

Her Majesty's Inspectorate of Constabulary



**Baseline Assessment
Gloucestershire Constabulary**

October 2005

*Gloucestershire Constabulary – Baseline Assessment
October 2005*

ISBN 1-84473-689-X

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FIRST PUBLISHED 2005

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Introduction to Baseline Assessment

This report is the outcome of HMIC's assessment of Gloucestershire Constabulary's performance during 2004/05, measuring, where appropriate, the force's progress since the initial baseline assessment published in June 2004, and, where such comparison has not been feasible, gauging performance against agreed standards and known good practice.

Baseline assessment has been developed by HMIC to reflect a dynamic performance environment in which the Police Reform Act and the Policing Performance Assessment Framework (PPAF) have had a significant impact. Baseline assessment makes considerable use of self-assessment and grading criteria to produce one of four delivery grades – *Excellent, Good, Fair* or *Poor* – across a broad range of policing activities. In many cases, a 'direction of travel' grade – *Improved, Stable* or *Deteriorated* – is also noted. Baseline assessment is a diagnostic assessment that generates a tailored programme of inspection activity for each force – ie, future inspection activity will be intelligence-led and will reflect the overall performance of the force.

A number of changes were made to the evidence-gathering frameworks for 2004/05, but the core of the assessment is intact. The changes have:

- absorbed some less substantive issues such as prisoner handling into more comprehensive frameworks;
- enhanced coverage of citizen focus/neighbourhood policing issues; and
- differentiated internal diversity issues such as recruitment from outward-facing service quality and fairness policies.

In 2003/04 we used generic criteria to underpin the various grades, but, with the help of Association of Chief Police Officer (ACPO) business area leads and expert practitioners, specific grading criteria were developed to ensure a more reliable and robust approach to grading this year. Last year's gradings sought to reflect and give credit for improvement – and the converse for declining trends – whereas in 2004/05 the delivery grade is essentially a comparison with peers and performance over time is denoted by the direction of travel grade. Where the framework has changed significantly from last year, as is the case with the two diversity frameworks, it is inappropriate to denote the direction of travel. These frameworks will have a direction of travel assessment in future years. Professional Standards is the subject of a full inspection in all 43 forces in autumn 2005 and therefore has not been graded in this report.

Forces and authorities will be aware of work led by HM Inspector Denis O'Connor, in response to a commission from the Home Secretary to advise him on structural issues, which reviewed forces' capability to deliver 'protective services'. These reviews overlapped with baseline assessments in several areas, notably Tackling Level 2 Criminality and Major Crime Investigation, and HMI determined that the baseline grade should reflect the full body of evidence available. In other areas, such as implementation of the National Intelligence Model (NIM), HMIC is working closely with colleagues in the National Centre for Policing Excellence to arrive at consistent assessments of performance.

The delivery grades for each activity are derived from a combination of objective, quantitative evidence and qualitative assessments that seek to contextualise performance. Judgements are based on available evidence of performance in the year 2004/05, but unfortunately, in a small number of areas, end-of-year data was not available at the point (mid-September) when gradings had to be finalised. The main activities affected are Criminal Justice (absence of COMPASS data on file quality, etc)

and Fairness and Equality, where information on stop and search activity is not available. In these cases, the most up-to-date information available is used.

The baseline assessment reports for each force will be publicly available on HMIC's website but, for the first time, the summary results (ie, the delivery gradings and direction of travel gradings) will be combined with forces' results against statutory performance indicators (SPIs) to produce a combined assessment. This combined assessment shows performance for each baseline framework and SPI, then combines the results to produce a headline grading for each of the seven domains in the PPAF. So, for example, performance for the Reducing Crime domain might be expressed as *Good* and *Improved*.

The Local Policing domain is intended to show the impact of deploying police resources to meet local (either force or basic command unit (BCU)-level) priorities. HMIC will assess whether these priorities have been derived appropriately and will gauge success in meeting the relevant objectives. Until the Association of Police Authorities has issued guidance to ensure consistent and robust methods of setting local priorities, an interim approach has been agreed. The tripartite PPAF Steering Group has therefore agreed that, for this year and for 2005/06, the Local Policing domain will consist of HMIC's Neighbourhood Policing framework and SPI 1c – the British Crime Survey-based measure of confidence in the force concerned.

The police service is committed to continuous improvement in the quality of services it delivers to local communities. HMIC shares this commitment and sees its activities as a catalyst for improvement. The response of individual forces to last year's assessment has been highly commendable, and tangible improvement is evident in areas such as call handling and volume crime reduction. But because the comparison in performance terms is with the force's peers (using the most similar force (MSF) groupings), it is possible to improve over time and yet still receive a *Fair* or even *Poor* grade. This is notable in the grades for volume crime reduction and reflects the fact that expectations on forces are high, and that the performance of similar forces is the benchmark. Increasingly, the service is setting itself – or is being set by Ministers – demanding targets for the quality of services it provides; wherever such standards and targets have been set, HMIC will inspect against them.

The Future Development and Application of Baseline Assessment

As the name implies, this assessment represents a baseline against which the force's future performance will be gauged. Using NIM-type risk assessment, HMIC will use the results set out in this report to shape the extent and nature of inspection activity in the coming year. A number of forces will benefit from 'inspection breaks', with only a light-touch validation of their self-assessment in 2006 and an HMI-led assessment of leadership and corporate governance.

While seeking to minimise changes to the structure and content of the baseline frameworks, we will take expert advice on how to tighten them and make them absolutely 'fit for purpose'. Incorporating some of the 'protective services' issues is an important development. An ACPO lead has been identified for each framework area and will have a key role in agreeing the content and specific grading criteria (SGC), and will subsequently be involved in moderating the gradings in summer 2006. The revised frameworks and SGC will be issued together by December 2005.

Conclusion

This assessment is the result of on-site work conducted by HMIC staff officers, on behalf of HM Inspector Jane Stichbury CBE, QPM, BA, MA, in spring 2005. It takes account of a wide range of documentary evidence, structured interviews at headquarters and in BCUs, and the results of consultation with many of the force's partner agencies and other stakeholders. Performance data has been examined to identify recent trends and to make comparisons with other forces using financial year performance data.

The following forces have been identified as being most similar to Gloucestershire Constabulary in terms of demography, policing environment and other socio-economic factors: Cambridgeshire, Devon & Cornwall, Dorset, Norfolk, North Yorkshire, Suffolk, and Warwickshire. When making comparisons in this report the average performance in this group, known as the most similar force (MSF) group, is used.

HM Inspector wishes to thank the members of the force and police authority for their assistance in supplying information, conducting self-assessment and setting aside time to speak to HMIC staff. The assessment would not have been possible without their assistance and contribution.

*Gloucestershire Constabulary – Baseline Assessment
October 2005*

| Baseline Assessment 2005 Frameworks | | | |
|---|--|--|---|
| 1 Citizen Focus (PPAF domain A) | | | |
| 1A Fairness and Equality <ul style="list-style-type: none"> • Equality of service delivery • Community cohesion • Engaging with minority groups | 1B Neighbourhood Policing and Community Engagement <ul style="list-style-type: none"> • Effective mechanisms for obtaining community views • Responding to local priorities • Effective interventions and problem solving with partners and communities • Community involvement with police | 1C Customer Service and Accessibility <ul style="list-style-type: none"> • Quality of service to victims and witnesses • Customer care • Responding to customer needs • Accessibility of policing services | 1D Professional Standards <ul style="list-style-type: none"> • Investigation of public complaints • Improving professional standards • Combating corruption and promoting ethical behaviour • Reducing complaints and learning lessons |
| 2 Reducing Crime (PPAF domain 1) | | | |
| 2A Reducing Hate Crime and Crimes against Vulnerable Victims <ul style="list-style-type: none"> • Partnerships on child protection, reducing race crime, domestic violence (DV) and homophobic crime • Performance in reducing these crimes • Multi-agency police protection arrangements (MAPPA) and sex offenders | 2B Volume Crime Reduction <ul style="list-style-type: none"> • Crime strategy • Performance in reducing volume crime • Problem solving • National Crime Recording Standard (NCRS) compliance | 2C Working with Partners to Reduce Crime <ul style="list-style-type: none"> • Basic command unit (BCU) support for crime and disorder reduction partnerships (CDRPs) • Drugs prevention/harm reduction • CDRP crime reduction performance | |
| 3 Investigating Crime (PPAF domain 2) | | | |
| 3A Investigating Major and Serious Crime <ul style="list-style-type: none"> • Detection rates for murder, rape and other serious crime • Integration with overall crime strategy • Compliance with Association of Chief Police Officers (ACPO) murder manual • Early identification of critical incidents that may escalate into major inquiries | 3B Tackling Level 2 Criminality <ul style="list-style-type: none"> • Crime that crosses BCU and/or force boundaries • Support for regional intelligence and operations • Asset recovery (Proceeds of Crime Act (POCA)) • Effective targeted operations • Quality packages to National Criminal Intelligence Service (NCIS) | 3C Investigating Hate Crime and Crimes against Vulnerable Victims <ul style="list-style-type: none"> • Investigation/detection of child abuse, race crime, DV and homophobic crime • Integration with overall crime strategy • Joint training (eg with social workers) and investigation | |
| 3D Volume Crime Investigation <ul style="list-style-type: none"> • Crime strategy • Crime recording • Investigative skills, eg interviewing • Automatic number plate recognition (ANPR) • Detection performance | 3E Forensic Management <ul style="list-style-type: none"> • Specialist scientific support • Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc • Integrated management of processes • Performance in forensic identification and detection | 3F Criminal Justice Processes <ul style="list-style-type: none"> • Quality and timeliness of case files • Custody management/prisoner handling • Youth justice • Police National Computer (PNC) compliance | |

| | | |
|---|--|--|
| 4 Promoting Safety (PPAF domain 3) | | |
| 4A Reassurance <ul style="list-style-type: none"> Operational activity to reassure communities Use of media to market success Uniformed patrol and visibility Extended police family Performance in reducing fear of crime | 4B Reducing Anti-Social Behaviour (ASB) and Promoting Public Safety <ul style="list-style-type: none"> Non-crime activities of CDRPs and other partnerships Use of ASB legislation, tools, etc Road safety partnerships Emergency planning | |
| 5 Providing Assistance (PPAF domain 4) | | |
| 5A Call Management <ul style="list-style-type: none"> All aspects of call handling and call management Initial incident response Early identification of critical incidents Performance in answering and responding to public calls | 5B Providing Specialist Operational Support <ul style="list-style-type: none"> Management of central operational support Police use of firearms Capability for policing major events/incidents | 5C Roads Policing <ul style="list-style-type: none"> Effectiveness of arrangements for roads policing Integration/support for other operational activity |
| 6 Resource Use (PPAF domain B) | | |
| 6A Human Resource (HR) Management <ul style="list-style-type: none"> HR strategy and costed plan Key HR issues not covered in 6B or 6C Health and safety Performance in key HR indicators | 6B Training and Development <ul style="list-style-type: none"> Costed training strategy and delivery plan Key training and development issues | 6C Race and Diversity <ul style="list-style-type: none"> Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability Performance in meeting key targets |
| 6D Resource Management <ul style="list-style-type: none"> Resource availability Effective use of resources to support front-line activity Devolved budgets Finance, estates, procurement and fleet management functions | 6E Science and Technology Management <ul style="list-style-type: none"> Information systems/ information technology (IS/IT) strategy and its implementation Programme and project management Customer service Adequacy of key systems Business continuity/disaster recovery | 6F National Intelligence Model (NIM) <ul style="list-style-type: none"> Extent to which structures, processes and products meet NIM standards Integration of NIM with force planning and performance management Use of community intelligence Application of NIM to non-crime areas |
| 7 Leadership and Direction | | |
| 7A Leadership <ul style="list-style-type: none"> Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce Effectiveness of succession planning Promotion of corporacy | 7B Strategic Management <ul style="list-style-type: none"> Integrated strategic planning framework External communication/ consultation Relationship with local police authority (PA) Police reform implementation Internal communication/ consultation Programme and project management Management of reputation/ public expectations | 7C Performance Management and Continuous Improvement <ul style="list-style-type: none"> Effective performance management structures and processes at all levels Quality and timeliness of performance/management information Internal inspection/audit/quality assurance (QA) systems Effectiveness of joint force/PA best value reviews (BVRs) |

Force Overview and Context

Gloucestershire Constabulary serves the county of Gloucestershire, comprising six local authorities. The county city is Gloucester and the largest town is Cheltenham. Situated at the northern edge of the south-west region of England, Gloucestershire covers an area of 1,025 square miles, including large areas of outstanding natural beauty. However, despite its image as a rural idyll, significant pockets of deprivation exist within the county, with 13 wards in the top quartile nationally for deprivation. Furthermore, Gloucester district as a whole represents a particular area of deprivation, being the 101st most deprived district in the country out of a total of 354 districts. This fact has a significant impact on overall performance.

The county includes the Cotswolds in the north and the Royal Forest of Dean in the south-west, separated by the Severn Vale. The total population is 564,559 (2001 census); the black and minority ethnic (BME) population represents approximately 3% of the total population (16,077). The city of Gloucester is home to a large proportion of the total BME community.

The constabulary headquarters (HQ) is currently situated in Cheltenham, although it will move to a new-build site at Quedgeley, near Gloucester, in December 2005, allowing centralisation of HQ functions. The chief officer group (COG) consists of the Chief Constable, a deputy chief constable (DCC) and two assistant chief constables (ACCs) with responsibility for operations and corporate services respectively. A police staff director of resources holds the finance, personnel and administration portfolios. The Chief Constable, Dr Timothy Brain, has been in post for four years, having previously served as the DCC in the county for three years. DCC Craig Mackey was previously assistant chief constable (ACC) (operations) in the force. ACC Mark Polin, former holder of the corporate services post, now holds the ACC (operations) post. At the time of the inspection, the post of ACC (corporate services) was temporarily filled by Kevin Lambert. The force has advertised for a new ACC, who is expected to be in post by the end of 2005. The police authority chair is in his third term of office, having led the authority for over seven years. The force is made up of three divisions, each of which is coterminous with two local authority areas. Each division is divided into inspector-led neighbourhood areas (INAs) within a geographical policing model; there are a total of 17 INAs.

The budget for 2004/05 was £92.02 million. The establishment as at 31 March 2005 was 1,289 full-time equivalent (FTE) police officers and 783.5 FTE police support staff (including traffic wardens and police community support officers (PCSOs)), supported by 146 special constables. It is important to note that not all the FTE officers are available for deployment across the county, as a number of these posts are specifically funded by the Home Office (independently of local council tax precepts) for royalty protection duties.

In 2003/04, having received the lowest possible level of grant increase, the police authority secured a council tax precept rise of 52%, following a 19% rise the previous year. In 2004/05 the police authority set a lower precept increase of 9.9%, due to the threat of capping. These rises were secured to maintain an efficient and effective policing service, with much of the investment going into improving armed response capability, crime investigation and forensic resources. Implementing this budget increase has presented new challenges, such as a doubling of the level of recruitment compared with the previous year. The police authority inherited negligible reserves and a run-down estate, which required significant investment. However, the size of the estate (numbers of buildings) presented opportunities for rationalisation. There has been considerable investment in technology and intelligence

personnel and infrastructure to support full implementation of the National Intelligence Model (NIM).

Gloucestershire Constabulary's geographical policing structure has been in place since 1998. Each INA is also coterminous within a district council, which facilitates effective partnership working at local level. On appointment in April 2001, the Chief Constable set out a clear five-year plan for the force, known as Vision 5. The 'vision' of this five-year plan is to become the most operationally effective police force in the country. Vision 5 sets out the values underpinning this objective and five-year strategic aims. Each part of the plan has lead officers, applies to all areas of business and is complementary to the police authority's three-year strategy and local policing plan. The police authority fully endorses and supports Vision 5.

In 2002 a review of INA policing took place, the results of which reinforced commitment to this style of service delivery. INA boundaries were realigned with new local government ward boundaries to preserve the coterminous relationship with statutory partners. Increased numbers of sergeant and inspector rank posts in basic command units (BCUs) freed INA managers from providing extended 24-hour divisional cover, raising their profile in local communities.

Gloucestershire Constabulary is confident that Vision 5 fully takes into account current central government objectives and issues arising from the ongoing police reform programme. Much of the service improvement is made possible through the increase in the local authority precept in April 2004. Developments include: an expansion of PCSOs (providing additional patrolling reassurance); a dedicated source handling unit; additional resources for major and economic crime investigation; 29 additional detective constables; outsourcing of the custody detention officer function, releasing police officers to operational front-line duties; additional firearms officers to provide an extra armed response vehicle (ARV); and the civilianisation of the scene of crime officer (SOCO) role, with new police staff posts to support administrative functions. These developments will position the force to achieve its overall Vision 5 aim.

Performance is captured in sections 1–7 of this report. Detailed performance tables are set out in Appendix 1.

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| Summary of Judgements | Grade | Direction of Travel |
|---|------------------|----------------------------|
| 1 Citizen Focus | | |
| 1A Fairness and Equality | Fair | |
| 1B Neighbourhood Policing and Community Engagement | Good | Stable |
| 1C Customer Service and Accessibility | Fair | Stable |
| 1D Professional Standards | | |
| 2 Reducing Crime | | |
| 2A Reducing Hate Crime and Crimes against Vulnerable Victims | Fair | Improved |
| 2B Volume Crime Reduction | Fair | Improved |
| 2C Working with Partners to Reduce Crime | Good | Stable |
| 3 Investigating Crime | | |
| 3A Investigating Major and Serious Crime | Good | |
| 3B Tackling Level 2 Criminality | Good | |
| 3C Investigating Hate Crime and Crimes against Vulnerable Victims | Fair | Stable |
| 3D Volume Crime Investigation | Fair | Deteriorated |
| 3E Forensic Management | Good | Stable |
| 3F Criminal Justice Processes | Good | Improved |
| 4 Promoting Safety | | |
| 4A Reassurance | Good | Stable |
| 4B Reducing Anti-Social Behaviour and Promoting Public Safety | Good | Stable |
| 5 Providing Assistance | | |
| 5A Call Management | Good | Stable |
| 5B Providing Specialist Operational Support | Fair | Stable |
| 5C Roads Policing | Good | Stable |
| 6 Resource Use | | |
| 6A Human Resource Management | Good | Improved |
| 6B Training and Development | Good | Improving |
| 6C Race and Diversity | Good | |
| 6D Resource Management | Good | Stable |
| 6E Science and Technology Management | Good | Stable |
| 6F National Intelligence Model | Good | Stable |
| 7 Leadership and Direction | | |
| 7A Leadership | Good | |
| 7B Strategic Management | Excellent | Stable |
| 7C Performance Management and Continuous Improvement | Good | Stable |

1 Citizen Focus

Gloucestershire Constabulary is in a good position to embrace the Government's citizen focus agenda, having constructed its policing style on the concept of local ownership through INAs. The force continues to forge links with key community groups and is making good use of its independent advisory group (IAG). The force has worked hard to drive the diversity agenda and has put in place an effective performance monitoring regime to reinforce this work stream. An increase in the level of complaints made against officers is significant and will be the subject of scrutiny in the forthcoming inspection of professional standards departments in the autumn of 2005.

1A Fairness and Equality

| |
|------|
| Fair |
|------|

Strengths

- The chief officer team has demonstrated clear, visible and intrusive leadership of the diversity action plan. The Chief Constable and the ACC (operations) attend the annual community event that aims to improve communication with the minority communities in the county and to increase their confidence in the police.
- The diversity action plan brings together recommendations from sources such as the Morris Inquiry, the Gender Agenda, the Breaking Through action plan, and the Commission for Racial Equality (CRE) criteria for good practice. The plan is driven through a number of subgroups overseen by the ACC (operations), and has support from unions and staff associations. Each chief officer has a specific and measurable performance development review (PDR) objective which relates to equality and diversity.
- The recruitment of an experienced and impactful diversity manager supported by adequate resources has been a positive step for Gloucestershire Constabulary. The establishment of a diversity unit has acted as a focus for and source of practical and policy advice across the force.
- Clear and impactful performance information is captured in the quarterly monitoring report. It includes comprehensive information broken down by gender and ethnicity to identify potential inequality or discrimination in recruitment, promotion, discipline, grievances, complaints, stop and search, racial incidents and offences and employment. It is discussed at strategic and tactical levels within the organisation.
- A sustained publicity campaign, which has highlighted the importance of diversity, has been put in place throughout the force and has generated positive action at a number of levels. Chief officers have been at the forefront of this exercise, to reinforce the importance of the message. Staff show a high level of awareness of the priority placed by the force on the subject.
- The positive management of critical incidents has been an area of priority activity for Gloucestershire Constabulary, as the recent arrest and conviction of a suspected terrorist has illustrated. The force's response was comprehensive and effective and minimised community concern.
- An effective consultation mechanism with minority staff groups is evident and there is a high level of satisfaction among members of these associations about the force's stance on diversity issues.

- There is a relatively low level of racially or religiously aggravated incidents, standing at 0.38 per 1,000 population. (See Appendix 1 for MSF and national averages.)

Areas for Improvement

- Notwithstanding the good work that has taken place since the last baseline assessment, performance in satisfaction surveys has yet to reflect the improvements made. Victim and user satisfaction surveys carried out during 2004/05 indicate that for most indicators Gloucestershire Constabulary was either in the third or fourth quartile of its MSF group. (See Appendix 1 for national averages.)
- The detection rate for religiously or racially aggravated crimes indicates a fall in performance from 55.1% during 2003/04 to 43.3% during 2004/05. This performance places the force fifth in its MSF. (See Appendix 1 for national averages.)
- The difference in detection rates for victims of violent crimes who come from black and minority ethnic (BME) groups was 5.7 percentage points, the actual rates being 44.2% and 49.9% respectively. (See Appendix 1 for MSF and national averages.)

1B Neighbourhood Policing and Community Engagement

| | |
|-------------|---------------|
| Good | Stable |
|-------------|---------------|

Strengths

- The Chief Constable has a high profile within Gloucestershire and uses this as a platform to promote Vision 5, the strategic plan for Gloucestershire Constabulary. The first strand of the plan emphasises the importance of building the trust and confidence of the community. The fifth strand commits the force to consulting effectively with the community. This encompasses the concept of police, partners and the community working jointly to solve local problems.
- The force is built on the concept of INAs, which provide a visible and accessible point of local contact to raise and resolve issues. The INAs each have a dedicated police authority member assigned to them. There are 17 INAs operating within the three BCUs. They have dedicated community beat constables or, where appropriate, rural beat constables, and PCSOs to complement them. These key roles are actively monitored to prevent abstractions and ensure continuity of contact for the public.
- Each INA holds local consultation meetings, chaired by a member of the police authority, on a quarterly basis to identify and address local concerns. An embedded culture of local problem solving exists among INA staff. This is combined with a desire to deliver on behalf of the neighbourhoods they serve.
- Gloucestershire Constabulary's strategic and tactical planning are both driven by the disciplines of NIM and inform the prioritisation and allocation of resources across the organisation.
- The Multi-Agency Information Database for Neighbourhoods (MAIDeN) is used to provide community profiles and data sharing for any geographical area of the county, including mapping where required. This information is then used to inform both BCU and crime and disorder reduction partnership (CDRP) strategies. Local partners are included in the tasking process at BCU level.
- There are 50 PCSOs currently in post and the number is expected to rise to 72 by the end of 2005. These are integrated into INA teams and are an important link in engaging with communities. The introduction of PCSOs has been widely welcomed both within the organisation and by the general public. The force has resisted mission creep and insisted that their role continues to be to serve the neighbourhood policing and reassurance agenda. Both Cotswold & Stroud and Forest & Gloucester BCUs have formed community safety teams in which PCSOs are combined with community beat officers to target matters of local concern.
- The force's plans are informed by extensive postal surveys which enjoy a better than 50% return rate. These surveys are repeated on a three-yearly cycle to coincide with the internal planning round.
- There is a strong consultative mechanism at BCU level, and the force has used innovative methods such as citizens' juries to capture the concerns and preferences of the communities it serves.
- There is strong evidence that Gloucestershire Constabulary actively monitors community tensions and is able to activate an appropriate multi-agency response to unforeseen events (see 3A Investigating Major and Serious Crime).

Areas for Improvement

- INAs are resource-hungry and frequently experience staffing and supervision problems which impact on the delivery of service. For example some shifts of constables do not have their own regular supervisor because of the shift system used. When coupled with the relatively limited experience of front-line constables, this can lead to uncertainty and lack of experienced supervision. The force will soon have an additional 11 sergeants available for INA deployment. Nevertheless, this issue needs examination by the force in light of its current volume crime performance, as this number of extra sergeants is unlikely to have significant impact. Gloucestershire Constabulary is actively considering whether the current number of INAs meets both organisational and community needs.

1C Customer Service and Accessibility

| | |
|------|--------|
| Fair | Stable |
|------|--------|

Strengths

- Vision 5 contains clear customer service messages that are regularly reinforced through a variety of media and championed by the senior management of the force.
- Gloucestershire Constabulary has increased its patrol hours by over 5,500 in the past year through the introduction of a new shift pattern, thereby providing the community with a greater policing presence.
- New technology (internet and 3G) is being exploited to improve access to services, and the force's technical infrastructure has been designed to support government e-policing requirements.
- At present 95% of police buildings open to the public are accessible to people with disabilities. The buildings department has worked through an action plan for compliance with the Disability Discrimination Act 1995, and only Stow-on-the-Wold police station remains to be adapted, though it is subject to planning restrictions.

Areas for Improvement

- Victim and user satisfaction surveys carried out during 2004/05 show that for most indicators Gloucestershire Constabulary was in the third or fourth quartile of its MSF group, which for baseline assessment purposes is seen as the most important comparator. These results have significantly affected the grading given for this framework. (See Appendix 1 for MSF and national averages.)
- Hold times, after calls have been answered by the switchboard, can be up to five minutes before the caller is offered a call-back service. This is considered to be excessive.
- Of the 19 police buildings in the force none is open 24 hours a day, (this was a result of feedback from user level surveys and footfall analysis): four (21%) are open for between 12 and 24 hours per day; and the remaining 15 (79%) are open for less than 12 hours a day. While contact can be made via telephone or intercom link to the force control room, work is under way on a corporate policy on police station opening hours, as part of the quality of service commitment.

1D Professional Standards

HMIC has a statutory responsibility to remain fully informed as to the effectiveness of forces' handling of complaints. Following the transition to baseline assessment, and the high-profile outcomes of three separate national inquiries, HMIs identified the need for a focused inspection of professional standards (including complaints) in each force to provide a robust comparative baseline for ongoing assessments of progress.

In October/November 2005, every force will undergo a focused inspection of professional standards. The programme has been designed in conjunction with the Association of Chief Police Officers (ACPO), the Association of Police Authorities, the Home Office and the Independent Police Complaints Commission to ensure that the respective interests of each are addressed and that duplicative inspection activity can be avoided.

The programme of inspections will produce separate public reports and gradings for each force and, in addition, a national thematic inspection report that will consolidate themes, trends and transferable good practice. In view of the scale and timing of the full programme of inspections, the 2004/05 grading for professional standards has been deferred to 2006. As a result, there is no professional standards framework content within this report.

2 Reducing Crime

Gloucestershire Constabulary has made great strides in improving its commitment to reducing hate crime and there is a clear lead given at chief officer level. The force has also been successful in achieving significant reductions in crime over the last year. Burglary of dwellings has reduced by 17.8%, theft of and from motor vehicles has reduced by 19.6% and personal robberies by 29%. This good performance has not been reflected in terms of success against its MSF group, yet the force has performed well against national rankings. There is comprehensive evidence of a multitude of partnerships and joint working to reduce both hate crime and volume crime.

2A Reducing Hate Crime and Crimes against Vulnerable Victims

| | |
|------|----------|
| Fair | Improved |
|------|----------|

Strengths

- The Chief Constable and chief officer team are committed to tackling hate crime, as evidenced by the establishment of a Trust board and Trust steering group, which provide a clear focus for activity in support of this objective. Each BCU has its own diversity champion and diversity is a standing item on each BCU management meeting agenda.
- The development, driven by the ACC (operations), of the new diversity strategy, which fully encompasses hate crime and the ACPO hate crime policy. A significant development is the production of a performance monitoring pack (covering service delivery and internal employment issues and trends) which is presented to and subjected to scrutiny by the ACC (operations) and other members of the Trust steering group.
- There is considerable multi-agency partnership working in support of tackling hate crime and crime against vulnerable victims. Gloucestershire Constabulary is making every effort to increase confidence among communities in this connection. The introduction of the safer communities team in the Barton Street area of Gloucester, the setting up of the True Vision self-reporting scheme, and the reporting of homophobic attacks through various gay and lesbian support groups are among the many initiatives that demonstrate this commitment.
- In the first baseline assessment comment was made about the need to expedite the introduction of a force-wide IAG. This is now in place and caters for all agencies in the Gloucestershire local criminal justice board (LCJB). The IAG has been used successfully to allay community fears following recent high-profile investigations.
- There is clarity in referral procedures for child abuse allegations, and there are effective and close working relationships with social services and the Probation Service.
- There is a relatively low level of racially or religiously aggravated incidents, standing at 0.38 per 1,000 population. (See Appendix 1 for MSF and national averages.)
- Objective 1 within the 2004/05 operational control strategy seeks to 'build trust and confidence in all our communities'. To achieve this objective the force has set several targets, including targets to:
 - increase trust and confidence in policing among ethnic communities, by ensuring that repeat racist incidents do not exceed 100 over the year.

Performance figures for the year indicate that 71 such offences have been committed, and thus the target was met; and

- achieve 5,000 additional patrol hours over the year. Performance for 2004/05 indicates that 30,728 hours have been worked, which is 12,848 hours above the target set.

Areas for Improvement

- Gloucestershire Constabulary has identified that improvements need to be made to the terms of reference of the county-wide racial incident networking group and the local racial incident groups. Once completed, these improvements should enhance their support and networking capability.
- The force has also identified that, following the introduction of the new hate crime policy, a training needs analysis and subsequent training provision will be required. This will be carried out during 2005/06.
- Objective 1 within the 2004/05 operational control strategy seeks to 'build trust and confidence in all our communities'. To achieve this objective the Constabulary has set several targets, including one to ensure that the percentage of repeat incidents among domestic violence (DV) crime incidents reported to police does not exceed 18%. Performance figures for the year indicate that 25.3% were repeat incidents, and thus the target has not been met.
- The National Crime Recording Standard (NCRS) audit of incidents and crime recording found there were vulnerabilities in the correct recording of incidents and crimes for both DV and racist incidents.

2B Volume Crime Reduction

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| Fair | Improved |
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Strengths

- The strategic approach to crime reduction is addressed through promoting community safety by tackling crime and disorder. The ACC (operations) is the chief officer lead for crime reduction, and there is a clear line of accountability for crime reduction through the force's performance improvement conference (PIC), which is led by the Chief Constable and which holds BCU commanders to account for performance.
- The annual local policing plan and the operational control strategy clearly describe crime reduction processes. Crime reduction is a standing item on the monthly level 2 tasking and co-ordinating meetings. The community partnership department plan outlines strategic crime reduction initiatives throughout the force, with a focus on crime hot spots.
- Considerable progress has been made in developing tasking and co-ordinating arrangements within BCUs towards compliance with NIM in support of tackling volume crime.
- There is strong evidence of an embedded problem-solving approach to crime reduction using SARA (scanning, analysis, response, assessment) plans and problem profiles at both level 1 and level 2. It is clear that front-line staff are fully aware of and utilise this corporate approach.
- The five-year national target set by the Home Office for the reduction of burglary of people's homes and motor vehicle crime (ie theft of and from motor vehicles) has already been met and exceeded.
- Objective 2 within the 2004/05 operational control strategy seeks to promote community safety by tackling crime and disorder. To achieve this objective the force has set two reduction targets to:
 - ensure that the number of burglaries of people's homes does not exceed 3,400 over the year. Performance figures for the year indicate that 2,741 offences have been committed, representing a 17.8% reduction compared to the same period in the previous year. In addition the number of repeat burglaries has fallen to 8.4% of the total, which is 1.1 percentage points lower than the same period last year; and
 - ensure the number of thefts of and from motor vehicles does not exceed 8,400 over the year. Performance figures for the year indicate that 6,759 offences have been committed, representing a 19.6% reduction compared to the same period in the previous year.
- There is a further target within the 2004/05 operational control strategy: to ensure that the number of personal robberies does not exceed 490 over the year. Performance figures for 2004/05 indicate that 384 offences have been committed, representing a 29.0% reduction compared with the same period in the previous year.
- There is an effective management information system enabling staff to monitor crime and disorder offences and incidents at INA level.
- Alcohol-related criminality has been targeted for some time by the high-profile StreetSafe initiative that targets hotspots and problem areas. In November 2004 Gloucestershire Constabulary together with Gloucester CDRP launched NightSafe, a publicity and education campaign aimed at tackling binge drinking. A minimum

pricing structure is being developed with licensees to discourage drinks promotions.

- The British Crime Survey (BCS) of Gloucestershire residents indicated that, in the year to December 2004, 3.7% considered themselves at risk of personal crime. This was below the MSF average of 5.7%.

Areas for Improvement

- The overall level of crime saw an 8.2% decrease in 2004/05, and now stands at 93.8 crimes per 1,000 population, yet this places the force only seventh in its MSF group. (See Appendix 1 for national averages.)
- Domestic burglary saw a 17.8% decrease in 2004/05 when compared with the previous year, and now stands at 11.3 burglaries per 1,000 households, yet this again places the force only seventh in its MSF group. Robbery saw a 29.0% decrease, and now stands at 0.7 robberies per 1,000 population, yet this places the force only sixth in its MSF group. Violent crime rose by 13.2% to 18.4 crimes per 1,000 population, placing the force sixth in its MSF group. Vehicle crime saw a 19.6% decrease for the year 2004/05 when compared with the previous year, and now stands at 11.9 crimes per 1,000 population, yet this places the force only sixth in its MSF group. (See Appendix 1 for national averages.)
- The level of BCS comparator crime saw a 12.2% decrease in 2004/05 when compared with the previous year and now stands at 40.9 crimes per 1,000 population, yet this places the force only sixth in its MSF group and 17th nationally.
- While further comment will be made in the Volume Crime Investigation framework, the force was graded Amber during the 2004/05 NCRS audit for both data quality and management arrangements.

2C Working with Partners to Reduce Crime

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| Good | Stable |
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Strengths

- The strategic approach to partnership working is addressed through ‘focusing all our operational effort on reducing crime and disorder’ and is the second strand of Vision 5, and this guides Gloucestershire Constabulary’s interaction with its partners.
- There is a high level of commitment to partnerships both at county strategic level and at BCU level. The Chief Constable leads on the development of a county-wide crime and disorder reduction strategy. There are good strategic relationships with the County Council and district councils, and these have resulted in joint funding of the Gloucestershire Crime and Disorder Support Unit. This unit provides a focal point for crime and disorder reduction activities, offering support and assistance with the implementation of county initiatives and support for local partnerships.
- The force has structured its BCUs and INAs to be coterminous with local authority boundaries. There are close working relationships with CDRPs and BCU commanders as well as INA inspectors and plans flow from the police authority’s plan into the BCU control strategy and thence into CDRP strategies.
- There are many examples of how regional partnership initiatives have helped reduce crime within the county, including the safer students scheme, and advertising about bogus callers, distributed on serviettes to the elderly through the meals on wheels service. Evaluation of such initiatives is planned at the outset.
- A dedicated crime and disorder analyst has been appointed, and provides monthly monitoring reports for each CDRP. The reports produced contain full crime target information and are taken to partnership meetings where progress against objectives is examined. The analyst works jointly to the information services manager in the force’s planning and review department and to the MAIDeN database manager in the County Council. The multi-agency MAIDeN database provides an accessible partnership data sharing tool via a secure internet link.
- The county-wide drugs and alcohol action team has merged with the county-wide crime and disorder COG and now forms the Gloucestershire Community Safety Partnership (GCSP). This merger has provided clear lines of accountability and ensures all partnership agencies are involved in the national drugs strategy and local alcohol strategy. Delivery against targets is monitored by the GCSP.
- The force has an income generation and sponsorship manager, who is a senior member of the finance team, to support bidding for partnership funding. A recent example of co-ordinated bidding was the submission under round 1 of the Neighbourhood Policing Fund: a shortfall was identified and a successful bid was made to the police authority.
- All initiatives have a planned evaluation stage: an example is the ‘alternative to running away’ initiative (ASTRA) which was evaluated by the GCSP. INA inspectors report to their strategic crime and disorder action groups on initiatives within their INAs; NightSafe will be evaluated by the Gloucester CDRP; and initiatives subject to BCU funding are reported on to the Government Office of the South West.
- There is a corporate approach to CDRP. Partners are invited to attend BCU tactical tasking and co-ordinating(TTCG) meetings. The inspection team saw that this happened in practice, although the roles of individuals involved did vary. Partners

have led on some crime prevention initiatives, including in Gloucester NightSafe and the name and shame retail theft programme.

- Police information points have been introduced at a variety of locations throughout the county in an effort to increase community access to policing services. Police information points exist in local housing offices, within tenants' associations, in post offices and in shops.

Areas for Improvement

- While all six CDRPs are set to meet their reduction targets for vehicle crime and domestic burglary and are overall all on course to meet 19 of their 28 crime reduction targets. In comparative terms Cheltenham, Cotswold, Forest of Dean and Stroud CDRPs are within the middle third of their most similar group and Gloucester and Tewkesbury are in the bottom third. The performance of Forest of Dean is improving and that of Tewkesbury is declining; the remainder show no apparent change.
- Comment has already been made in 2B regarding the force's position within its MSF group and the fact that significant improvement in crime reduction needs to be made when compared with its peers.

3 Investigating Crime

Gloucestershire Constabulary has continued to ensure that the investigation of major and cross-border crime is properly resourced. Its forensic management continues to be of a high order and the resources invested in financial investigation and asset seizure have borne fruit. This year has seen considerable investment, in criminal justice processes and victim and witness care in particular. However the force's performance in volume crime detection has declined, leaving this an area of vulnerability. The Catch and Convict programme recognises this deterioration in performance and there is a high degree of optimism that the decline will be arrested and reversed.

3A Investigating Major and Serious Crime

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| Good |
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Strengths

- The ACC (operations) has lead responsibility for specialist crime investigative services (SCISs). There is a well-established and resourced major investigation team (MIT), and a major crime unit that handles all major crimes and level 2 investigations. However, the MIT still requires support from BCUs. It has strong leadership and there is clarity of roles at strategic, tactical and operational levels. The major crime unit and the MIT have the ability to draw on technical resources promptly.
- The force has developed its critical incident policy following benchmarking with others and practical experience.
- There is ample evidence of effective training to meet key roles such as HOLMES 2 (Home Office Large Major Enquiry System), major incident room and casualty bureau. The force has its own Centrex-accredited HOLMES 2 trainers. The force control centre has software known as Vantage that offers drop-down menus for consistent management of all incidents and early identification of critical incidents. There has been critical incident training for detectives and all probationers. This training will be extended to cover the remainder of the force during the Catch and Convict programme roll-out in 2005/06.
- Crime scene preservation and DNA awareness training has already been delivered to all officers by the scientific support manager. It is evident from group interviews of front-line staff that they are forensically aware. The force has provided a number of recent examples of major crime scenes being successfully preserved. The Catch and Convict programme will heighten awareness of this issue further.
- There are six accredited senior investigating officers (SIOs) and 12 deputy SIOs within the force, and there are sound arrangements for call-out of SIOs, crime scene managers, detectives, SOCOs and search co-ordinators. The working hours of the fingerprint bureau have been extended, and both it and the chemical treatment laboratory have call-out arrangements in place which were tested during a recent murder investigation.
- The ACPO murder and MIRSAP (major incident room standardised administrative procedures) manuals provide the basis upon which all major crimes are investigated by the force. The force has seconded a detective to assist in the rewrite of the MIRSAP manual. Unresolved major cases are subject to continual review by the MIT.

- The use of community impact assessments during major crime investigations is part of the initial set-up template. There is evidence of the force utilising its strategic IAG to assist in minimising the impact of a major investigation, as well as drawing on specialist IAG support from the Metropolitan Police Service IAG during another investigation.
- There were eight murders recorded in 2004/05, of which seven were detected and one remains undetected, giving a detection rate of 87.5%. The force has a long track record of successful homicide investigations: with the exception of the one crime above and an unexplained death in 1996 it has no recent outstanding homicide investigations.

Areas for Improvement

- There were 118 allegations of rape recorded in 2004/05, of which 29 were detected and 50 were under investigation at the time of the assessment, giving a detection rate of 24.6%.
- The performance of SCIS is not examined on the same cycle as BCUs. SCIS provides quarterly reports to COG. There is no evidence of SCIS being subject to the same degree of inspection scrutiny by COG as the BCUs.
- There is scope for the introduction of a second on-call SIO, as in a recent case there was a need to draw on the expertise of the firearms cadre superintendent.
- The intelligence cell within the MIT is under-resourced and it is recognised that there are sometimes issues in disseminating intelligence from major investigations.

3B Tackling Level 2 Criminality

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| Good |
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Strengths

- In the force's current strategic assessment of serious and organised crime, there is ample detailed evidence of criminal networks operating in its area. Target profiles are only accepted if there is live source intelligence. Staffordshire Police has recently benchmarked its processes and has adopted Gloucestershire level 2 processes as good practice.
- The force is highly proactive in dealing with major, serious and level 2 crime. Vision 5 and the operational control strategy have objectives for dealing with serious and organised crime. The Chief Constable monitors level 2 operations on a monthly basis.
- A regional strategic assessment and control strategy is in place to tackle level 2 crime. This has resulted in regional operations in which Gloucestershire Constabulary has fully participated. It has produced its own force strategic assessment on time and to a very high quality. The ACC (operations) chairs the level 2 tasking and co-ordinating meeting and until recently chaired the South-West meeting for ACPO. Packages and intelligence development are subject to constant assessment.
- Gloucestershire Constabulary has been recognised as being fully NIM-compliant by the ACPO NIM team, while the National Crime Squad has adopted the force's target profiles as best practice.
- There are sufficient resources within SCIS to meet both internal and external demands. An example of this is the supply of test purchase and surveillance resources to Avon and Somerset Constabulary.
- There are reciprocal arrangements with HM Revenue & Customs, and with the Immigration and Nationality Directorate, to second staff to key units, thereby promoting effective liaison and joint working practices. Good working arrangements and networks exist which promote collaborative working.
- A number of successful cross-border operations have been conducted, targeting level 2 drug offenders and money launderers. The force has worked with other forces and the National Criminal Intelligence Service (NCIS) on numerous operations in the last two years. One recent operation resulted in two kilograms of cocaine and 50 kilograms of cannabis resin being seized. Like most police forces, Gloucestershire Constabulary has discovered that criminality does not fit neatly into ACPO regions, and it has many cross-border operations with forces in the South-West and North-West.
- For a force of its size, Gloucestershire Constabulary has a comprehensive level 2 capability, including surveillance (all staff are nationally accredited surveillance operatives), dedicated source handlers and force intelligence bureau resources.
- There is an objective within the 2004/05 operational control strategy to bring more offenders to justice by detecting 100 offences of class A drugs supply over the year. Performance figures for the year indicate that 125 offences were detected, which is above the target set – but see Areas for Improvement below.
- Gloucestershire Constabulary has created an economic crime unit and now has 21 financial investigators. This has put the force into a favourable position in relation to

the recently established hypothecation scheme regarding asset confiscation (but see 7B). The operational control strategy includes an asset identification target of £2 million and a confiscation target of £175,000. Performance figures for the year indicate that £4.6 million of assets were identified and £366,500 were seized, and thus the targets were exceeded.

- In partnership with a neighbouring constabulary and a commercial information technology (IT) provider, the force has led the development of a comprehensive IS system for the handling of covert human intelligence sources and the inputting and assessment of intelligence on the national 5x5x5 matrix. This system is marketed under the brand name Charter (formerly known as Swallow) and has been purchased by 12 forces and NCIS.
- There is clear evidence of the force's effectiveness at dealing with terrorism and politically motivated crime, in the shape of its security operation at RAF Fairford during the war in Iraq, and the joint operation with the Metropolitan police and the security service in the 'shoe-bomber' case.

Areas for Improvement

- The number of class A drug supply offences brought to justice per 10,000 population has fallen from 0.24 to 0.17. The detection of drug trafficking has fallen from 0.5 to 0.44 per 1000 population, placing the force sixth in its MSF group. (See Appendix 1 for national comparison.)

3C Investigating Hate Crime and Crimes against Vulnerable Victims

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| Fair | Stable |
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Strengths

- There is joint strategic leadership on hate crime. The ACC (operations) is responsible for performance and the ACC (corporate services) is responsible for the strategic plan via the Trust board. In spite of this division it is clearly understood at all levels that it is the ACC (operations) who is responsible for hate crime investigation under his diversity strategy portfolio.
- The policy for the investigation of hate crime is based upon the ACPO hate crime manual. Priority is given to hate crime investigation within the first strand of Vision 5 and within the 2004/05 operational control strategy. These are further included in BCU/department plans and individual PDRs.
- The investigation of hate crimes is included in the monthly PIC meeting and at BCU monthly performance meetings. There is a system of flagging of DV and child abuse issues on the command and control system. Gloucestershire Constabulary has trained its entire front-line staff in the identification of vulnerable and intimidated victims and witnesses.
- There is a central child protection unit staffed by detectives; it is seen by other practitioners to be a very effective unit.
- There is a robust policy in place to respond promptly to reports of vulnerable missing persons. All missing persons are brought to the attention of the duty sergeant, who risk-assesses each case; and a database is maintained of all actions taken and enquiries required. Juvenile cases are referred to the child protection unit and the BCU crime manager reviews all cases after 48 hours. Long-term cases are subject to weekly review by BCU senior management teams.

Areas for Improvement

- Gloucestershire Constabulary has embarked on a corporate approach to the management and supervision of staff involved in the investigation of DV, racist crime and crimes against disabled persons, in the form of community protection teams (CPTs). Each BCU is at a different stage in this process and it is apparent that some CPTs are not sufficiently resourced.
- The detection rate for religiously or racially aggravated crimes indicates a fall in performance from 55.1% in 2003/04 to 43.3% in 2004/05. This performance places the force fifth in its MSF. (See Appendix 1 for national comparison.)
- There is little data available for analysis of DV. The indicators for the percentage of DV incidents where a power of arrest was available and an arrest was made, and for the percentage of partner-on-partner violence, have not been used in Gloucestershire for the past three years owing to a lack of reliable data capture.
- The NCRS audit of incidents and crime recording found that in spite of the improvements made elsewhere there were vulnerabilities in the correct recording of incidents and crimes in the case of both DV and racist incidents.
- There is 24-hour access to the separate child protection and DV databases, but child protection teams are dependent on paper records held by social services at Shire Hall and this necessitates a manual search to recover information. While there

is work in train to put in place a combined database, it is evident that the child protection unit and the CPTs do not share intelligence and are reliant on social services piecing together related occurrences.

- There is a general lack of awareness among hate crime investigators of the racist incident groups and the racist incident networking group, and the advice and help they can offer investigators.
- The force has reviewed the staffing levels of its central child protection unit and during 2005/06 will increase its complement of detectives by two constables. Notwithstanding this, there is scope for workforce modernisation within the unit, as much time is spent by detectives trawling command and control incidents and crime reports for child protection cases and this function could be carried out effectively by a suitably skilled member of police staff.

3D Volume Crime Investigation

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| Fair | Deteriorated |
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Strengths

- There is clear accountability for crime detection performance at several levels. Firstly, the BCU commanders hold INA inspectors to account. Next, the ACC (operations) at level 2 TTCG and at the force operations conference holds BCU commanders to account. Finally, at the PIC, the Chief Constable holds BCU commanders to account (see 7C).
- The crime strategy forms part of the second strand of Vision 5 and is available to all police officers and police staff within the Intranet policy site. Vision 5 is widely understood throughout the organisation.
- The detection rate for robbery has increased by 6.7 percentage points in 2004/05, to 33.9% when compared with the previous year. The sanction detection rate was 30.7%, placing the force first in its MSF group. (See Appendix 1 for national comparison.)
- Although the detection rate for vehicle crime has decreased by 2.4 percentage points to 14.1% in 2004/05 when compared with the previous year., the force did meet the operational control strategy target of detecting 14% of all vehicle crime. This places the force second in its MSF group and eleventh nationally. The sanction detection rate was 13.4%, placing the force second in its MSF group and eleventh nationally.
- The Catch and Convict programme is intended to provide an end-to-end review of processes from initial point of contact with the force to final case disposal at court. This programme of projects will be completed during 2005/06. When successfully implemented it will significantly enhance the service given to victims and witnesses, provide better investigative and supervisory skills to police officers and police staff, deliver a higher quality investigative process, drive up detections and secure more convictions at court.
- There is clear evidence of central support being given to BCUs where a need has been identified. For example, during 2004/05 the operations department ran operations in Forest & Gloucester BCU in support of the BCU's control strategy objectives. The scientific support department has changed the way it conducts its business and is now customer-led (see 3E). There is a centralised dedicated source-handling unit that provides actionable intelligence to BCUs. The technical support unit provides technical support to BCUs via the NIM process.
- Considerable progress has been made in developing tasking and co-ordinating arrangements within BCUs towards compliance with NIM in support of tackling volume crime. The force has a linked crime unit that was set up in order to link intelligence to forensic recovery. Early successes include the identification of two persistent young offenders in Cheltenham and the detection of 125 vehicle crimes.
- The force has made significant investment in financial investigations and now has 21 financial investigators (see 3B).
- Proactive use is made of automatic number plate recognition (ANPR) equipment, which is available through the intelligence-led tasking and co-ordination meetings to support specific initiatives. During 2004/05 there were 36 deployments to support both level 1 operations at BCUs and level 2 operations across the force, and 29

arrests were made. A full time ANPR team will be in place by 1 October 2005.

- There is comprehensive evidence of support for the development of investigative skills. The force has six SIOs and 12 deputy SIOs (see 3A). It runs a Centrex-accredited initial Criminal Investigation Department training programme and provides training for other police forces too. It has developed its own financial investigation training programme with the Asset Recovery Agency, which is seen as best practice by the agency. The Catch and Convict programme includes a work stream to develop a sustained training programme for all police officers, including sergeants and inspectors.
- A dedicated NCRS compliance auditor has been appointed to work alongside the force's crime registrar. A detailed timetable of audit activity is in place, with period reviews of outcomes factored into the programme.

Areas for Improvement

- The BCS comparator crime detection rate fell by 1.9 percentage points to 17.1% in 2004/05, placing the force sixth in its MSF group and seventeenth nationally.
- The overall detection rate for all crimes fell 1.8% points to 26.6% in 2004/05 when compared with the same period last year, placing the force seventh in its MSF group. (See Appendix 1 for national comparison.)
- The detection rate for domestic burglary has decreased by 9.4 percentage points to 14.7% in 2004/05. This places the force eighth in its MSF group. The sanction detection rate was 13.8%, placing the force seventh in its MSF group. The detection rate for violent crime has decreased by 2.1 percentage points to 50.1% in 2004/05. The sanction detection rate was 34.1%, placing the force sixth in its MSF. (See Appendix 1 for national comparison.)
- The areas for improvement identified in the crime detection reconnaissance undertaken by HMIC in August 2004 should be addressed within the Catch and Convict programme.
- The Audit Commission compliance audit in March 2003 gave the force an overall Green rating. When this exercise was repeated and results published in December 2004 this overall rating had declined to Amber. This was a disappointment for the force, which has now put in place a robust action plan to address the shortcomings which it had itself discovered ahead of the audit, and is working to a 95% compliance target which will exceed that set by the Audit Commission. Notwithstanding this, there is a need to identify police officers and staff who frequently get closure codes wrong or do not make an accurate entry on the crime system, and to provide remedial training.
- Consideration needs to be given to providing assistance to the NCRS compliance auditor if the force is to be successful in the implementation of NSIR that is to take effect during 2005/06.

3E Forensic Management

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| Good | Stable |
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Strengths

- The strategic champion for forensic science is the ACC (operations), who also chairs the regional forensic science group; while the DCC is a member of the ACPO forensic science sub-committee and its working group lead on forensic evidential standards. The scientific support manager, a DNA specialist recruited from the forensic science service (FSS), attends the senior crime liaison group. There is a steering group for linked crimes. The deputy head of the fingerprint bureau chairs the regional National Automated Fingerprint Identification System (NAFIS) user group.
- The scientific support plan is linked to the second strand of Vision 5, which seeks to maximise the availability of forensic and technological techniques. Significant effort has been made to implement the recommendations of the HMIC thematic inspections *Under the Microscope* and *Under the Microscope Revisited*, together with good practice from NAFIS and DNA expansion boards.
- The target for SOCOs to attend 70% of all domestic burglaries has been exceeded throughout 2004/05; however, the target is below the MSF average for 2004/05, (see Areas for Improvement again) and has been increased to 85% for 2005/06.
- The Catch and Convict programme (see 3D) includes a work stream to develop a protocol with the Crown Prosecution Service (CPS) and FSS, based on good practice from elsewhere, to facilitate hot reporting of forensic intelligence identification, DNA and fingerprints hits, so as to enable the earliest possible arrest of suspects.
- There are frequent scientific support updates and guidance is issued to all employees via force bulletin entries. Custody staff and SOCOs receive updated training and guidelines. Gloucestershire Constabulary was one of the first police forces fully to implement the Criminal Justice Act 2003 powers on DNA/fingerprint sampling of all detainees. The force is piloting a footwear service with the FSS, and the footwear capability is fully utilised along with other forensic results by the linked crime unit. The force supports the creation of the police elimination database (a database containing the details of police officers, enabling forensic identifications found at crime scenes to be efficiently eliminated as appropriate) and has all its officers listed.
- The force has reviewed its use of NAFIS in line with the recommendations of the Gold report into the national use of the system. All detainees are fingerprinted and identified while still in custody. The rate of mark to print and print to mark searches has increased.
- There has been further significant investment in forensic science and a performance regime has been introduced into the scientific support department. This regime has identified and removed bottlenecks in the department. The opening hours of the department have been extended during weekdays and it is now open on Saturdays. There has also been an increase in staffing. The backlog of cases in the fingerprint bureau has been reduced to 150, and it now has a turnaround time of 14 days. Furthermore, by improving work flows the scientific support department has improved the processing time for identified first to third checking of identified hits from an average of 20 days to a same-day turnaround. Both SOCOs and other front-

line staff report significant improvements in turnaround times and level of service. The force is to implement a new software system, SOCRATES, which has been successfully used by other police forces, to improve the overall management of the department as well as monitor performance in increased detail.

- A system of 'pop-up prompts' is built into the command and control system for all major and critical incident reports, to enable staff to advise officers on good practice and to arrange for the call-out of scene managers and senior investigators. For volume crime reports, where attendance is not automatic, a checklist of questions has been supplied to control room operators to ensure that no forensic opportunities are missed. Officers have received input from the scientific support manager on DNA awareness and SOCOs report a heightened level of forensic awareness by front-line staff.
- During 2004/05 a study was undertaken by the Police Standards Unit forensic science team, based upon forensic data for domestic burglary and vehicle crime supplied by 43 police forces. Data supplied by Gloucestershire Constabulary indicated that it recovered more DNA and fingerprints than its MSF average.

Areas for Improvement

- The grading for this framework in the 2003/04 baseline assessment was Excellent; this has been reduced to Good in 2004/05, as performance on some key indicators does not compare favourably with the force's MSF group. Performance data for forensic management indicate that the force is in the top quartile in its MSF group for three out of fourteen indicators and in the bottom quartile for seven. The conversion rates for fingerprints and DNA into primary detections places the force in the third and bottom quartiles respectively.

3F Criminal Justice Processes

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| Good | Improved |
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Strengths

- The Chief Constable chairs the LCJB and the ACC (corporate services) has the criminal justice portfolio. Both the ACC and the head of criminal justice are members of the LCJB.
- The criminal justice strategy is set out in the second strand of Vision 5 and also within the LCJB plan. The department plan is the vehicle for delivery of the strategy. While there are no specific criminal justice objectives contained within the operational control strategy for 2004/05, all criminal justice processes are contained in the criminal justice department (CJD) and custody websites and are accessible to all staff via the intranet.
- Comprehensive evidence has been provided by the force concerning improvements to performance measuring systems. The LCJB 2004/05 delivery plan identifies agreed targets for offences brought to justice, warrant enforcement, persistent and prolific offenders, cracked and ineffective trials, file quality and timeliness, and improved inter-agency working. The CPS chief prosecutor and the chief probation officer consider the force to be genuinely committed to joint working.
- The Office for Criminal Justice Reform cites the witness care unit set up in February 2005 by the force as a model for other police forces to follow.
- Since the introduction of the effective trials management programme in magistrates' courts, the percentage of ineffective trials has fallen from 33% to 19.2%. Effective trials have increased to 50%. Crown court ineffective trials have fallen to 7.7% and effective trials have increased to 56.6%. Outstanding bench warrants have fallen by 36.2%, far in excess of the department target of 12%.
- There has been a complete overhaul of the data capture system for the timeliness and quality of case files. This has resulted in more accurate and fuller reporting; the force is no longer using exception reporting and has been praised by the CPS chief prosecutor. Performance for persistent young offender files indicates that the national target of 71 days from arrest to trial was consistently beaten during 2004/05, with an average of 56 days.
- There are well-managed plans to improve criminal justice processes. The Catch and Convict programme (see 3D) has 11 work streams identified to improve criminal justice processes. SARA plans have been developed to upgrade bail management and reduce the number of outstanding named suspects. A subgroup of the Catch and Convict programme has been established to tackle file quality and timeliness (see Areas for Improvement below). The CPS and the force are committed to joint working and the second phase of a private finance initiative bid is in place to allow for adequate co-location of CPS and criminal justice staff.
- Growth bids have been approved for the CJD to employ additional staff in the central ticket office to process penalty notices for disorder (PNDs). A cradle-to-grave casework concept is employed within the CJD, which requires staff to be multi-skilled and multi-tasked. A detailed training strategy is in place and all new staff receive detailed operating manuals and structured workplace training: the CJD has had its own trainer since April 2004. A training needs analysis has been undertaken and the CJD is in contact with Skills for Justice to introduce National Vocational Qualifications. A career structure is in place and staff are encouraged to undertake

shadowing with CPS staff.

- There are persistent and prolific offender units at two of the three BCUs, the third receiving support from one of the others. The units are a multi-agency initiative consisting of police, probation and Gloucestershire Drugs and Alcohol Service staff. There is comprehensive evidence of multi-agency projects in place across the force to reduce re-offending.
- There has been the introduction of an integrated criminal justice IT system (known as UNITY) which links crime reporting, custody, intelligence and case file management. The introduction of UNITY phase B and phase C has brought significant business benefits and reduced double keying in of data. There are now electronic updates for MG10s which remove the need for paper updates. The electronic interface between UNITY and the magistrates' court IT system has eliminated the need to key in data from court records.
- The target for entering court results on PNC has changed, and the force now enters 57.4% of results within ten days of the court date – the assumption being that courts will send the results within three days, which does not in fact occur. The CJD enters 100% of court results within seven days of receipt, which far exceeds the statutory code of 50%.
- Since 21 June 2004 the force has utilised the services of an outside contractor to supply custody detention officers, which has released 17 police officers for other duties. The custody staff are well trained and have access to up-to-date policies and practices on the intranet. They provide a good service to arresting officers and have taken on many administrative functions formerly undertaken by police officers. There is clear evidence of provision for diverse groups and a multi-agency and multi-faith group has been established to oversee custody facilities.
- A custody user group has been introduced to resolve issues and to act as a forum for the identification and dissemination of potential good practice.
- The force established prisoner processing units in 1999, some three years before the Bureaucracy Task Force recommended their use. The composition of each unit provides a wide range of skills and experience (including both detective and uniformed officers), offering training and development posts for potential detectives and probationary constables. Police staff support the work of the prisoner processing units.

Areas for Improvement

- Timeliness of case files continues to undermine the performance of the force. The CJD target is 80% within time: performance figures at the end of February 2005 indicated that 61.9% were within the target time. However the target for quality of case files is 75% of files fit for purpose, and performance as at the end of February 2005 exceeded the target with 83.4% being fit for purpose. The force has had a growth bid agreed by the police authority to pilot a file building team, which will be based at Gloucester.
- The number of offences brought to justice has fallen by 902 (7.0%) to 12,036 in 2004/05. This is an estimated figure produced by the force, as Home Office data is not available. It is noted that a range of initiatives and actions have been introduced by the LCJB in pursuit of raising performance.
- The HMIC PNC audit team inspection in September 2004 raised concerns about PNC audit and security which have still to be fully addressed. Overall the audit team

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graded the PNC function as Fair although it is recognised that performance towards the end of 2004/05 has improved significantly.

- The custody facilities were graded as Fair, but there is a programme of refurbishment of the custody suites that will meet the requirements of the Home Office and of the Disability Discrimination Act 1995, and will be completed during 2005.

4 Promoting Safety

Gloucestershire Constabulary is well placed to capitalise on the reassurance agenda, building on its neighbourhood policing style. It has benefited from the opportunities provided within the reform process, making good use of PCSOs and planning to build on their numbers. There is further potential to be developed within the extended police family, however, as there is little evidence of an integrated or organised Special Constabulary. The force has been quick to grasp new powers, and the use of fixed PNDs has been worthy of note, as has the use of anti-social behaviour legislation.

Targets for reducing the number of road casualties have already been exceeded.

4A Reassurance

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|------|--------|
| Good | Stable |
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Strengths

- The first strand of Vision 5 emphasises the importance of building the trust and confidence of the community. To achieve this there are a number of 'Safe' initiatives.
- The StreetSafe initiative systematically targets crime and disorder hotspots, using additional patrol resources. This is an integral part of the suite of 'Safe' initiatives (others include RoadSafe and NightSafe) that allow consistent reassurance messages to be communicated both internally and externally. Crime reduction and prevention are badged in the same way and the integration of a number of strands of activity is easily recognisable by the members of the public.
- Reassurance is monitored at the monthly COG performance improvement conference that holds BCU commanders to account for performance.
- The INA concept described in the Neighbourhood Policing and Community Engagement Framework provides a visible and accessible point of local contact to raise and resolve issues. Each INA has a dedicated police authority member assigned to it.
- The INAs have dedicated community beat constables or, where appropriate, rural beat constables, and PCSOs to complement them. These key roles are actively monitored to prevent abstractions and ensure continuity of contact for the public.
- There are 50 PCSOs currently in post and the number is expected to rise to 72 by the end of 2005. They are integrated into INA teams and are an important link in engaging with communities.
- MAIDeN is used to provide community profiles for any geographical area of the county, including mapping where required. This information is then used to inform both BCU and CDRP strategies.
- The Barton Street safer communities team, which is one of 20 neighbourhood management pathfinder projects nationwide, is deployed in a diverse community in the Forest & Gloucester BCU. The team provide a consistent, visible presence and reassurance to that community, but not at the expense of enforcement activity where it is required.
- Community and rural beat officers are protected posts and abstractions from these roles are regularly monitored, thus increasing the opportunity for consistent and informed interventions. Ownership for those post-holders is increased, and it is

worthy of note that one of the selection criteria for appointment to these roles is previous evidence of successful partnership working.

- There was a target in the 2004/05 operational control strategy to achieve an additional 5,000 hours of patrol by uniformed officers. Performance figures for the year indicate that an additional 30,728 hours were worked, which is 12,848 hours above the target set, providing further visible reassurance to the community.
- Public surveys are regularly undertaken across the county in an effort to gauge how press articles impact on public fear of crime and on reassurance; appropriate follow-up action is taken to ensure that positive achievements in reducing crime are effectively publicised.
- The BCS of Gloucestershire residents indicates that only 7.1% are very worried about burglary, which compares favourably with the MSF average of 8.1%. Some 7.6% of residents indicate that they have high levels of worry about violent crime, which again compares favourably with the MSF average of 12.1%.

Areas for Improvement

- Despite the increase in numbers of the Special Constabulary, they lack leadership and integration into BCUs and INAs. There is anecdotal evidence of special constables arriving at a BCU or an INA in an unplanned way and self-deploying without being briefed or tasked by a supervisor.
- The BCS of Gloucestershire residents indicates that 15.2% have high levels of worry about vehicle crime, which is above the MSF average of 9.8%. Some 13.3% of residents have high perceived levels of disorder, which is above the MSF average of 12.4%.

4B Reducing Anti-Social Behaviour and Promoting Public Safety

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| Good | Stable |
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Strengths

- There is active promotion throughout Gloucestershire Constabulary of the use of Home Office 'toolkits' (a web-based facility offering advice, guidance and potential good practice in problem solving), through a number of seminars and training events held throughout the year.
- Proactive use is made of Anti-Social Behaviour Orders (ASBOs) and Acceptable Behaviour Contracts (ABCs) in order to address issues of concern within local CDRPs.
- There is an objective within the 2004/05 operational control strategy to 'tackle anti-social behaviour'. A target has been set to obtain ABCs or ASBOs against 50 individuals. Performance figures for the year indicate that 117 ASBOs and ABCs have been obtained, which is well above the target set.
- There is a National Road Safety Strategy target for casualty reduction to be reached by 2010. The force has already achieved this target, and in consultation with Gloucestershire County Council has set itself an even more stretching target for 2010. There was an objective within the 2004/05 operational control strategy to reduce road traffic collisions which involve death or serious injury to less than 278 over the year. Performance figures for the year indicate that there were 225 such accidents, and thus the target was met.
- The force makes good use of fixed PNDs. To date they have issued 249 such notices, the highest number in the South West of England.
- Comment has been made elsewhere in this report about the force's structured use of problem solving with the SARA technique.

Areas for Improvement

- Notwithstanding the comments made above about PNDs, anecdotal evidence exists of police officers being recalled to custody centres to finalise PNDs issued by the preceding shift. This is inefficient, and the function could be undertaken by authorised staff working within the custody centre.

5 Providing Assistance

Gloucestershire Constabulary has a robust and forward-thinking contact management department that is integrated within a tri-service control room. It achieved accreditation in 2003 with Investors in People (IIP – the national standard for organisational excellence in improving organisational performance through people and their training and development) and was re-accredited in 2005. Its performance is consistently good and it is not complacent, seeking to improve its service constantly.

There is strong evidence of a professional specialist operational support capability whose business processes are aligned with the needs of the force. Tasking of this resource is transparent and equitable, a judgement supported by the successful policing of a number of regular major events within the county.

5A Call Management

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| Good | Stable |
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Strengths

- There is clear leadership from the ACC (corporate services), and day-to-day senior management has been devolved to a superintendent who has dedicated responsibility for call management.
- Gloucestershire Constabulary is at the forefront of shared control rooms since the introduction of a tri-service (ambulance, fire and police) control room. However, there is still scope for a further degree of integration.
- A specific telephone number for non-emergency calls was introduced in December 2001 to reduce pressure on the emergency telephone system: this is recognised as good practice.
- Robust mechanisms have been introduced, through a reciprocal data-sharing arrangement with Sussex Police, to ensure that the command and control system is resilient and continues to function in the event of any systems failure.
- In 2003 the contact management department was awarded IIP status. The department is the first in the force to gain this award, and achieved re-accreditation in 2005.
- Robust performance management systems exist within the control centre and there is a series of targets in respect of answering emergency calls, routine calls, call backs and e-mails. For the year 2004/05 performance against targets was as follows:
 - There is a target to answer 90% of 999 emergency calls within 10 seconds. Performance figures for 2004/05 indicate that 94.8% of calls were answered within that time.
 - There is a target to answer 92% of all calls to the main switchboard within 30 seconds. Performance during the year indicated that some 95.5% of calls were answered within that time. In spite of this good performance, consideration should be given to reducing the target time taken to answer these calls.
 - There is a target to attain a rate of 95% of call-backs within one hour of receipt. Performance figures for 2004/05 indicate that 98.6% of calls were answered within that time.
 - There is a target to respond to 95% of e-mails within 12 hours. Performance

figures for 2004/05 indicate that 99.8% of e-mails were answered within that time.

- There is a target that 90% of those dialling 999 should express satisfaction with the time taken by the police to answer. Performance figures for 2004/05 indicate that 99.9% of callers expressed satisfaction.
- A culture of continuous improvement has been established and maintained throughout a period of change.
- Gloucestershire Constabulary has established a forward-thinking induction and training programme for contact centre staff, designed to deliver quality outputs. Staff are rewarded for good performance and the staff recognition scheme is held in high regard. Quality checks are frequently carried out by supervisors using the Operator Skills Assessment model.
- Sickness rates within the control room and call-handling centre during 2004/05 were 73 hours for police officers and 97.9 hours for police staff. This compares with 90 hours for police officers and 100 hours for police staff in 2003/04.

Areas for Improvement

- There is an excessive reliance on INAs to finalise less urgent calls. There is the potential for more calls to be resolved by the contact centre, thereby freeing up INA officers to investigate crime. Once achieved this could be included in the efficiency plan.
- The current shift pattern for the contact centre is under-resourced. This leads to a reduced degree of resilience and a lack of opportunity for staff to take annual leave and rest days owed to them.
- There is scope for the introduction of a real-time briefing for operators and call handlers. If introduced this would allow for day-to-day prioritisation of incidents and crimes to take place, and would tie into the NIM process more closely.
- There is no secondary call handling performance data available: for example, the time delay between calls being transferred from the switchboard and answered by the contact centre is not monitored or analysed.

5B Providing Specialist Operational Support

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| Fair | Stable |
|------|--------|

Strengths

- Specialist operational support is provided to BCUs in a systematic, intelligence-led manner. The system of resource allocation is transparent and specialist resources are tasked appropriately and proportionally through the NIM process.
- The operational support department is subjected to the same performance review methodology as its peers.
- Gold and Silver Incident Commanders are properly trained and subject to regular re-accreditation by chief officers.
- There is a wide-ranging major incident command group exercise programme that allows for regular testing of command levels in respect of major incident response.
- Gloucestershire Constabulary is proactive in organisational learning from critical incidents. It achieves this by regular review, seeking any lessons to be learnt, and by feeding the results of that learning into training and policy reviews.
- A clear regional protocol has been created to supply mutual aid for specialist operations, including firearms incidents.
- Major scheduled events such as the Royal International Air Tattoo and the Cheltenham Gold Cup are professionally managed.

Areas for Improvement

- The provision of a third ARV has proved difficult to sustain due to a lack of trained staff. In addition there are occasions when the second ARV can only be deployed if armed officers work overtime.
- There is need for succession planning for the role of firearms instructor. There are a number of officers within the operational support department who have more than 30 years' service and as such could retire with just one month's notice.
- The HMIC review of the implementation of the Home Office code of practice on the police use of firearms and less lethal weapons indicated a number of areas for improvement. In particular attention should be paid to the training of Bronze Commanders, the re-accrediting of Gold, Silver and Bronze Commanders, and the conducting of community impact assessments after each operation; and consideration should be given to the involvement of community representatives in post-incident procedures. Overall the force has been graded Fair. In view of the effect of firearms operations and the resultant negative effect this has reduced the overall grading of this section from Good to Fair. Once the areas for improvement have been addressed satisfactorily then consideration will be given to reviewing the grade given for the 2006/07 baseline assessment.

5C Roads Policing

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| Good | Stable |
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Strengths

- There is a comprehensive roads policing strategy entitled RoadSafe, which has been developed with a number of key external partnerships, linked to the force's Vision 5 policing strategy.
- RoadSafe incorporates objectives on both road casualty reduction and tackling criminality, utilising NIM and the SARA problem-solving methodology.
- Gloucestershire Constabulary is committed to multi-agency operations with partners such as Trading Standards, the Vehicle and Operator Services Agency and HM Revenue & Customs. Formal arrangements exist with Gloucestershire County Council on initiatives such as better driving, better biking, drink driver rehabilitation, and diversion schemes as an alternative to enforcement for speeding offences.
- Quarterly meetings are held with Highways Agency staff to debrief on major incidents and plan for forthcoming events. Best practice is shared with other regional forces on roads policing issues (ANPR, traffic intelligence etc) at regional meetings . Training opportunities are shared with other forces, for example covering the investigation of road death.
- There is compliance with the *Road Death Investigation Manual*, and the force has increased its number of family liaison officers from 21 to 36, which allows it to resource all investigations in house where appropriate.
- The tri-service casualty reduction programme is an innovative method of targeting young people.
- There is a National Road Safety Strategy target for casualty reduction to be reached by 2010. The force has already achieved this target, and in consultation with Gloucestershire County Council has set itself an even more stretching target for 2010. There was an objective within the 2004/05 operational control strategy to reduce road traffic collisions which involve death or serious injury to less than 278 over the year. Performance figures for the year indicate that there were 225 such accidents, and thus the target was met.

Areas for Improvement

- Roads policing is delivered locally by BCUs but managed centrally. This can create tensions when finite resources have different tasks competing for them.
- There is little evidence of integration of the assets of the motorway policing unit within the level 1 and level 2 NIM tasking processes.
- More could be done to progress diversity issues in the motorway policing unit, for example recruitment aimed at female and minority ethnic staff.
- Gloucestershire County Council provides road collision data to the force. This is frequently up to three months out of date.

6 Resource Use

Gloucestershire Constabulary is robust in maximising its human, financial and technical resources to meet its objectives. NIM is used to drive strategic operational, planning and support disciplines. The opportunity to maximise the value of collaborative working is taken where a sound business case exists, for example in the joint fleet management arrangements which exist with the ambulance and fire and rescue services. The attention which has been paid to the external and internal diversity agenda seems to have brought benefits in recruitment and retention. The track record of achieving efficiency gains has continued this year.

6A Human Resource Management

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| Good | Improved |
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Strengths

- The human resource (HR) strategy and HR plan link into the third and fourth strands of Vision 5. The director of resources (DoR) is held personally accountable for objectives in these documents. Each objective within the HR plan has a series of targets with quarterly progress reporting built in. There are monthly updates to COG, the senior officer's conference and the corporate development board. The police authority HR subcommittee reviews the strategy and plan quarterly.
- The DoR is a member of the chief officer group. Each BCU has its own senior HR adviser who is a member of the management team. The senior HR adviser is line-managed by the BCU commander and professionally managed by the DoR and head of organisational development, thus providing a consistent approach to HR management.
- Family-friendly policies have been introduced, such as job-sharing, part-time working, home working and career breaks, with the aim of making Gloucestershire Constabulary an employer of choice. This view is strengthened by the number of police officers staying beyond 30 years (over 70) and the success the force has in attracting transferees from other police forces.
- The Work Well and Work Safe initiatives are good examples of how the force is introducing new products to provide operational support. Both initiatives are helping to reduce the number of days lost through sickness and injury. In particular, Work Well supports fast-track medical interventions and physiotherapy.
- Workforce planning of police officers is managed through an establishment panel chaired by an ACC, which includes senior representatives from across the force; there is also a vacancy panel for police staff. The integrated competency framework has been introduced for police officers and work is under way to extend this to police staff. The integrated competency framework is accessible to all via the intranet.
- The National Recruitment Standard for police officers has been fully adopted. There is also a recruitment and selection policy in place for police staff. The Dismantling Barriers target has been exceeded and now 1.7% of all police officers are from a black and ethnic minority background. The force is working towards increasing this percentage further.
- The PDR completion rate is 94.5% for police officers and 89% for police staff, although special constables have yet to be incorporated into the PDR system. The commitment is to achieve 100% completion, including staff on long-term absences

through sickness, secondments and career breaks.

- The Chief Constable has for several years held an annual presentation evening and open forum for special constables to recognise their excellent work. This is also an opportunity for them to raise issues and concerns with the whole of the chief officer group and the force special constabulary commandant. In 2004 a 'Special Constable of the Year' award was inaugurated and was presented by the High Sheriff of Gloucestershire.
- A solid foundation has been laid for the development of a health and safety (H&S) culture, including a clear, comprehensive, up-to-date policy, and effective structures and processes for monitoring H&S issues at force and police authority levels.
- There is clear ACPO support for H&S as evidenced by the introduction of the Work Safe strategy and the personal commitment of members of COG toward H&S issues. The Work Safe initiative promotes health, safety and welfare as the force seeks continually to improve occupational H&S performance. Work Safe examines all elements of staff involvement and targets both workplace safety and operational safety. H&S considerations are built in to all aspects of operational planning.
- Standards of good practice for improving an organisation's performance through its people are set by liP. The force formally committed to attaining liP accreditation and worked hard to ensure that an assessment in February 2005 would be positive. The force met the liP standard in 10 out of 12 areas and is now working towards achievement of all 12 by October 2005.
- The percentage of police officers in operational posts and organisational support posts is stable at around 91.0% and 0.4% respectively.
- There was a significant reduction in the number of medical retirements among police officers in 2004/05 (1.5 per 1,000 officers, compared with 3.9 per 1,000 in 2003/04). (See Appendix 1 for MSF and national comparisons.)
- The number of working hours lost through sickness has improved for both police officers and police staff. The figures for 2004/05 were 73.2 hours and 65.8 hours respectively, an improvement in performance compared to 83.1 hours and 82.4 hours respectively in 2003/04. (See Appendix 1 for MSF and national comparisons.)
- A 'lessons learnt' approach is taken when reviewing employment tribunal casework, and regular workshops/seminars are held for staff to be fully sighted on the relevant legislation and case law. The new grievance policy is based upon the Home Office *Fairness at Work* document and ACAS guidance, and when consultation is complete it will be ready for implementation.

Areas for Improvement

- Consideration should be given to costing the HR plan and ensuring that all targets are SMART (specific, measurable, achievable, realistic, timely) and comply with the standard set by the Association of Police Authorities in *People Matters*.
- A staff survey has been undertaken and the results have yet to be published or an action plan put in place to address issues raised.
- Anecdotal evidence exists from group and individual interviews that the central HR department is not responsive to the needs of the individual, and that considerable time elapses before requests are actioned or responded to.
- There was a small increase in the turnover of police officers in 2004/05, from 4.7% to 4.9%. For police staff, meanwhile, the turnover rate has increased from 8.6% to

11.8%. (See Appendix 1 for MSF and national comparisons.)

- The number of medical retirements among police staff increased in 2004/05 from 0 to 6.1 per 1,000 staff. (See Appendix 1 for MSF and national comparisons.)
- Since the first baseline assessment, approval has been given to the purchase of a software package that will aid online reporting of accidents and assaults on police officers and police staff. This in turn should enable the force to cost accident- and sickness-related absence to provide evidence of savings as a consequence of sickness reduction achievements, enabling them to be linked to the efficiency plan.

6B Training and Development

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| Good | Improving |
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Strengths

- There is a training strategy in place that conforms to Home Office Circular 53/2003. The strategy is fully integrated with the HR strategic plan and the force five-year strategic development plan, Vision 5. There is positive engagement with training function by ACPO and the police authority.
- The force has a good-quality, detailed, costed plan for the training function. The 2004/05 plan captures all force training. The arrangements to produce next year's plan are well advanced and the full national costing model methodology is being applied through effective use of the Bplan software. The force has made good use of the Bplan training opportunities to provide resilience in this area and a good level of management information is being produced. The training planning cycle has influenced budgetary decisions and ACPO has been engaged throughout the process, reinforcing its client/contractor responsibilities outlined in the training strategy.
- The training plan is routinely and regularly monitored at the personnel staff development board, which also authorises significant changes as appropriate. Activity and budget spend against the plan are reported, and the force has seen year-on-year improvement in the accuracy of training predictions.
- There exists a very well-structured approach to quality assurance (QA) that brings together all training deliverers to work towards the common standards detailed in the QA briefing files. In addition the force has achieved Centrex approval since 1999. Every two months the head of QA brings together all representatives of the training sites to one QA group meeting where developments in training are discussed. In addition, the group monitors the action plans that follow from a generic and ongoing QA self-assessment process at each delivery site.
- There are reciprocal arrangements for advice and consultancy in respect of training design and delivery for victim support, rape crisis, survivors of child abuse and the FSS. Consultation is being conducted with the University of Gloucestershire in respect of the development of academic programmes that will complement the force's occupational professional development programmes. These will incorporate the IPLDP programme and the continuous professional development programme.
- *The Models for Learning and Development* is the basis against which all training is quality-assured. Furthermore, a self-assessment process has been designed to achieve a consistent standard across all training.
- The principles of best value have continued to be applied to the training planning process through effective challenge by ACPO and the police authority, particularly in the development of new training programmes. The force has also continued its development of the national costing model process, which it applies to all areas of training. The outputs are used as the basis for comparisons across the force to improve efficiency and reduce wastage.
- The force implemented the national PDR process in April 2005 and the roll-out has begun. Role profiles and objectives have been produced for all police officers and police staff profiles will follow. The PDR process is linked to priority payments and promotion. The Chief Constable's inspection identified that line manager skills needed to be improved to progress the PDR process, and workshops for managers

have been delivered alongside other leadership programmes to effect this improvement.

- The training business planning cycle correlates to Home Office Circular 53/2003 and assists the corporate planning process. Training planning is effectively integrated so that it can contribute to and influence the force's budgetary decisions. The force is moving towards a two-year training planning cycle to improve alignment with the budget-setting process.

Areas for Improvement

- There is a view among many managers that the clarity of meeting structures could be improved, to demonstrate where training sits at the strategic level of the force and to provide a focal point where all training issues could be progressed. Currently, it is dependent on the perceived importance of the training programme/project as to where it is presented for ACPO decision on prioritisation for resource allocation. Some training programmes are referred only to the personnel staff development board, which is chaired by the DoR, and others are referred to the force senior officers' conference.
- There is some concern among trainers that succession planning is not being consistently applied across the training function. This can affect the ability to deliver to capacity and is likely to deter new staff from applying for training posts. The force must ensure more effective succession planning across the training function.
- The force evaluator also carries out the QA function and is line-managed by the head of training. Tasking has not been particularly structured or independent from training, but tends to be done by either the head of training or the head of organisational development. Evaluation outcomes are reported to the evaluation sponsors or to the senior officers' conference. Monitoring of evaluation recommendations is conducted on an ad hoc basis.
- There has been effective level 1 and 2 evaluation, but the force has not fully engaged higher level evaluation.
- Neither the PDR process nor National Occupational Standards have yet been linked to evaluation, and there is a general absence of external indicators of the impact of training on performance or return on investment.

6C Race and Diversity

Good

Strengths

- The ACC (operations) acts as a clear chief officer lead for race and diversity, to mainstream the development of a diverse workforce through the new diversity strategy which links to Vision 5 and encompasses all six strands of diversity. Each chief officer has a diversity objective in his or her PDR, as do BCU commanders.
- The strategy is delivered through a comprehensive diversity action plan (DAP) which encompasses all contemporary diversity matters. The Trust steering group reviews progress against both the DAP and the race equality scheme (RES). The terms of reference, membership and working practices of the Trust steering group have been revised by the ACC (operations) and endorsed by members of the group. Three subgroups or delivery groups – operational service delivery, personnel and training – and the diversity unit are pursuing a range of initiatives overseen by the ACC (operations) and the steering group.
- The RES is being rewritten in light of CRE inspections of RESs nationally and will incorporate identified good practice. Activity required to deliver on all monitoring aspects of the RES are built into the DAP, which is formatted according to the diversity excellence model.
- Members of Gloucestershire Constabulary's diversity unit have been working on the national ACPO race equality action team to develop a response to the interim report of the CRE and to devise an action plan.
- The DAP brings together recommendations from sources such as the Morris Inquiry, Gender Agenda, the Breaking Through action plan, and the CRE criteria for good practice. The plan is driven through a number of subgroups overseen by the ACC (operations), and has support from unions and staff associations.
- Significant changes in the membership of the Trust steering group include the addition of a representative from each of the divisions and SCISs. Five members of the newly formed independent advisory group (IAG) now sit as full participating members providing independent scrutiny and feedback. The performance monitoring pack now going to the steering group provides detailed scrutiny. Progress is also reviewed on a monthly basis at the PIC and at COG.
- The force has completed a comprehensive survey of the community. The findings are address in the DAP and the force has provided comprehensive evidence of a multitude of actions to promote diversity within both it and the community. The diversity manager ensures the delivery of day-to-day diversity actions and reports to the ACC (operations).
- Key organisational processes within this framework are subject to detailed and frequent monitoring to detect any element of disproportionality.
- As of 31 March 2005 there were 274.9 FTE female police officers in the force, which equates to 21.4% of the total number of police officers employed. A breakdown of female officers by rank shows that there were 2 superintendents, 1 chief inspector, 8 inspectors, 19 sergeants and 277 constables.
- Some 5.2% of all new recruits are from BME groups, which now account for in excess of 1.6% of all police officers, thus exceeding the target set by Dismantling Barriers. Work is well underway to increase this proportion further to meet the needs

of Breaking Through. In 2004/05 there were no resignations by BME officers. A breakdown of BME officers by rank shows that there is 1 inspector, 5 sergeants and 15 constables.

- There is ample evidence of established and well-run support networks for all minority groups within the force. All such groups report that they have ready and easy access to chief officers, who are viewed as very supportive, as are the diversity manager and her team.
- A mentoring programme has begun for all staff who are female or from a BME background. This service will be extended shortly to include all newly promoted police officers and police staff.
- As detailed in 6A, family-friendly policies such as job sharing, part-time working, home working and career breaks have been introduced, with the aim of making Gloucestershire Constabulary an employer of choice.

Areas for Improvement

- During the first baseline assessment comment was made about the need to monitor the effectiveness of the facilities agreement, to enable staff to participate in associations and support groups. This monitoring was due to be carried out in 2004/05, and it is evident from group interviews that the agreement is not being met by first- and second-line supervisors.

6D Resource Management

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|------|--------|
| Good | Stable |
|------|--------|

Strengths

- Medium-term financial planning is now produced as part of the processes for financial forecasting and the annual budget-making cycle. Options are defined for budget-making decisions in the light of longer-term financial forecasts. There is clear evidence that this is linked in with operational planning. Establishment panels are in place to consider structure and requirements for all posts, and there is a strategic resources group that meets fortnightly to discuss finance, fleet and estates management.
- In accordance with the financial management code of practice the police authority has devolved power to the Chief Constable, and this is reflected in the financial regulations set by the authority. Members have a strong input into budget groups, and their involvement is enhanced by the attachment of one member to each BCU to monitor the use of resources and finance issues for local budget-holders.
- There is a strong culture of financial devolvement in Gloucestershire Constabulary. Each BCU and SCIS now has a business manager in post, and budgets are aligned to reality, so reducing the need for virements. Devolved financial management has been enhanced by giving local budget-holders the facility to access and produce reports rather than rely on the central finance division. This facility is based on real-time data, with reports provided by the Business Objects report writer. Police pay has also been devolved, although the degree of operational flexibility is constrained by crime fighting fund as it is in all forces. There is a sound level of budget monitoring by members, with tight control on net expenditure.
- .
- The police authority and the force have a long track record of meeting and exceeding their 2% annual efficiency plan target. In 2004/05 the force achieved £4.4 million of efficiency gains, including a sizeable reduction in overtime spend, and carried forward some £2.6 million into 2005/06.
- The force has sought and achieved agreement from the County Council to fund additional 30 police officer posts from 2006/07.
- IPF benchmarking data on finance has been used to monitor the level of service provided, with data showing average costs of providing financial management and transaction processing services. The data has been used specifically in assessing the level of qualified finance staff required for a force of the size of Gloucestershire Constabulary, and a number of posts have been deleted and the department restructured to meet current and future need.
- The force is part of the south west e-procurement consortium, and should have its own e-procurement system in place by June 2005; plans are established to extend this to e-tendering and e-invoicing.
- The private finance initiative scheme for the new HQ is currently on time for the scheduled move at the end of 2005. This scheme and its processes have been reviewed by the District Auditor who has commented favourably on the management of the project. Financial input has been strong, with a dedicated finance assistant assigned to the project.
- There is a central computerised HR system called Workforce. This works alongside

the command and control system, and logistics officers are used to identify available officers and match their skills to operational requirements.

- As stated in 6A, family-friendly policies such as job-sharing, part-time working, home working and career breaks have been introduced, with the aim of making Gloucestershire Constabulary an employer of choice.
- The force has a well-established risk-assessed medical programme. The 2-2-2 shift system recently introduced is now meeting the operational peaks and troughs in demand for resources.
- The procurement service has developed, with strong use of regional and national framework contracts, and has demonstrated savings in a number of key service areas. Compliance monitoring in the procurement service is also developing, and it is proposed to enhance this further with the appointment of BCU business managers.
- The new estates strategy has been based on the operational policing strategy, and is proactively managed through an estates development group comprising representatives from the police authority and the force along with external consultants. Results have been shown in the shape of the disposal of dilapidated buildings and the building of new stations. Some 95% of all buildings are now DDA-compliant and all major INA stations have been subject to refurbishment to provide improved facilities for both staff and the public. The estates strategy is also enhanced by an energy strategy and an energy group.
- The estates strategy also includes a strong element of collaboration, to which the tri-service control room and vehicle workshop (see below) are testament. The force has taken the lead in establishing a regional ACPO estates managers' forum to share best practice.
- The transport service is now operating in a unique collaborative environment with tri-service vehicle workshop facilities, shared with the fire and ambulance services, opened in November 2003. This is an innovative scheme that could be considered by other forces, and represents a material initiative to bring about increased efficiency of operation within the public sector. The transport service is also enhanced and supported by the use of mobile workshops. The transport strategy has been developed with various user groups, who meet to ensure that the strategy is converted into practical operation.
- The police authority and the force will be aware, from the 2004 baseline assessment, of the importance of implementing and developing the national activity-based costing model. In the Audit Commission national activity-based costing data quality report issued in May 2005, the results for Gloucestershire Constabulary indicate a score of Good for the following measures: response to issues raised in 2003, costing, internal controls, information sources, reasonableness, and use of costing data.
- The force has demonstrated its commitment to implementing activity-based costing and will now, with the police authority, wish to continue to develop its use, and that of activity analysis in particular, as a key element of management information to drive the linking of resources to performance. The Audit Commission will monitor progress on an annual basis with results in future baseline assessments.

Areas for Improvement

- It is evident from group interviews that there is no BCU overview of the numbers and availability of police officers and police staff on INAs. Anecdotal evidence exists from a number of sources of last-minute annual leave and time off being granted without consulting neighbouring INAs, denuding BCUs of their operational capability.
- A number of initiatives have been identified in this baseline assessment that should be included in the 2005/06 efficiency plan, and the force is urged to do so to maximise the opportunity to achieve efficiency gains.

6E Science and Technology Management

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|------|--------|
| Good | Stable |
|------|--------|

Strengths

- The new integrated information strategy for 2004–07 is easy to comprehend and well-written with explicit links to the national policing priorities, Vision 5, local policing priorities, NIM and the Home Office science and technology strategy. The investments are prioritised and major projects are costed. The integrated information strategy incorporates information management, systems, technology, service management and governance sub-strategies.
- The DCC provides the lead on IS issues and these are now incorporated into the wider corporate development board. The head of IS is a member of the policy board and is the South-West's representative on the ACPO IM futures group.
- Projects are managed through a mature PRINCE II environment. All major projects have a PRINCE II project board chaired by a chief officer, with representation from all key functions affected. All major multidisciplinary projects are contained within the business change department to ensure consistency and corporacy, and are undertaken by trained staff. Regular monitoring of IS spend is undertaken by the police authority.
- The force has made a significant investment in its criminal justice IT system (UNITY) which links crime reporting, custody, intelligence and case file management, and populates each of these systems with a single key entry of data, thereby reducing inefficiencies in information entry and management. The use of IT is now mainstreamed into the day-to-day management of the force. Enhancements are planned for various interfaces to this system, and these will radically reduce the amount of double-keying required for PNC and other entries.
- There is an effective management information system enabling all staff to monitor crime and disorder offences and incidents. The National Management Information System is on track: phase one will encompass command and control, crime recording and HR, with phase two covering custody and case preparation.
- The force website has been radically altered to conform to the World Wide Web Consortium standard, and the text-only version is suitable for readers who are visually impaired or use a screen reader. The website offers latest news and information, including mobile police station routes, SAFE initiatives, daily press appeals, and non-urgent online crime notification. The number of people accessing the website is monitored and the force reports to the police authority on the six most popular sites so as to be able to provide more information on line to the public on a regular basis.
- The ACPO benchmarking exercise was carried out in 2004/05 and highlighted two issues: the level and availability of IT support and repair times. These issues are being addressed through additional staff and extended IT help desk opening hours.
- There are adequate information security arrangements. The information security officer is a member of the professional standards department. Data connections are mediated through CESG approved firewalls and a Police Information Technology Organisation penetration test has been undertaken, with only one major issue arising, which has been addressed.
- There is a robust and stable voice and data network with dual resilient gateways.

Good use was made of the Y2K audit to assess critical systems and understand what needed to be put in place to ensure business continuity. The force has sound arrangements with Sussex Police to ensure business continuity of its command and control system. The UNITY system is downloaded every night onto the management information system and can be accessed through that system while a replacement server is sourced. A new business continuity plan is being written and will be in place for 2006/07.

Areas for Improvement

- While there are some 1,400 PC terminals across the force, it is evident that police officers and staff at outlying stations have difficulty in accessing networked systems owing to a lack of terminals. The 2-2-2 shift system has made this situation worse for INA staff, as shifts overlap and officers are leaving the station without self-briefing or checking outstanding enquiries, e-mail and force bulletins.

6F National Intelligence Model

| | |
|-------------|---------------|
| Good | Stable |
|-------------|---------------|

Strengths

- The ACC (operations) provides the lead for NIM structures and processes and has this as a PDR objective. NIM is used as the business planning process for Gloucestershire Constabulary, and is firmly embedded at a strategic level. The operational strategic assessment drives the business of the force and the NIM cycle. This model has been identified by NCIS as best practice.
- The NIM process is used to identify strategic and tactical priorities in an effective way. There are identified senior managers for each control strategy and delivery plan. Tactical assessments at BCU level are used to inform the force-level assessment. The NIM intranet site provides guidance and templates in accordance with the baseline NIM requirement.
- The minimum standards for November 2005 are being progressed and will be ready by the due date. Key roles for making effective use of NIM are in place and comply with national and local competency frameworks. All staff in core intelligence roles have received nationally accredited training to carry out their tasks, and career progression is possible within these roles.
- The BCU intranet sites provide briefing material as well as details of critical incidents and key level 2 operations. Considerable progress has been made in developing tasking and co-ordinating arrangements within BCUs towards compliance with NIM, in support of tackling volume crime.
- A dedicated source unit was introduced in February 2004 to manage all covert human intelligence sources. A detective inspector, two detective sergeants and eight detective constables staff the dedicated source unit.
- There has been comprehensive evidence submitted by the force about the effectiveness of tasking at level 1 and level 2 (see 3B and 3D).

Areas for Improvement

- The first baseline assessment reported that the standard of intelligence submissions is mixed. One of the three BCUs employs a detective sergeant to screen all submissions. The force recognises that this is an issue at level 1, whereas level 2 activity is manageable. The problem still exists at the time of the second baseline, and much anecdotal evidence has been given about the use of personal performance indicators, which measure quantity, rather than quality of intelligence submissions.
- The Catch and Convict programme includes the development of an enhanced IT briefing tool. It is evident from group interviews that the use of self-briefing is patchy and police officers are deploying without being adequately briefed (see 6E).
- The briefing and tasking of PCSOs and special constables vary according to the location that they are posted to. PCSOs and special constables report being largely left out of the briefing process; and special constables report that they often self-task, which is not an effective use of volunteer resources.

7 Leadership and Direction

Gloucestershire Constabulary has benefited from a stable chief officer group who are visible and dynamic. They have set a widely understood strategic vision for the future of the force in conjunction with the police authority. The Vision 5 strategic plan has been refreshed to take the force forward and build on progress already made. There is ample evidence of active performance management by the chief officers. There is good-quality performance information available at appropriate levels throughout the organisation.

7A Leadership

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|------|
| Good |
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Strengths

- There is continuing ample evidence of active leadership by the Chief Constable and chief officer group, which has enjoyed a high degree of stability. Furthermore the Chief Constable fulfils a demanding national role as chair of CPOSA and the finance and resources business area, as well as being chair of the ACPO South-West region.
- There is an open, constructive, positive and supportive relationship between the police authority and the force, helped by the continuity in post of the police authority chair and Chief Constable.
- There is good use made of strategic away-days for planning purposes. These quarterly events (designed to promote innovative thinking) include external expert speakers, who are engaged to stimulate debate and decision making.
- The values of the organisation are described in Vision 5. This document is actively championed by chief officers, which has resulted in a high level of staff awareness.
- COG is highly visible and accessible. It uses all available methods to heighten that visibility, particularly the use of both national and local media.
- The Chief Constable gives a lead in creating a strong performance culture within the force, and gives a strategic lead on structures and systems to underpin force performance.
- The force has recently conducted a quality of working life audit using external consultants working to Health and Safety Executive management standards.
- There is a very strong lead given on the six strands of diversity, and staff associations, unions and minority groups are regularly consulted.
- The DCC is a member of a national working group for the police use of stop and search powers.
- Regular special events for police officers, police staff and their families are held to celebrate the end of the probationary period and to give commendations and quality of service awards.

Areas for Improvement

- The pace of change and drive for improvement has, on occasion, compressed consultation timescales and left some staff groups feeling that consultation was somewhat superficial.

7B Strategic Management

| |
|-----------|
| Excellent |
|-----------|

| |
|--------|
| Stable |
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Strengths

- Vision 5 has been widely communicated and discussed. There is a high level of awareness and understanding among staff and external partners.
- Gloucestershire Constabulary has developed a clear, well-integrated planning cycle which allows the creation of linked operational and departmental plans.
- Planning is informed by wide local external consultation driven from within the performance review department, which connects strategic planning and the operational control strategy.
- An organisational strategic assessment based on NIM principles has produced clear organisational and operational control strategies.
- Gloucestershire Constabulary collaborates with partners to produce environmental scanning data to inform the planning cycle.
- The police authority is fully engaged with the planning process, and its various committees provide focus on core areas of risk such as finance, HR, IT and performance.

Areas for Improvement

- There appears to be a large number of police officers within the performance and review department. The force may wish to consider whether police powers and officer knowledge are essential and if not how it can replace officer posts, as other forces have, with staff posts.

7C Performance Management and Continuous Improvement

Good

Stable

Strengths

- The chief officer group has a clear grip on and knowledge of all performance-related issues, and actively drives the performance agenda, for example through the performance improvement conference, support departments performance improvement conference, the Catch and Convict programme and the offences brought to justice board.
- There is a clear focus on performance management, aimed at improving the quality of service delivered to local communities by BCUs and departments. A mature approach to performance management is used, based on the force's 'four Ps' approach, which involves a considered examination of: progress achieved to date; problems that are hindering any improvement of the situation; priorities to be pursued; and points for action.
- The police authority is closely integrated with the performance management process.
- A chief officer holds each BCU commander accountable for performance on a quarterly basis. The performance framework is underpinned by a robust and effective management information system which is available to all staff via the intranet. This presents performance information in a graphic and impactful manner.
- Gloucestershire Constabulary is actively pursuing Investors in People accreditation for the whole organisation, and at the time of the assessment had narrowly missed full accreditation. It intends to achieve this by autumn 2005. The preparatory work has already led to a number of benefits, eg cementing the connection between individual PDR and the force's plans.
- The Chief Constable personally participates in the internal inspection process and produces a detailed report containing points for action under the 'four Ps' principle.
- The police authority has established close working relationships with INAs and a nominated representative of the authority chairs their local public meetings, where performance issues can be raised directly by the local community.
- The force and the police authority have an established track record of co-operation in the implementation of change following best value reviews.
- In March 2004, the police authority agreed a revised approach to best value reviews following changes to guidance issued by the Home Office in 2003. An organisational strategic assessment (currently in draft form) has been carried out, which will provide transparent connections to the best value programme. Best value work will form part of the control strategies to address the business areas identified. A new service level agreement between the force and the police authority will be drafted, and will set out the commitments to the process expected of police authority members (and reciprocal arrangements). It is believed that the service level agreement will help deliver a much faster turnaround of best value reviews.

Areas for Improvement

- The force should work with the police authority to put in place an effective

mechanism for monitoring and discharging recommendations from best value reviews.

- The PIC booklet is a rather complicated document that senior managers find difficult to navigate.

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Appendix 1: Performance Tables

| 1A: Fairness and Equality | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % of victims of racist incidents very/completely satisfied with respect to the overall service provided (SPI 3a) | N/A | 53.3% | N/A | 55.7% | 5 out of 8 | 48.6% | 18 out of 37 |
| % of victims of racist incidents satisfied with respect to the overall service provided (SPI 3a) | N/A | 73.3% | N/A | 74.9% | 5 out of 8 | 71.5% | 19 out of 37 |
| % of white users very/completely satisfied with respect to the overall service provided (SPI 3b) | N/A | 51.1% | N/A | 60.1% | 7 out of 8 | 56.8% | 34 out of 37 |
| % of users from BME groups very/completely satisfied with respect to the overall service provided (SPI 3b) | N/A | 47.0% | N/A | 50.2% | 7 out of 8 | 44.1% | 23 out of 37 |
| Difference between very/completely satisfied rates (SPI 3b) | N/A | 4.06 pts | N/A | 9.86 pts | N/A | 12.7 pts | N/A |
| % of white users satisfied with respect to the overall service provided (SPI 3b) | N/A | 75.8% | N/A | 78.8% | 7 out of 8 | 78.0% | 29 out of 37 |
| % of users from BME groups satisfied with respect to the overall service provided (SPI 3b) | N/A | 77.5% | N/A | 73.9% | 4 out of 8 | 71.2% | 11 out of 37 |
| Difference between satisfied rates (SPI 3b) | N/A | 1.666 pts | N/A | 4.87 pts | N/A | 6.8 pts | N/A |
| % of PACE stop/searches of white persons which lead to arrest (SPI 3c) | N/A | * | N/A | * | N/A | * | N/A |
| % of PACE stop/searches of persons from BME groups which lead to arrest (SPI 3c) | N/A | * | N/A | * | N/A | * | N/A |
| Difference between PACE arrest rates (SPI 3c) | N/A | * | N/A | * | N/A | * | N/A |
| % detected violence against the person offences for victims from BME groups (SPI 3d) | N/A | 44.2% | N/A | 30.2% | 1 out of 6 | 24.7% | 6 out of 34 |
| % detected violence against the person offences for white victims (SPI 3d) | N/A | 49.9% | N/A | 34.9% | 1 out of 6 | 34.6% | 4 out of 34 |
| Difference in violence against the person detection rates. (SPI 3d) | N/A | 5.695 pts | N/A | 4.72 pts | N/A | 9.9 pts | N/A |
| Difference between PACE stop/searches per 1,000 white and per BME population | N/A | * | N/A | * | N/A | * | N/A |
| Racially or religiously aggravated offences per 1000 population | 0.29 | 0.38 | 28.7 % | 0.39 | N/A | 0.70 | N/A |
| % detected racially or religiously aggravated offences | 55.1% | 43.3% | -11.8 Pts | 42.7% | 5 out of 8 | 36.4% | 18 out of 43 |

| 1B: Neighbourhood Policing and Community Engagement | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % of people who think that their local police do a good job (SPI 2a) | N/A | 51.1% | N/A | 51.6% | 4 out of 8 | 48.6% | 12 out of 42 |

* This data was not available at time of publication

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| 1C: Customer Service and Accessibility | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to making contact with the police (SPI 1a) | N/A | 68.5% | N/A | 68.4% | 4 out of 8 | 65.9% | 19 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to action taken by the police (SPI 1b) | N/A | 54.1% | N/A | 57.9% | 6 out of 8 | 54.9% | 27 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to being kept informed of progress (SPI 1c) | N/A | 34.3% | N/A | 42.9% | 7 out of 8 | 38.8% | 32 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to their treatment by staff (SPI 1d) | N/A | 70.2% | N/A | 72.6% | 6 out of 8 | 69.5% | 23 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs very or completely satisfied with respect to the overall service provided (SPI 1e) | N/A | 50.7% | N/A | 59.5% | 7 out of 8 | 55.6% | 34 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to making contact with the police (SPI 1a) | N/A | 88.9% | N/A | 87.7% | 4 out of 8 | 87.8% | 18 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to action taken by the police (SPI 1b) | N/A | 75.2% | N/A | 76.4% | 6 out of 8 | 75.4% | 24 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to being kept informed of progress (SPI 1c) | N/A | 53.9% | N/A | 61.1% | 8 out of 8 | 58.5% | 29 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to their treatment by staff (SPI 1d) | N/A | 87.7% | N/A | 88.3% | 5 out of 8 | 87.8% | 19 out of 37 |
| % of victims of domestic burglary, violent crime, vehicle crime and RTCs satisfied with respect to the overall service provided (SPI 1e) | N/A | 75.5% | N/A | 78.5% | 7 out of 8 | 77.3% | 29 out of 37 |
| % of people who think that their local police do good job (SPI 2a) | N/A | 51.1% | N/A | 51.6% | 4 out of 8 | 48.6% | 12 out of 42 |
| % of victims of racist incidents very/completely satisfied with respect to the overall service provided (SPI 3a) | N/A | 53.3% | N/A | 55.7% | 5 out of 8 | 48.6% | 18 out of 37 |
| % of victims of racist incidents satisfied with respect to the overall service provided (SPI 3a) | N/A | 73.3% | N/A | 74.9% | 5 out of 8 | 71.5% | 19 out of 37 |
| % of PA buildings open to the public which are suitable for and accessible to disabled people | 84.2% | 89.5% | 5.3 Pts | 82.9% | 4 out of 8 | 76.9% | 13 out of 38 |

* This data was not available at time of publication

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| 2A: Reducing Hate Crime and Crimes Against Vulnerable Victims | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % of domestic violence incidents with a power of arrest where an arrest was made related to the incident (SPI 8a) | 52.8% | * | N/A | 75.7% | N/A | 55.7% | N/A |
| % of partner-on-partner violence (SPI 8b) | 100.0% | * | N/A | 82.2% | N/A | 74.1% | N/A |
| Racially or religiously aggravated offences per 1000 population | 0.29 | 0.38 | 28.7 % | 0.39 | N/A | 0.70 | N/A |
| % detected racially or religiously aggravated offences | 55.1% | 43.3% | -11.8 Pts | 42.7% | 5 out of 8 | 36.4% | 18 out of 43 |

| 2B: Volume Crime Reduction | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % risk of an adult being a victim once or more in the previous 12 months of a personal crime (excluding sexual offences) (SPI 4a) | 5.5% | 3.7% | -1.8 Pts | 5.4% | 1 out of 8 | 5.3% | 11 out of 42 |
| % risk of a household being victim once or more in the previous 12 months of a household crime (SPI 4b) | 16.8% | 15.8% | -1 Pts | 17.1% | 3 out of 8 | 17.9% | 15 out of 42 |
| Domestic Burglary per 1,000 households (SPI 5a) | 13.78 | 11.32 | -17.8 % | 8.64 | 7 out of 8 | 14.40 | 23 out of 43 |
| Violent crime per 1,000 population (SPI 5b) | 16.27 | 18.42 | 13.2 % | 17.76 | 6 out of 8 | 22.44 | 19 out of 42 |
| Robberies per 1,000 population (SPI 5c) | 0.95 | 0.68 | -29 % | 0.50 | 6 out of 8 | 1.68 | 18 out of 42 |
| Vehicle crime per 1,000 population (SPI 5d) | 14.79 | 11.89 | -19.6 % | 9.80 | 6 out of 8 | 13.99 | 23 out of 42 |
| Life threatening crime and gun crime per 1,000 population (SPI 5e) | 0.41 | 0.43 | 6.1 % | 0.32 | 6 out of 8 | 0.61 | 21 out of 42 |
| Total recorded crime per 1000 population | 102.20 | 93.82 | -8.2 % | 85.05 | 7 out of 8 | 105.37 | 21 out of 42 |
| Violent Crime committed by a stranger per 1,000 population | 4.87 | 5.30 | 8.9 % | 5.56 | 5 out of 7 | 9.87 | 15 out of 34 |
| Violent Crime committed in a public place per 1,000 population | 11.01 | 12.14 | 10.2 % | 9.19 | 7 out of 7 | 13.86 | 23 out of 34 |
| Violent Crime committed under the influence of intoxicating substances per 1,000 population | 3.21 | 3.63 | 13.2 % | 5.33 | 3 out of 7 | 4.16 | 15 out of 32 |
| Violent crime committed in connection with licensed premises per 1,000 population | 1.54 | 1.78 | 16 % | 1.62 | 5 out of 7 | 1.44 | 25 out of 32 |
| % of domestic burglaries where the property has been burgled in the previous 12 months | 9.5% | 8.4% | -1.2 Pts | 6.4% | 7 out of 8 | 8.3% | 25 out of 37 |

* This data was not available at time of publication

*Gloucestershire Constabulary – Baseline Assessment
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| 2C: Working with Partners to Reduce Crime | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % risk of an adult being a victim once or more in the previous 12 months of a personal crime (excluding sexual offences) (SPI 4a) | 5.5% | 3.7% | -1.8 Pts | 5.4% | 1 out of 8 | 5.3% | 11 out of 42 |
| % risk of a household being victim once or more in the previous 12 months of a household crime (SPI 4b) | 16.8% | 15.8% | -1 Pts | 17.1% | 3 out of 8 | 17.9% | 15 out of 42 |
| Domestic Burglary per 1,000 households (SPI 5a) | 13.78 | 11.32 | -17.8 % | 8.64 | 7 out of 8 | 14.40 | 23 out of 43 |
| Violent crime per 1,000 population (SPI 5b) | 16.27 | 18.42 | 13.2 % | 17.76 | 6 out of 8 | 22.44 | 19 out of 42 |
| Robberies per 1,000 population (SPI 5c) | 0.95 | 0.68 | -29 % | 0.50 | 6 out of 8 | 1.68 | 18 out of 42 |
| Vehicle crime per 1,000 population (SPI 5d) | 14.79 | 11.89 | -19.6 % | 9.80 | 6 out of 8 | 13.99 | 23 out of 42 |
| Life threatening crime and gun crime per 1,000 population (SPI 5e) | 0.41 | 0.43 | 6.1 % | 0.32 | 6 out of 8 | 0.61 | 21 out of 42 |
| Total recorded crime per 1000 population | 102.20 | 93.82 | -8.2 % | 85.05 | 7 out of 8 | 105.37 | 21 out of 42 |

| 3A: Investigating Major and Serious Crime | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Life threatening crime and gun crime per 1,000 population (SPI 5e) | 0.41 | 0.43 | 6.1 % | 0.32 | 6 out of 8 | 0.61 | 21 out of 42 |
| Number of abductions per 10,000 population | 0.053 | 0.018 | -66.7 % | 0.017 | 5 out of 8 | 0.016 | 28 out of 42 |
| % of abduction crimes detected | 0.0% | 0.0% | 0 % | 45.5% | 4= out of 8 | 34.9% | 15= out of 43 |
| Number of attempted murders per 10,000 population | 0.16 | 0.07 | -55.6 % | 0.12 | 2 out of 8 | 0.14 | 12 out of 42 |
| % of attempted murder crimes detected | 77.8% | 100.0% | 22.2 Pts | 80.0% | 2 out of 8 | 72.7% | 7= out of 43 |
| Number of blackmail per 10,000 population | 0.211 | 0.18 | -16.7 % | 0.14 | 7 out of 8 | 0.28 | 23 out of 42 |
| % of blackmail crimes detected | 41.7% | 30.0% | -11.7 Pts | 31.1% | 4 out of 8 | 26.2% | 21 out of 43 |
| Number of kidnappings per 10,000 population | 0.405 | 0.44 | 8.7 % | 0.29 | 8 out of 8 | 0.53 | 27 out of 42 |
| % of kidnapping crimes detected | 43.5% | 28.0% | -15.5 Pts | 42.7% | 7 out of 8 | 44.3% | 41 out of 43 |
| Number of manslaughter per 10,000 population | 0. | 0.018 | N/A | 0.031 | 4 out of 8 | 0.025 | 17 out of 42 |
| % of manslaughter crimes detected | 0.0% | 0.0% | 0 % | 90.0% | 6= out of 8 | 119.2% | 33= out of 43 |
| Number of murders per 10,000 population | 0.106 | 0.141 | 33.3 % | 0.093 | 8 out of 8 | 0.138 | 33 out of 42 |
| % of murder crimes detected | 83.3% | 87.5% | 4.2 Pts | 101.7% | 7 out of 8 | 94.5% | 30= out of 43 |
| Number of rapes per 10,000 population | 1.88 | 2.08 | 10.3 % | 2.38 | N/A | 2.65 | N/A |
| % of rape crimes detected | 28.0% | 28.8% | 0.8 Pts | 24.7% | 2 out of 8 | 29.5% | 20 out of 43 |

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| 3B: Tackling Level 2 Criminality | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Violent crime per 1,000 population (SPI 5b) | 16.27 | 18.42 | 13.2 % | 17.76 | 6 out of 8 | 22.44 | 19 out of 42 |
| Life threatening crime and gun crime per 1,000 population (SPI 5e) | 0.41 | 0.43 | 6.1 % | 0.32 | 6 out of 8 | 0.61 | 21 out of 42 |
| Number of Class A drug supply offences brought to justice per 10,000 population (SPI 6c) | 0.24 | 0.17 | -27.8 % | 0.15 | N/A | 0.25 | N/A |
| % of all Class A drug supply offences resulting in a caution or conviction that relate to cocaine (SPI 6c) | 7.7% | 16.5% | 114.4 % | 20.8% | N/A | 21.9% | N/A |
| % of all Class A drug supply offences resulting in a caution or conviction that relate to heroin (SPI 6c) | 32.3% | 26.8% | -17 % | 31.0% | N/A | 43.7% | N/A |
| Number of joint operations between the force and NCS | N/A | * | N/A | * | N/A | 3.94 | N/A |
| Number of joint operations between the force and Revenue and Customs | N/A | 3 | N/A | 3.3 | N/A | 6.78 | N/A |
| No. of confiscation orders | 12 | 24 | 100 % | 8.5 | N/A | 43.16 | N/A |
| Total value of confiscation orders | £1,215,695 | £405,326 | -66.7 % | £386,740 | N/A | £1,179,340 | N/A |
| No. of forfeiture orders | 9 | 21 | 133.3 % | 7.2 | N/A | 18.21 | N/A |
| Forfeiture value | £58,662 | £47,325 | -19.3 % | £6,682 | N/A | £79,822 | N/A |
| Trafficking in controlled drugs per 1000 population | 0.5 | 0.44 | -12.7 % | 0.35 | 6 out of 8 | 0.45 | 25 out of 42 |
| % detected trafficking in controlled drugs offences | 92.6% | 86.7% | -5.9 Pts | 89.2% | 5 out of 8 | 91.7% | 34 out of 43 |

| 3C: Investigating Hate Crime and Crime Against Vulnerable Victims | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % of domestic violence incidents with a power of arrest where an arrest was made related to the incident (SPI 8a) | 52.8% | * | N/A | 75.7% | N/A | 55.7% | N/A |
| % of partner-on-partner violence (SPI 8b) | 100.0% | * | N/A | 82.2% | N/A | 74.1% | N/A |
| Racially or religiously aggravated offences per 1000 population | 0.29 | 0.38 | 28.7 % | 0.39 | N/A | 0.7 | N/A |
| % detected racially or religiously aggravated offences | 55.1% | 43.3% | -11.8 Pts | 42.7% | 5 out of 8 | 36.4% | 18 out of 43 |

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| 3D: Volume Crime Investigation | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % detected of vehicle crimes (SPI 7e) | 16.4% | 14.1% | -2.4 Pts | 12.7% | 2 out of 8 | 10.1% | 11 out of 43 |
| % detected of violent crime (SPI 7c) | 52.3% | 50.1% | -2.1 Pts | 56.1% | 6 out of 8 | 49.5% | 27 out of 43 |
| % detected of domestic burglaries (SPI 7b) | 24.0% | 14.7% | -9.4 Pts | 19.1% | 8 out of 8 | 15.9% | 30 out of 43 |
| % detected of robberies (SPI 7d) | 27.2% | 33.9% | 6.7 Pts | 25.7% | 1 out of 8 | 19.9% | 8 out of 43 |
| % of notifiable/recorded offences resulting in a charge, summons, caution or taken into consideration at court (SPI 7a) | 22.5% | 22.0% | -0.5 Pts | 23.0% | 5 out of 8 | 21.4% | 26 out of 43 |
| % total crime detected | 28.4% | 26.6% | -1.8 Pts | 28.9% | 7 out of 8 | 25.7% | 26 out of 43 |
| % sanction detected of vehicle crimes | 14.5% | 13.4% | -1.2 Pts | 11.6% | 2 out of 8 | 9.3% | 10 out of 43 |
| % sanction detected of violent crime | 31.2% | 34.1% | 2.9 Pts | 36.9% | 6 out of 8 | 34.3% | 34 out of 43 |
| % sanction detected of domestic burglaries | 22.8% | 13.8% | -9 Pts | 16.7% | 7 out of 8 | 14.3% | 26 out of 43 |
| % sanction detected of robberies | 23.1% | 30.7% | 7.6 Pts | 23.4% | 1 out of 8 | 17.2% | 5 out of 43 |
| % detected racially or religiously aggravated offences | 55.1% | 43.3% | -11.8 Pts | 42.7% | 5 out of 8 | 36.4% | 18 out of 43 |
| Number of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court (SPI 6a) | 13177 | 12107 | -8.1 % | 15381 | N/A | 27381 | N/A |
| % of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court (SPI 6b) | 23.6% | 22.7% | -0.9 Pts | 22.7% | 4 out of 8 | 20.7% | 19 out of 42 |
| Number of Class A drug supply offences brought to justice per 10,000 population (SPI 6c) | 0.24 | 0.17 | -27.8 % | 0.15 | N/A | 0.25 | N/A |
| % of all Class A drug supply offences resulting in a caution or conviction that relate to cocaine (SPI 6c) | 7.7% | 16.5% | 114.4 % | 20.8% | N/A | 21.9% | N/A |
| % of all Class A drug supply offences resulting in a caution or conviction that relate to heroin (SPI 6c) | 32.3% | 26.8% | -17 % | 31.0% | N/A | 43.7% | N/A |

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| 3E: Forensic Management | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Burglary Dwelling - % scenes examined | 71.0% | 77.5% | 6.5 Pts | 82.6% | 7 out of 8 | 85.4% | 35 out of 42 |
| Theft of motor vehicle (MV) - % scenes examined | 36.0% | 52.6% | 16.6 Pts | 50.6% | 5 out of 8 | 40.1% | 18 out of 42 |
| % fingerprint recovery from burglary dwelling scenes examined | 29.0% | 41.7% | 12.7 Pts | 35.5% | 2 out of 8 | 32.1% | 10 out of 42 |
| % fingerprint recovery from theft of MV scenes examined | 21.0% | 65.2% | 44.2 Pts | 47.7% | 1 out of 8 | 48.9% | 3 out of 42 |
| % DNA recovery from burglary scenes examined | 11.0% | 12.7% | 1.7 Pts | 8.8% | 1 out of 8 | 8.2% | 5 out of 42 |
| % DNA recovery from theft of MV scenes examined | 20.0% | 20.1% | 0.1 Pts | 21.1% | 4 out of 8 | 20.1% | 20 out of 42 |
| % fingerprint idents from recovery at burglary dwelling scenes | 0.0% | 14.8% | N/A | 21.6% | 8 out of 8 | 16.8% | 28 out of 42 |
| % DNA matches from recovery at burglary dwelling scenes | N/A | 22.3% | N/A | 30.9% | 7 out of 8 | 35.5% | 37 out of 42 |
| % DNA matches from recovery at theft of MV scenes | N/A | 20.4% | N/A | 31.3% | 7 out of 8 | 38.3% | 41 out of 42 |
| % fingerprint idents from recovery at theft of MV scenes | 0.0% | 20.2% | N/A | 30.5% | 8 out of 8 | 27.9% | 36 out of 42 |
| % conversion of fingerprint idents to primary detections | 40.0% | 42.2% | 2.2 Pts | 37.1% | 5 out of 7 | 45.3% | 29 out of 41 |
| % conversion of fingerprint idents to total detections (incl. secondary) | 97.0% | 55.2% | -41.8 Pts | 63.7% | 6 out of 7 | 82.5% | 36 out of 41 |
| % DNA primary detections per match | 57.0% | 46.8% | -10.2 Pts | 61.2% | 7 out of 8 | 49.5% | 28 out of 42 |
| % DNA total detections per match (incl. secondary) | 108.0% | 62.9% | -45.1 Pts | 122.5% | 8 out of 8 | 88.7% | 35 out of 42 |

| 3F: Criminal Justice Processes | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Number of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court (SPI 6a) | 13177 | 12107 | -8.1 % | N/A | N/A | N/A | N/A |
| % of notifiable/recorded offences resulting in conviction, caution or taken into consideration at court (SPI 6b) | 23.6% | 22.7% | -1 Pts | 22.7% | 4 out of 8 | 20.7% | 19 out of 42 |
| % of arrest summons entered onto the PNC in one day (target 90%) | 72.9% | 79.8% | 6.9 Pts | 82.3% | 5 out of 8 | 82.0% | 30 out of 43 |
| % of court results entered onto the PNC in 10 days | 2.1% | 36.2% | 34.1 Pts | 52.5% | 8 out of 8 | 54.5% | 39 out of 43 |
| Number of sanction detections | 13,078 | 11,730 | -10.3 % | N/A | N/A | N/A | N/A |
| PYO's arrest to sentence within 71 day target (from COMPASS) | N/A | * | N/A | * | N/A | * | N/A |
| Prosecution Team performance measurement - using COMPASS data | N/A | * | N/A | * | N/A | * | N/A |
| Management and targeted execution of warrants (COMPASS) | N/A | * | N/A | * | N/A | * | N/A |
| Implementation of pre-charge advice and monitoring of 47(3) bail (COMPASS) | N/A | * | N/A | * | N/A | * | N/A |

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| 4A: Reassurance | | | | | | | |
|---|--------|--------|----------|----------------|-----------------|---------------------|----------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| BCS Fear of Crime (% very worried about burglary) (SPI 10a) | 7.6% | 7.0% | -0.6 Pts | 8.1% | 3 out of 8 | 11.3% | 3 out of 42 |
| BCS Fear of Crime (% high levels of worry about vehicle crime) (SPI 10a) | 9.8% | 7.7% | -2.1 Pts | 9.4% | 2 out of 8 | 12.5% | 5 out of 42 |
| BCS Fear of Crime (% high levels of worry about violent crime) (SPI 10a) | 11.8% | 7.7% | -4.1 Pts | 11.8% | 1 out of 8 | 15.1% | 2 out of 42 |
| BCS Feeling of Public Safety (% high levels of perceived disorder) (SPI 10b) | 13.4% | 13.1% | -0.3 Pts | 12.0% | 6 out of 8 | 15.8% | 14 out of 42 |
| % of reported domestic violence incidents that involved victims of a reported domestic violence incident in the previous 12 months. | N/A | 40.1% | N/A | 33.2% | 6 out of 7 | 37.8% | 23 out of 34 |
| % of domestic burglaries where the property has been burgled in the previous 12 months | 9.5% | 8.4% | -1.2 Pts | 6.4% | 7 out of 8 | 8.3% | 25 out of 37 |

| 4B: Reducing Anti-Social Behaviour and Promoting Public Safety | | | | | | | |
|--|--------|--------|--------|----------------|-----------------|---------------------|----------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Number of RTCs resulting in death or serious personal injury per 100 million vehicle kilometres travelled (SPI 9a) | N/A | 3.92 | N/A | 5.63 | N/A | 5.69 | 3 out of 35 |
| Number of RTCs resulting in death or serious injury per 1,000 population | N/A | 0.40 | N/A | 0.56 | 2 out of 8 | 0.51 | 7 out of 34 |

| 5A: Call Management | | | | | | | |
|--|--------|--------|--------|----------------|-----------------|---------------------|----------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| The local target time for answering 999 calls (secs) | N/A | 10. | N/A | 10.88 | N/A | 11.1 | N/A |
| Number of calls answered within local target time | N/A | 75,298 | N/A | N/A | N/A | N/A | N/A |
| % of 999 calls answered within locally set target time | N/A | 94.8% | N/A | 87.7% | 1 out of 8 | 87.3% | 5 out of 39 |

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| 5B: Providing Specialist Operational Support | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Total number of operations involving the deployment of Authorised Firearms Officers where the issue of a firearm was authorised | 127 | 176 | 38.6 % | N/A | N/A | N/A | N/A |
| Number of operations where the officers have not commenced operations before being stood down | 97 | 7 | -92.8 % | N/A | N/A | N/A | N/A |

| 5C: Roads Policing: Annual indicators | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Number of RTCs resulting in death or serious personal injury per 100 million vehicle kilometres travelled (SPI 9a) | N/A | 3.92 | N/A | * | 1 out of 8 | 5.69 | 3 out of 35 |
| Number of RTCs resulting in death or serious injury per 1,000 population | N/A | 0.40 | N/A | 0.56 | 2 out of 8 | 0.51 | 7 out of 34 |

| 6A: Human Resource Management | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| Number of working hours lost due to sickness per police officers (SPI 13a) | 83.05 | 73.15 | -11.9 % | 76.41 | 5 out of 8 | 70.57 | 13 out of 37 |
| Number of working hours lost due to sickness per police staff (SPI 13b) | 82.36 | 65.78 | -20.1 % | 59.18 | 6 out of 8 | 63.72 | 22 out of 37 |
| Medical retirements per 1,000 police officers | 3.85 | 1.53 | -60.3 % | 2.94 | 1 out of 7 | 2.9 | 5 out of 39 |
| Medical retirements per 1,000 police staff | 0.0 | 6.04 | N/A | 3.25 | 8 out of 8 | 2.16 | 38 out of 39 |

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| 6C: Race and Diversity | | | | | | | |
|--|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % of police recruits from BME groups (SPI 12a) | 3.1% | 3.3% | 0.3 Pts | 1.5% | N/A | 3.9% | N/A |
| % of people from BME groups in the economically active population of the force area (SPI 12a) | N/A | 2.6% | N/A | 2.3% | N/A | 8.0% | N/A |
| Ratio of BME groups resigning to all officer resignations (SPI 12b) (White officers: visible minority ethnic officers) | 1: 0 | 1: 0 | 0 % | 1: 1.98 | 1= out of 7 | 1: 1.47 | 1= out of 37 |
| % of female officers compared to overall force strength (SPI 12c) | 20.8% | 21.3% | 0.6 Pts | 20.6% | 2 out of 8 | 21.2% | 19 out of 42 |
| % of female police staff compared to total police staff | 61.0% | 61.3% | 0.3 Pts | 58.9% | 4 out of 8 | 62.3% | 28 out of 42 |
| % of white police officer applicants appointed | 44.5% | 8.0% | -36.6 Pts | 12.8% | N/A | 26.9% | N/A |
| % of BME police officer applicants appointed | 75.0% | 5.1% | -69.9 Pts | 5.8% | N/A | 24.0% | N/A |
| Difference in % of applicants appointed | 30.4 | 2.8 | -2760 Pts | 6.9 pts | N/A | 2.8 pts | N/A |
| % of female police officer applicants appointed | 40.6% | 8.8% | -31.8 Pts | 14.6% | N/A | 29.1% | N/A |
| % of male police officer applicants appointed | 39.2% | 7.0% | -32.2 Pts | 11.1% | N/A | 24.2% | N/A |
| Difference in % of applicants appointed | 1.3 | 1.8 | 50 Pts | 3.4 pts | N/A | 4.9 pts | N/A |
| Difference between voluntary resignation rates of male and female officers | 1: 4.01 | 1: 1.23 | -69.3 % | 1: 1.87 | 2 out of 7 | 1: 1.41 | 15 out of 39 |

| 6D: Resource Management | | | | | | | |
|---|---------------|---------------|---------------|-----------------------|------------------------|----------------------------|-----------------------------|
| Indicator | 2003/4 | 2004/5 | Change | MSF Ave 2004/5 | MSF Rank 2004/5 | National Ave 2004/5 | National Rank 2004/5 |
| % of police officer time available for frontline policing (SPI 11a) | N/A | * | N/A | * | N/A | * | N/A |
| % of time spent on frontline duties (including crime prevention activities) by all police officers and staff (including CSOs) | N/A | * | N/A | * | N/A | * | N/A |
| % of police officer time spent on visible patrol | N/A | * | N/A | * | N/A | * | N/A |
| % of police officers in operational posts | 91.3% | 90.5% | -0.8 Pts | 91.2% | 6 out of 8 | 88.2% | 24 out of 41 |
| Total spending per police officer | £66,935.38 | £70,352.59 | 5.1 % | £72,406.75 | N/A | £121,668.41 | N/A |
| Total spending per 1,000 population | £152,783.89 | £161,885.83 | 6 % | £148,416.00 | N/A | £320,496.85 | N/A |

* This data was not available at time of publication

Appendix 2: Glossary of Terms and Abbreviations

| | |
|---------|--|
| ABC | Acceptable Behaviour Contract |
| ACC | assistant chief constable |
| ACPO | Association of Chief Police Officers |
| ANPR | automatic number plate recognition |
| ARV | armed response vehicle |
| ASBO | Anti-Social Behaviour Order |
| BCS | British Crime Survey |
| BCU | basic command unit |
| BME | black and minority ethnic |
| BVR | Best Value Review |
| CDRP | Crime and Disorder Reduction Partnership |
| CJD | criminal justice department |
| COG | chief officer group |
| COMPASS | a national information technology system for tracking, managing and recording caseload information |
| CPS | Crown Prosecution Service |
| CPT | community protection team |
| CRE | Commission for Racial Equality |
| DAP | diversity action plan |
| DCC | deputy chief constable |
| DNA | deoxyribonucleic acid |
| DoR | director of resources |
| DV | domestic violence |
| FSS | forensic science service |

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| | |
|---------------------|---|
| FTE | full-time equivalent |
| GCSP | Gloucestershire Community Safety Partnership |
| Gender Agenda | an ACPO/Home Office initiative to promote equal opportunities for women in the police service |
| H&S | health and safety |
| HMIC | Her Majesty's Inspectorate of Constabulary |
| HOLMES | Home Office Large Major Enquiry System |
| HQ | headquarters |
| HR | human resource |
| IAG | independent advisory group |
| liP | Investors in People |
| INA | inspector-led neighbourhood area |
| IS/IT | information services / information technology |
| LCJB | local criminal justice board |
| Level 2 Criminality | criminal activity that takes place on a cross-boundary basis |
| MAIDeN | Multi-Agency Information Database for Neighbourhoods |
| MAPPA | multi-agency police protection arrangements |
| MIT | major investigation team |
| MSF | most similar force(s) |
| MV | motor vehicle |
| NAFIS | National Automated Fingerprint Identification System |
| NCIS | National Criminal Intelligence Service |
| NCRS | National Crime Recording Standard |
| NCS | National Crime Squad |
| NIM | National Intelligence Model |

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| | |
|---------------------|---|
| PA | police authority |
| PACE | Police and Criminal Evidence Act |
| PCSO | police community support officer |
| PDR | performance development review |
| PIC | performance improvement conference |
| PNC | Police National Computer |
| PND | penalty notice for disorder |
| POCA | Proceeds of Crime Act 2004 |
| PPAF | police performance assessment framework |
| PYO | persistent young offender |
| QA | quality assurance |
| RES | race equality scheme |
| RTC | road traffic collision |
| Sanction Detections | offences that are detected by way of charge, summons, caution, fixed penalty for disorder or offences admitted on a signed 'taken into consideration' schedule |
| SARA | scanning, analysis, response, assessment |
| SCIS | specialist crime investigation services |
| SGC | specific grading criteria |
| SIO | senior investigating officer |
| SOCO | scenes of crime officer |
| SPI | statutory performance indicators (SPIs) are used to monitor key aspects of police performance and form a critical component of performance assessments. SPIs are set each year following consultation with partners in line with powers under the Local Government Act 1999. SPIs are also known as 'best value performance indicators' |
| Volume Crime | not a technical term but normally refers to high incidence vehicle crime, burglary and in some areas robbery |