a jointly funded post located in the headquarters PPU team. On BCUs there are joint working facilities within probation offices for police staff providing access to police IT systems.

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Training is provided to all staff involved in the management of offenders. Dangerous offender officers receive training on understanding sex offenders. MAPPA development days are run locally with the probation service, prisons and other partners.

There is evidence of a strong intelligence process for MAPPA level 3 offenders and links with partners involved in the management of them (see Areas for improvement for other levels). Target profiles have been completed for each MAPPA level 3 offender and are routinely monitored through BCU and force tasking. Intelligence gaps are identified and managed. Sector inspectors are informed of any new dangerous offenders or RSOs by email. There is an inspection and audit process in place for MAPPA level 3, and police response to MAPPA level 3 offenders is monitored by the detective sergeant at the headquarters PPU.

All crime and non-crime incidents relating to RSOs and other dangerous offenders are recorded on the CIS. The intelligence unit will flag the OIS for both child abuse and domestic violence issues. The child protection teams scan all CIS, OIS and intelligence reports to ensure that immediate matters are not missed. Level 1 offenders are identified by headquarters with a local warning flag placed on the intelligence system. The risk assessment process is completed by dangerous offender officers and ratified by their detective sergeant. Level 1 offenders are managed on BCUs in liaison with the probation service. Any intelligence relating to a known offender is automatically forwarded to the headquarters PPU where it is reviewed by the Violent and Sex Offenders Register (ViSOR) team and then forwarded to the relevant BCU dangerous offender officer. The headquarters PPU is also notified of any sexual crimes or crimes with unusual modus operandi.

There are four headquarters dangerous offender officers who are all trained in Risk Matrix 2000 (RM2000) and have received Risk of Harm training. Each headquarters dangerous offender officer has responsibility for a BCU and liaises regularly with BCU officers and other agencies as required. There are dedicated risk assessment officers working within prisons to identify prisoners with elevated levels of risk and they provide strong links with prison intelligence. The headquarters dedicated staff are line-managed by a detective sergeant (intelligence) and a detective sergeant (policy). They are line-managed by a detective inspector with further responsibility for intelligence standards units and the detective chief inspector deputy director of intelligence.

Dangerous offender officers are not routinely taken away to carry out other non-related functions.

ViSOR has been live in force since March 2005 and is now integrated into force working practices. There is 24-hour access provided by the control room inspector. The business benefits of ViSOR are being realised – the system is improving and a member of the headquarters ViSOR team goes to the regional user group. ViSOR has improved the management of offenders by ensuring that required activities are flagged up and actioned in a timely fashion. Dangerous offender officers are all trained to use ViSOR and RM2000.

There are differences between RM2000 and the Offender Risk Assessment System (OASys). RM2000 provides a static risk assessment based on historical information, although there is opportunity for comment and a subjective entry about the risk. OASys is a dynamic risk assessment which is managed by probation. OASys and RM2000 influence the MAPPA risk level for an offender but would not be the only determining factor. All risk assessments and other available information are used to determine the risk level an offender should be managed at. Supervisors endorse and review risk assessments. This includes home visits and review of risk management plans which are held on ViSOR.

Homes visits are completed in line with force guidance as follows:

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- low – every six months;
- medium – every four months;
- high – every three months or more frequently; and
- very high – as required.

Prior to home visits being completed, officers consider the intelligence and information available in order that a dynamic risk assessment can be carried out. When a home visit has been carried out, intelligence is submitted by the visiting officer onto the intelligence system and the headquarters PPU team then transfers that information onto ViSOR. All entries to ViSOR are maintained centrally and to a corporate standard. The headquarters team have a checklist to ensure that all required actions are completed. Once a record has been populated, the detective sergeant ensures that it has been completed.

If there is any increased risk, the offender would be brought to the notice of the supervisor for further action either through liaison with the probation service or for a MAPPA meeting to be called. If an offender or potentially dangerous person (PDP) commits a further offence, it is brought to the attention of the strategic management board who will decide whether a joint or single agency case review will take place. The process mirrors that for the child abuse investigation Chapter 8 *Working Together to Safeguard Children, 2006* review process.

Vetting is carried out on all new police staff, officers and contractors. If an issue is flagged up, then a personal interview is conducted. Enhanced vetting is carried out for posts identified as sensitive – posts are reviewed annually and dip-sampling takes place to ensure consistency and the level of vetting. The head of vetting is the decision maker and there is a formal appeal process to the DCC.

Work in progress

A written accountability framework for MAPPA is in place. Policy and guidance are available on the force intranet eXpert system, which outlines what the roles and responsibilities are.

There is a lack of corporate approach in the management structures for public protection, with each BCU adopting its own local system, but they all sit under their respective BCU crime manager (detective chief inspector). Proposed staffing levels for PPUs have been set through the PPU project board – this is before chief officers for ratification.

Intelligence is being submitted on RSOs and dangerous offenders, particularly by PCSOs and NBMs. There is a recognised backlog of intelligence for routine intelligence of eight days, but immediate and prompt intelligence is input within the target time of 24 hours. This is being monitored through the force PIT meeting.

A generic risk assessment has been developed by the force health and safety officer to ensure the health and safety of officers carrying out home visits – at the time of the inspection this had not been added to the eXpert database.

Areas for improvement

Greater active involvement by the police authority in relation to public protection would be welcomed by the force. There is very little support provided in respect of public protection.

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Dangerous offender officers carry a workload of 70–80 RSOs each and on average 70 dangerous offenders. Staffing levels are currently being reviewed as part of the PPU project.

Public protection management information is not routinely available to senior managers. There are no force objectives or other performance indicators relevant to this discipline. There are joint performance indicators in place at MAPPA level 3, this is not extended to level 1 or 2 offenders.

On some BCUs, NBMs take responsibility for all home visits, which are carried out on a three to six-monthly basis, dependent on risk – these visits will only be for offenders who are known to be low risk, compliant and have no known issues. While some have accompanied their dangerous offender officers on home visits, they have not received specific training in relation to the management of RSOs. While awareness of such cases is important for local staff, visits have been undertaken on some occasions by PCSOs, which is inappropriate (see Neighbourhood Policing). The force must review how home visits are carried out to ensure that officers are trained and are able to identify any risks that offenders might pose. Specialist officers are reliant on the quality of information/intelligence gathered by the divisional officers at the home visits for reviewing offenders' risk and risk management plans.

RECOMMENDATION 8

That the force ensures only trained officers undertake registered sex offender home visits, and to achieve this the force should consider training its neighbourhood beat managers to carry out this role.

The sharing of information between the PVP disciplines does not have a formal structure and varies across the force. There was evidence of improved information sharing in BCUs where CAIU teams were co-located with domestic violence officers and dangerous offender officers. While there was some evidence of missing persons, MAPPA offenders and domestic violence incidents being raised at TCG meetings, links across the disciplines need to be improved. Intelligence for offenders at level 1 and 2 should be improved.

Notwithstanding the positive comment above regarding MAPPA level 3 offenders, there was no evidence of problem profiles or other analytical work having been undertaken in relation to other areas of public protection.

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Developing Practice

INSPECTION AREA: Protecting vulnerable people

TITLE: MAPPA Improvement Development Team

PROBLEM:

The ongoing challenges faced by the MAPPA strategic management board are apparent. Changes in legislation and the outcomes of a joint inspection and audit of cases by HMIC and Her Majesty's Inspectorate of Prisons all required activity and action on a multi-agency practitioner level.

SOLUTION:

A MAPPA Improvement Development Team (MIDT) was set up. Members, all practitioner based, were drawn from police, probation, prisons and other agencies with a duty to co-operate.

Terms of reference were drawn up and MIDT now drives performance in a series of action-planned recommendations. The work of MIDT is commissioned by the strategic management board, which then monitors progress through a traffic-lighted continuous improvement database.

OUTCOME(S):

At present 11 action plans have been commissioned. Activity has been well received at the strategic management board and has been particularly effective in ensuring that agencies with a duty to co-operate engage in the MAPPA process.

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Protecting Vulnerable People – Missing Persons

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

Contextual factors

Every year there are around 210,000 incidents of missing people reported in the UK. About half of these are teenagers. Most people return home within a few days, but thousands do not. The [Police National Missing Persons Bureau](#) is a specialist police unit which acts as a centre for the exchange of information connected with the search for missing persons both nationally and internationally. It is based at New Scotland Yard and serves UK forces and overseas agencies. It focuses on cross-matching missing persons with unidentified bodies or persons.

During 2006/07, 11,705 people were reported missing in Devon and Cornwall. This strand within PVP does not yet have its own dedicated resource within Devon and Cornwall Constabulary, but roles and responsibilities are clear and the investigation of missing persons is naturally treated very seriously by the force. The ACC (operations and crime) is the lead for missing persons, supported by the headquarters PPU, and the force strategy group defines direction.

The Devon and Cornwall Constabulary website has a frequently asked questions page which informs the community on what action to take if they are concerned about a person's welfare or if they wish to report them missing. See

www.devon-cornwall.police.uk/v3/infopnt/faqs/people.htm

Strengths

The ACC (operations and crime) is the chief officer lead on vulnerable persons issues, including missing persons. He is supported by the head of crime, who owns the force policy, and a detective inspector as the policy co-ordinator (see Work in progress). Force policy and guidance outline roles and responsibilities, including the role of the senior investigating officer. This document is the force written accountability framework and is accessible via the force intranet eXpert system (see Work in progress). Operational responsibility will fall to the BCU commander but will be managed on a daily basis by the critical incident manager (duty

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inspector). Performance is managed through lead activity indicators (see Work in progress and Areas for improvement).

ACPO guidance for missing persons has been adopted and force policy is reviewed annually by the headquarters-based PPU. It was last reviewed and updated in July 2006 and was due for review at the time of the inspection fieldwork. A force missing persons manager has been appointed to provide central co-ordination and assistance on missing persons issues. It is evident from group interviews of police officers that the location of the missing persons policy was located on eXpert but many found it difficult to access (see Areas for Improvement).

The missing person's policy provides the criteria and procedure for review of missing persons investigations. Missing persons are managed on the OIS from point of reporting through to being found. For long-term or high-risk missing persons, the log can become extremely long and does not allow for active supervision (see Work in progress). Reviews are carried out by supervisors and critical incident managers on each shift. A review is carried out by a detective inspector or detective chief inspector after 48 hours (see Areas for improvement). The reviews are recorded on the log. Officers of various ranks are trained as lost person search managers to provide tactical advice on searching for missing persons.

It is evident that action taken is commensurate with risk. A risk assessment procedure was introduced in November 2005 and is currently under review. All initial reports are risk assessed by communications centre staff, the first responding officer and then verified by a supervisor. The critical incident manager (duty inspector) reviews and risk assesses all missing person reports, managing appropriate actions and responses by uniform or CID personnel. A structured review process is in place, with the BCU detective inspector reviewing all cases after 48 hours and the BCU detective chief inspector reviewing all long-term vulnerable missing person cases (see Areas for improvement). Operational staff showed a good level of understanding of the risks and processes to be considered when dealing with a high-risk missing person.

Missing person cases form part of the force and BCU daily tasking and management meetings, which provides a strong frame of accountability for investigation. This process was witnessed by the inspection team at a site visit to South and West Devon BCU (see Areas for Improvement). A detailed problem profile has been carried out (dated 17 March 06) which reviewed the extent and nature of the issues raised by missing persons to the force. This included an examination of the investigation process relating to missing persons, identification of key issues that remain to be addressed, and evaluation of the impact of recent initiatives on the organisation.

Evidence of multi-agency working is demonstrated through the Missing Persons Unit Pilot Project which commenced in January 2006. Drawing on national best practice, the initiative between social services and the police focused on the improved management of repeat missing persons and adopted a partnership problem-solving approach. The project has reduced the number of missing person episodes by around 30%. Funding has been cut, causing social services to withdraw their resource, and is currently under review. There are excellent partnership arrangements in place with local voluntary groups and partners who provide an immediate response to reports of high-risk missing persons. Officers in Cornwall are able to call in the assistance of the Coastguard, Cornwall Search and Rescue and a Royal Navy helicopter by means of a telephone call.

Work in progress

The force has re-established a steering group bringing all the PVP strands under management of one group chaired by the ACC (operations and crime), with the first meeting

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being held in September 2007. The ACC (OC) was briefed by the force policy owner and the legal director on progress and gaps in the implementation of NCPE/ACPO missing person guidelines.

The missing persons policy is currently under review and will be updated once the emerging proposals from the PPU project and missing persons IT project (see below) are known.

The WPC COMPACT IT system has recently been adopted as the accepted method of reporting missing persons. This is currently being piloted on one BCU, with force-wide coverage anticipated during 2007. This will replace the current system of recording on the OIS log system, which is both time consuming and difficult to search. It is anticipated that the WPC COMPACT IT system will allow for active supervision, record reviews, be easy to audit and provide both intelligence and performance information. The inspection team were given a demonstration of the system which shows promise in delivering the anticipated benefits (see Developing practice).

While reviews of individual missing persons take place when required, there was no evidence of force-level audit or quality control to ensure a co-ordinated approach to missing persons investigations. The force is introducing a PVP performance management review process which will see a BCU being inspected every three months, and the ACC (operations and crime) will also become involved in one inspection annually.

Management of missing persons training is not provided as a matter of course, but the training for WPC COMPACT includes how to investigate missing persons as well as what is required on the IT system.

Concerted efforts are being made at strategic level to find solutions to persistent missing persons absent from local authority care. Three out of four BCUs have introduced multi-agency responses to repeat missing young persons, and this has brought about significant reductions in some areas. While good practice is acknowledged by the force and partners, it does require investment of resources, and social services cannot always provide a dedicated member of staff.

Areas for improvement

In general terms, officers and staff knew where to locate policy but expressed frustration about the ease of access through current force IT systems (see Strengths).

Return from missing interviews are normally carried out where a young person has gone missing. However, officers have not been trained in carrying out return from missing interviews and some officers were unclear about the questions to ask and did not understand the importance of these interviews being completed in order to gather intelligence or allow preventative action to be taken. Front-line response staff and NBMs were not clear about the set procedures to deal with persistent young runaways, and there was a lack of understanding of the particular vulnerability of young persons missing from local authority care.

There is no corporate approach to the problem of children who persistently go missing from home or from local authority care and similarly there is currently no means of sharing good practice across the force. There has not been a single protocol between social services, the local authorities and the force for dealing with missing persons since 2002. Torbay has an effective working protocol, which meets the ACPO 2005 standard, but all three of the other BCUs have standards that are non-compliant. There are opportunities to develop better working practices with partners concerning the reporting regime of 'looked after' children missing from home, and concerns were raised that the problem of persistent runaways was

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not being addressed in a problem-solving way by partners, resulting in early reporting to police of children in care of agencies as a way of transferring risk.

The force records its strategic priorities in the annual policing plan and the strategic plan, but the investigation of missing persons does not feature in either.

A more intrusive stance by the police authority on PVP issues would be welcomed by the force. While there is a strong lead given on children's issues, there is potential for detailed oversight in other key areas, specifically missing persons.

The problem profile highlights the need to adopt an intelligence-led approach to missing persons in order to reduce the volume of incidents and improve existing risk assessment processes. A multi-agency approach is needed to ensure that service improvements are qualitative as well as quantitative. As highlighted in the report, widening the use of existing good practice could result in significant reductions in demand and risk to individuals.

RECOMMENDATION 9

That the force develops a multi-agency and intelligence-led approach to ensure that service improvements are made at a qualitative as well as a quantitative level, to reduce the volume of incidents and to improve existing risk assessment processes for missing persons.

Performance management information is limited. Quarterly performance data on missing persons is now delivered on BCUs but outcomes are difficult to quantify. Missing persons do not form part of the BCU control strategies and are not therefore a high priority. Links between persistent missing young persons and volume crime need to be made by BCUs to encourage a more joined-up approach to problem solving in this area. The new missing persons IT system will provide more detailed performance information (see Work in progress).

There has been no formal training for inspectors or sergeants in the investigation of missing persons.

During the fieldwork phase of this inspection, a site visit was carried out at South and West Devon BCU. The inspection team witnessed a daily tasking meeting where some six medium-term missing persons were reviewed. It was evident that at least two of the six had not been subject to a detective inspector (48 hour) review and this process had to be reinforced by the chair of the meeting.

October 2007

Developing Practice

INSPECTION AREA: Protecting vulnerable people – missing persons

TITLE: Introduction of an IT solution to the management, recording and investigation of missing persons

PROBLEM:

3A WIP 4 – To evaluate the business benefits of adopting an IT solution to the management of missing persons; 4B AFI 6 – To identify and deliver structures to ensure effective information sharing between staff in closely related disciplines; 4B AFI 9 – To develop a written accountability framework with clear lines of strategic and operational responsibility from practitioners to chief officer lead; 4B AFI 5 – To create and implement partnership prevention strategies to reduce reports of young people missing from care; and 4B AFI 4 – To devise and implement a central training package to improve staff awareness when dealing with missing persons.

SOLUTION:

An internal gap analysis identified failings in the force missing persons IT system, after which a force strategy group was formed. An IT solution called COMPACT was identified and purchased in December 2006. An IT pilot commenced in March 2007 in Exeter and Plymouth which encompass two Young Runaways units. IT training for key personnel, including staff from partner agencies, commenced at the end of February 2007 which will also reinforce NCPE guidelines and risk assessment. Corporate policy and working practices will be identified throughout the pilot and be introduced throughout the force. Good practice will be identified through the Young Runaways units so that information sharing is improved as well as better management of return of repeat young missing persons. The pilot will feed information into the Peninsular MISPER Strategy Group sponsored by The Children's Trust to ensure standard multi-agency protocols. The pilot will show the usability of the system, the level of training required and issues to be addressed. In addition, it will provide a fully costed and time-scheduled project initiation document for the roll-out of the application across the force. The pilot will derive an understanding of the changes required to the current working practices, processes and procedures to extract best benefits from the COMPACT application.

OUTCOME(S):

Compliance with NCPE guidelines 2005; standardisation of working practices and case management across the force; creation of 'management of return' units co-located with partner agencies; standard multi-agency protocols; reduce number of missing person incidents (by 10%); reduce number of repeat missing person incidents (by 20%); increased number of return interviews (propose 95%); and demonstrable efficiency gains/savings which can be captured within the force business plan.

The trial has been successful and will be rolled out across the force with a target date for completion of early 2008.

FORCE CONTACT: Inspector Ian Fraser-Roe – 01392 223709

Recommendations

Neighbourhood Policing

Recommendation 1

That the force adjusts its systems and processes to ensure that they support Neighbourhood Policing, specifically call handling and intelligence.

Performance management

Recommendation 2

That the force ensures an appropriate level of training on performance management is provided for all managers and supervisors.

Protecting Vulnerable People

Recommendation 3

That the force should revisit the proposal to introduce public protection units to ensure a corporate and consistent approach to protecting vulnerable people across the four basic command units.

Recommendation 4

That the force introduces a corporate monitoring and review process to ensure a consistent response across the force area and to provide management information which will aid the improvement of performance for all PVP disciplines.

Recommendation 5

That the force develops and implements a formal structure for the sharing of information and intelligence across all protecting vulnerable people disciplines.

Child abuse

Recommendation 6

That the force introduces an accountability framework for child abuse investigations.

Domestic violence

Recommendation 7

That the force evaluates the current system of domestic violence training to ensure that all operational officers and staff within the call management department are fully aware of the risks and their responsibility in the investigation of domestic violence.

Public protection

Recommendation 8

That the force ensures only trained officers undertake registered sex offender home visits, and to achieve this the force should consider training its neighbourhood beat managers to carry out this role.

Missing persons

Recommendation 9

That the force develops a multi-agency and intelligence-led approach to ensure that service improvements are made at a qualitative as well as a quantitative level, to reduce the volume of incidents and to improve existing risk assessment processes for missing persons.

Appendix 1: Glossary of Terms and Abbreviations

A

ABC	activity-based costing
ACAS	Advisory, Conciliation and Arbitration Service
ACC	assistant chief constable
ACPO	Association of Chief Police Officers

B

BCS	British Crime Survey
BCU	basic command unit

C

CAIU	child abuse investigation unit
CDIB	central data input bureau
CDRP	crime and disorder reduction partnership
CIS	crime information system
CIT	crime investigation team
CMCD	call management and communications department
CRU	central referral unit

D

DCC	deputy chief constable
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E

ENTE	evening and night time economy
ERS	environmental regulation service

F

FIQM forensic and investigation quality assurance manager

G

GMB Britain's General Union - trade union (originally the General Municipal Boilerworkers Union)

H

HMIC Her Majesty's Inspectorate of Constabulary

HOCR Home Office counting rules

HR human resource(s)

I

ICIDP Initial Crime Investigators' Development Programme

ICT information and communications technology

IIMU information and intelligence management unit

IPCC Independent Police Complaints Commission

L

LAA local area agreement

LCJB local criminal justice board

LSCB Local Safeguarding Children Board

M

MAPPA multi-agency public protection arrangements

MARAC multi-agency risk assessment conference

MIDT MAPPA improvement development team

MSF most similar force(s)

N

NAG neighbourhood action group

NBM neighbourhood beat manager

NCPE National Centre for Policing Excellence

NED	North and East Devon
NIM	National Intelligence Model
NPIA	National Policing Improvement Agency

O

OASys	Offender Risk Assessment System
OIC	officer in case
OIS	operational information system

P

PACT	Police and Communities Together
PCSO	police community support officer
PDR	performance development review
PIT	performance improvement and tasking
PMR	performance management review
PPO	police protection order
PPU	public protection unit
PSP	problem solving partnerships
PVP	Protecting Vulnerable People

Q

QoSC	Quality of Service Commitment
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R

RM2000	Risk Matrix 2000
RNLI	Royal National Lifeboat Institution
RSO	registered sex offender

S

SCAIDP	specialist child abuse investigator development programme
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SGC	specific grading criteria
SMART	specific, measurable, achievable, realistic, timely
SPI	statutory performance indicators
SWD	South and West Devon
T	
TAPS	trends and performance statistics
TCG	tasking and co-ordination group
TPJ	territorial policing and justice
V	
ViSOR	Violent and Sex Offenders Register