



Merseyside Police

Baseline Assessment October 2006



ISBN-13: 978-1-84726-037-6

ISBN-10: 1-84726-037-3

CROWN COPYRIGHT

FIRST PUBLISHED 2006

Contents

Introduction to Baseline Assessment
Force Overview and Context

Findings

Summary of Judgements

- 1 Citizen Focus (Domain A)**
 - Fairness and Equality in Service Delivery
 - Neighbourhood Policing and Problem Solving
 - Customer Service and Accessibility
 - Professional Standards

- 2 Reducing Crime (Domain 1)**
 - Volume Crime Reduction

- 3 Investigating Crime (Domain 2)**
 - Managing Critical Incidents and Major Crime
 - Tackling Serious and Organised Criminality
 - Volume Crime Investigation
 - Improving Forensic Performance
 - Criminal Justice Processes

- 4 Promoting Safety (Domain 3)**
 - Reducing Anti-Social Behaviour
 - Protecting Vulnerable People

- 5 Providing Assistance (Domain 4)**
 - Contact Management
 - Providing Specialist Operational Support
 - Strategic Roads Policing

- 6 Resource Use (Domain B)**
 - Human Resource Management
 - Training, Development and Organisational Learning
 - Race and Diversity
 - Managing Financial and Physical Resources
 - Information Management
 - National Intelligence Model

- 7 Leadership and Direction**
 - Leadership
 - Performance Management and Continuous Improvement

Appendix 1 Glossary of Terms and Abbreviations

Introduction to Baseline Assessment

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

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

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

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

Priority Frameworks

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

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

October 2006

- leadership and direction.

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

Force Amalgamations

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

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

The Grading Process

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

October 2006

Service delivery grade

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

Excellent

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

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

Good

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

Fair

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

Poor

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

Direction of Travel Grade

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

Improved

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

Stable

October 2006

This denotes no significant change in performance.

Declined

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

Good Practice

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

Future HMIC Inspection Activity

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

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

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

October 2006

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

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

Force Overview and Context

Merseyside has a population of just under 1.5 million. It has a wide range of minority groups, including the oldest Chinese community in Great Britain, and a high number of asylum seekers.

The six basic command units (BCUs) are in line with authority boundaries, with the exception of Liverpool, which is divided into two policing areas. In January 2006, the force launched a revised neighbourhood policing (NP) model which has led to an increase in the number of officers working in local communities.

Matrix (which targets organised criminals) has had considerable success since its inception in April 2005, reducing the number of offences involving firearms and seizing firearms and drugs. Another success has been the volunteer cadet scheme, which encourages young people to work alongside the police in their local communities.

Merseyside Police has set three priorities: reassurance and safety, service delivery and professionalism. In addition, there are five local strategic priorities (such as response times and anti-social behaviour (ASB)) that focus on the concerns of local people.

Looking forward, the years leading up to Liverpool's year as European Capital of Culture, and 2008 itself, will see numerous high-profile events. Policing these, while still providing day-to-day operational policing, will place a heavy demand on force resources.

Geographical Description of Force Area

Located in the North West of England, Merseyside is a metropolitan area covering approximately 160,000 acres bordering Greater Manchester, Lancashire and Cheshire. There are five local authority areas within the county: Liverpool; Sefton; Wirral; St Helens; and Knowsley. Dominated by the River Mersey and the associated waterfronts, sea ports, docks and industrial hinterland, Liverpool is at the centre of the county. Elsewhere, the county is a mixture of tourist resorts, urban housing, suburbs and rural farmland.

Demographic Description of Force Area

The County of Merseyside has a population of just under 1.5 million. This reflects a significant change, given the decline in Merseyside's population over a number of decades, and is indicative of the increased desirability of residential development, particularly in the city centre of Liverpool. In March 2005, the employment rate was 68%, evidencing the continued positive upward trend of recent years.

A key driver in this change has been EC Objective One status that enables Merseyside to draw funds of more than £1 billion over the lifetime of the scheme. This is the second successive period that Merseyside has qualified within the lower economic quartile for Objective One status. The increases in performance and the economic upturn is likely to mean that Merseyside may shortly lose Objective One status (and many of the funding streams associated with it), but the outlook remains positive with the economic indicators and trends showing the economy of the county growing faster than the UK.

October 2006

Liverpool has been selected to become the European Capital of Culture in 2008. The award offers the opportunity for further regeneration and development by creating direct access to new funding in the years leading up to and beyond 2008.

The county is enormously diverse economically, racially and culturally. The county has the oldest Chinese community in Great Britain and has a wide range of minority groups and populations. More than 60 different languages and dialects are spoken and, after English, the main languages are Arabic, Bengali, Chinese, Hindi, Punjabi, Somali and Urdu. In addition, the city is among others that have a high number of asylum seekers.

Strategic Priorities

The local strategy plan 2006–09 that includes the local policing plan (LPP) 2006/07 sets out the force's strategic priorities in the short and medium term and provides the direction that will help the force to achieve them.

The vision of Merseyside Police is 'to provide the best police service in the UK'. Being the best means:

- Performance across the range of statutory performance indicators (SPIs) consists of a combination of first or second ranks when compared with other most similar forces (MSF).
- Merseyside Police is graded Excellent or Good in each of the 23 frameworks of HMIC's national baseline assessment process.
- Public confidence and satisfaction in the services the force provides to the communities of Merseyside will meet or exceed the targets set out in the local strategy and LPPs.

The force's strategy to achieve its vision has three priorities: **reassurance and safety, service delivery** and **professionalism**.

Although Merseyside Police is considered to be a professional and high-performing police force, it is recognised that to achieve its vision and deliver the three strategic priorities outlined above, there are areas in which the force needs to improve. Following consultation internally and with the communities of Merseyside and in consideration of the findings of the HMIC baseline assessment 2004/05 and the policing performance assessment framework (PPAF) assessment 2004/05, the force has identified the following strategic issues, which sit under each of the three strategic priorities.

Reassurance and safety

- Blitz ASB
- Tackle gang-related crime
- Improve road safety
- Counter terrorism and domestic extremism.

Service delivery

- Improve public contact
- Improve crime reporting
- Improve criminal justice processes
- Improve citizen focus
- Improve sanction detection levels

October 2006

Increase the percentage of female police officers
Reduce people's fear of car crime.

Professionalism

Use technology to fight crime
Implement academy training
Focus on workforce modernisation.

In partnership with the Merseyside Police Authority (MPA), the force has established five local strategic priorities within the local policing domain of PPAF that are consistent and supplementary to the above strategic priorities. These have been highlighted as a cause of concern by local people, or are issues that if not addressed may cause concern to local people. These are as follows:

- Improving call handling and response
- Crime reporting
- Tackling ASB
- Improving data quality
- Improving confidence and satisfaction.

The strategic priorities are underpinned by the force's total policing philosophy to introduce a total war on criminals and a total focus on victim care. This is delivered through robust enforcement of the law, the promotion of appropriate prevention measures and delivery of a professional service that is tailored to the needs of the victim and local communities.

The force's commitment and resolve to total victim care extends throughout the criminal justice process; from the initial point of contact right through to the offender(s) being brought to justice. To deliver on this commitment, a number of important customer care processes have or will be established.

In accordance with the force's strategic intent and to ensure delivery of a quality service to victims, witnesses and all those who contact the force, the force's customer service policy requires all front-line dedicated staff to receive mandatory customer service training. This is complemented by the force's commitment to be fully compliant with the national quality of service commitment (QoSC) by November 2006, the implementation of National Call-Handling Standards (NCHS) and a revised call grading and response policy.

Impact of Workforce Modernisation and Strategic Force Development

To reflect its strategic priorities, and in particular though not exclusively, its focus on blitzing ASB, the force is committed to an increase of 100 police officers over the next three years. In the first instance, these additional resources will help to facilitate the development of an ASB taskforce, which is expected to have an initial resource of 60 police officers. Thereafter, and subject to additional resources being made available, consideration will be given to a further expansion of the ASB taskforce, the expansion of the mounted section and traffic department, the deployment of dedicated officers in secondary schools, and the creation of a maritime unit.

In January 2005, the force introduced an initiative to extend the police family. Known as Project 9000, the force ambition is that by 2008 it will have an extended police family of 9,000 people; an increase of more than 2,000 on the current establishment of police officers and police staff. The extended police family will be drawn from the following five key areas:

October 2006

- Police community support officers (PCSOs)
- Special constabulary
- Community volunteers
- Volunteer cadets
- A community safety accreditation scheme.

PCSOs are an intrinsic part of the NP model. MPA has approved an increase in the number of PCSOs from 191 to 742 by 2008, with at least six PCSOs being allocated to each electoral ward.

Managed at a local level, PCSOs have an important role in tackling ASB and in improving feelings of reassurance and safety in the community. The force is currently exploring the possibility of utilising PCSOs as part of a joint 'travel support team' to provide a visible presence on transport routes and to deal with aspects of crime and ASB.

It is the ambition of the force to double the number of special constables to 600 by 2008 and, in support of the force's NP model, to align them to wards. To support the recruitment and retention of special constables, proposals will be submitted to the Home Secretary for a scheme to pay an allowance to special constables. Subject to meeting certain criteria, it is proposed that special constables will receive an annual lump sum of £1,000.

The force currently has in excess of 100 community volunteers providing a valuable voluntary service, particularly in relation to crime prevention, road safety and general administrative duties. This is achieved through roles such as:

- assisting front office counter enquiries;
- monitoring traffic speed in response to community concerns;
- leafleting crime prevention information; and
- assisting police officers and staff in administrative or communication work.

Community volunteers will continue to provide service that is supplementary and additional to the work currently undertaken by police officers and police staff and, in so doing, they will contribute towards the release of officers to front-line duties. The force ambition is that by 2008 each BCU will have 250 community volunteers, making a total of 1,500.

In April 2005, Liverpool North area introduced a pilot volunteer cadet scheme. The aim of the scheme is to develop young people with practical and citizen-focused skills through a structured training modular programme covering issues such as law, drill, first aid, crime prevention, personal fitness and personal safety. This enables volunteer cadets to gain valuable experience under the auspices of the Duke of Edinburgh Award scheme.

Volunteer cadets support police officers and police staff in non-confrontational roles, working alongside police officers and police staff in their local communities, as well as public events. Within local communities they have assisted in surveying vulnerable residents in crime and ASB hotspots and leafleting.

The introduction of the volunteer cadet scheme has proved a success, breaking down barriers between police officers and young people, and supporting diversionary measures to discourage young people from engaging in ASB. It is the force ambition that by 2008, each BCU will have 30 volunteer cadets; a total of 180 in the volunteer cadet scheme.

October 2006

The force has piloted a community safety accreditation scheme with VOSA (Vehicle and Operator Services Agency) and is the first organisation on Merseyside to be accredited. VOSA officers have been accredited with the power to stop both goods and passenger vehicles for road safety spot checks. In 2006, the force will roll out the community safety accreditation scheme.

Major Achievements

In April 2001 Merseyside Police was at the cutting edge of NP. As pioneers of this policing style, it reflects well upon the force that NP has subsequently become the policing model adopted nationally. Notwithstanding this, Merseyside Police has further developed NP and it is now integral to the force's total policing philosophy.

In October 2005, the findings of the Police Standards Unit (PSU) PPAF 2004/05 were published. These showed the force in a favourable position. Out of an overall total of 67 grades, Merseyside received 41 Good or Excellent grades and a further 18 Fair grades.

The actions taken by Matrix have met with considerable success, as the following performance figures indicate. Since its inception in April 2005 to January 2006 there has been:

- an 88% reduction in the number of murders by firearms;
- a 47% reduction in the number of attempted murders by firearms;
- a 13% reduction in the number of injuries caused by firearms; and
- a 35% reduction in the number of cash in transit (CIT) robberies (April 2005 to February 2006).

In addition, Matrix has seized a total of 28 firearms, 993 rounds of ammunition and £13.2 million worth of drugs.

Despite financial pressures, during the past year the force has invested heavily in technology to fight crime. In doing so, the force has shifted the focus from using technology to record crime once it has been committed, to its more proactive use in prevention and detection. This has included the purchase and development of mobile automatic number plate recognition (ANPR), AVLS, mobile fingerprint recognition, mobile data access and recording systems.

In 2005/06, all appropriate operational vehicles were equipped with mobile ANPR technology. In 2005/06, the force commenced installation of mobile data terminals in its operational vehicles. These terminals allow officers to carry out checks directly on the Police National Computer (PNC). The force will complete the roll-out of mobile data to all appropriate operational vehicles in 2006/07.

Major Challenges for the Future

In 2008, Liverpool will be the European Capital of Culture. In the years leading up to this, and during 2008, there will be numerous high-profile public events that are expected to attract significant numbers of tourists and local people. Policing of these events, in addition to existing sporting and public events, as well as the continued delivery of day-to-day operational policing will place a heavy and competing demand upon force resources.

As referred to above, the force is committed to an increase in the number of police officers during the next three years. To achieve this, the force has set a challenging target of

October 2006

identifying budget savings sufficient to allow reinvestment in a further 180 police officers. Additional officers will only be recruited when savings have been identified and approved by the Police Authority. Initially, it is anticipated that significant savings can be realised through the deletion of vacant police staff posts.

This presents a considerable challenge to the force since increasing the number of police officers is a contributory factor in helping the force to achieve its strategic priorities and performance targets; targets which have been set mindful of the force's vision to be the best police service in the UK.

October 2006

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

1 Citizen Focus (Domain A)

1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

Contextual Factors

Merseyside community relations department has been at the forefront of developing police responses to crime and ASB, particularly against minority groups within communities.

Responding to requests from the national community tension team the department organised several meetings with the Polish community to discuss tensions and concerns resulting in improved structures to engage with the Polish community. The force has strong community links and the ability to monitor community tension, evident during Operation Capital, the Anthony Walker murder and the visit of US Secretary of State.

Strengths

- The deputy chief constable (DCC) is the force diversity champion, chairing the diversity steering group (DSG) The quarterly DSG includes the chair of the independent advisory group (IAG) and independent members of the Police Authority, staff associations and departmental and BCU representatives at command team level. The DSG action plan led to the identification of disproportionality within the force stop search statistics in respect of black and minority ethnic (BME) communities.
- Section 60 searches are recorded on an electronic database and BCUs have been given action plans to become more intelligence led in linking stop searches to operational performance and the National Intelligence Model (NIM). The database has been recognised by the Home Office as good practice as it provides force-wide consistency for briefings, authorities, evaluation and performance processes thereby increasing accountability and providing greater transparency.
- BCUs have dedicated hate crime co-ordinators proactively monitoring hate crime locally. Information is given to community relations for a force perspective and direction. Hate crime is reported each quarter to DSG. Issues of concern/adverse impact are actioned. DSG tasks the race equality working group (REWG) to monitor and action issues monthly, with quarterly feedback submitted to DSG.

October 2006

- All policies and functions were impact assessed in the first three-year period. All areas and departments have a nominated equality champion responsible for co-ordinating the impact assessments.
- There is a dedicated team for the race equality scheme (RES); providing co-ordination and advice to the force and responsibility for the RES and action plan. The team leads the REWG, which monitors progress with the RES action plan, impact assessments and monitoring.
- The force control strategy includes hate crime as an intelligence requirement, which must be reported on at level 1 and 2 and included within level 1 and 2 tactical and strategic assessments.
- Following the high-profile murder of Anthony Walker, Merseyside Police convened two conferences to understand the cause and effects of hate crime both internally with the Crown Prosecution Service (CPS) and externally with community partners. These conferences directly led to Merseyside instigating a multi-agency review of hate crime in the criminal justice system involving statutory and voluntary agencies. The review is being led by a senior officer from the probation service to ensure independence.
- The force worked with the four football clubs within its region to respond to the Kick Racism out of Football campaign. Activities involved the clubs in high-profile media campaigns. A poster campaign and school competitions with thousands of entries from across the region gave young people the opportunity to understand the issues and visit their chosen clubs.
- Community intelligence is gathered and analysed alongside criminal intelligence and is highlighted via the level 1 and 2 tactical assessments. The force firearms and Weekly Operational Review Meeting documents highlight any ongoing incidents/situations that need to be addressed utilising force resources and planning.
- All public police buildings now have access for the physically disabled and staff have easy access to a number of translation services where communication is a barrier.
- Your Voice Counts is a feedback mechanism for the community to report their views on police services. Submission forms are available in key locations across the community, eg clinics and supermarkets, and a website has been developed underpinned by processes to allow the public to report their views electronically. Again this is monitored by the force quality of service manager. Your Voice Counts has been marketed widely across the BCU areas.

Areas for Improvement

- The force seeks compliance with the ACPO hate crime manual regarding supervision and responsibility of investigating officers. Area hate crime co-ordinators review Command and Control C&C logs and 24-hour reports to pick up any hate crime that may have been overlooked. This regularly results in a number of incidents being reclassified as hate crimes. The force should review the awareness, understanding and training of officers and supervisors to ensure that this issue is resolved. This will impact directly on customer satisfaction and missed opportunities for detection of offences.

October 2006

- Self-reporting, third-party reporting and internet hate crime reporting systems under the national campaign True Vision were launched in 2006. Results will be closely monitored centrally and reports are prioritised. Investigations are neighbourhood based, except Liverpool South BCU where a hate crime unit with investigative capability is being tested.
- Independent surveys of victims have identified failures to keep victims informed. This has been addressed using the crime fighters' team that is deployed on a BCU-by-BCU basis to review hate crimes and ensure victims are updated. The crime fighters' team is a temporary solution to the issue of providing feedback to victims and the force should look to a more permanent solution and process to ensure this is integrated into service delivery standards and monitored appropriately.
- The RES was published in May 2005 and is currently being reviewed following consultation with IAG and other forces. A marketing specialist is now employed to progress the publishing requirements of the RES. The force IAG is being reviewed; it is anticipated the previously established RES subgroup of the IAG will be developed and trained for a more scrutinising role.
- The area commands have established a number of ways that the community can contact local police officers, including mobile phones and public contact points. There is agreement that this work would benefit from some corporate structure.

1B Neighbourhood Policing and Problem Solving

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
4	18	20	1

National Position

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

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

Contextual Factors

In 2001, Merseyside implemented a NP model that set the standard nationally. Many of the initial recommendations made by the force contributed to the national NP agenda and Professionalising the Business of Neighbourhood Policing. The recent changes, introduced in January 2006, are seen by the force as an evolution of the existing model and once again setting national standards. The force considers NP as a particular area of strength and all BCUs are now in line with a corporate model that was significantly tested by chief officers prior to implementation.

Strengths

- The assistant chief constable (ACC) (operations) has personal responsibility for NP delivery and this is reflected in his performance review and cascaded through those of BCU commanders with targets to deliver NP.
- St Helens BCU was a pathfinder for reassurance and was compliance assessed by the Association of Chief Police Officers (ACPO) reassurance team and achieved compliant status. The principles piloted have been replicated in other neighbourhoods across the force (two wards per BCU) and will be mainstreamed by November 2006 through a force project.
- The strategic plan as articulated in the LPP sets out the vision, strategy and success criteria that will govern police activity over the coming one to three years. It includes a narrative explanation of ‘total policing’, which embraces both NP and the direct links it has to citizen focus aims and the wider development of the workforce

October 2006

modernisation agenda, including key references to the contribution of members of the extended police family in BCU delivery.

- The force has a clearly defined model: BCU neighbourhood teams led by a neighbourhood inspector have dedicated officers ring-fenced to wards, patrol 24 hours a day and support (problem-solving, offender-focused) officers within clearly defined roles. The extended police family forms the remainder of the neighbourhood teams. The numbers allocated to each neighbourhood were determined using the Home Office priority neighbourhood matrix. St Helens BCU was a pathfinder for reassurance and was compliance assessed by the ACPO reassurance team and achieved compliant status.
- The force has recently implemented the next phase of NP through an updated model that focuses on improving calls for service attendance, dedicating officers to wards and providing greater clarity of roles for staff. A project board chaired by the ACC (operations) oversaw its development and has now amalgamated with the reassurance and citizen focus board to oversee future governance. Chief officers and BCU commanders took part in a promotional DVD for staff as part of the marketing strategy linked to the further development of NP.
- Terms of reference for the project team include the incorporation of the ten National Centre for Policing Excellence (NCPE) principles and Professionalising the Business of Neighbourhood Policing. A computer-based project management tool has been utilised to track all actions, critical milestones, paths and a risk register maintained to oversee the change process. A project management board chaired by the ACC (operations) has maintained governance of the project and its implementation. The police federation and unions were an integral part of the project board from the outset.
- There are more than 160 dedicated officers, on average two to three per ward. In addition extended police family members add to the number of resources not to be abstracted. Abstraction rates are being tested as part of the review process of NP.
- A brochure *Neighbourhood Policing with Heart & Edge* was given to staff to explain the structure within neighbourhood teams and the core responsibilities of each facet, such as maintaining neighbourhood profiles, initiating problem-solving initiatives or providing neighbourhood level response to calls for service. The 'Edge' refers to force commitment to enforce the law, while 'Heart' relates to force commitment to victim care.
- Local problems such as ASB hotspots and prolific offenders are identified at joint agency groups (JAGs), key individual networks (KINs) and community advisory groups (CAGs); these are fed into the NIM process.
- Performance measures exist to hold all neighbourhood staff to account. A set of role-specific guiding principles has been published to support officers to achieve competences within the integrated competency framework (ICF), including PCSOs and special constabulary.
- The Chief Constable chairs a regular performance meeting (crime fighters) within Business Management Group (BMG) and a monthly Quantum criminal justice performance meeting dealing with quantitative and qualitative data, including

October 2006

confidence and satisfaction tracking and criminal justice standards. Recently the force has moved to a quarterly BCU performance inspection process at ACC level.

- BCUs operate performance meetings and inspectors are provided with clear performance expectations; BCU performance is disaggregated to neighbourhood level and reinforced through the Galleries performance system and cascades through performance development reviews (PDRs) and briefings. Personal performance indicators (PIs) exist to hold staff to account.
- There is a clear communication strategy for NP, which emphasises the force's commitment to 'total enforcement' of the law and 'total care' for the victim.
- The use of enforcement tactics is collated and analysed. Information is shared on a crime and disorder reduction partnerships (CDRP) basis. In St Helens the work is co-ordinated by the local authority community safety department that maintains an ASB database for tracking all activity/interventions in relation to individuals brought to attention, including those who do not proceed to a full order.
- The multi-agency group (MAG) governance framework drives multi-agency performance and accountability. Consultation with chief executives to develop a multi-agency task force for ASB has started. BCU commanders work through CDRP and JAGs to implement local strategies.
- There are many examples of partnership working with the force. The force has a travel safe officer working in the local transport management agency Merseytravel and also an officer working in the Firework Incident Research Safety Team team for firework safety, collaboration between the police, trading standards and the fire service is ongoing.
- Critical incident managers (inspectors) in BCUs take responsibility for managing calls for service and ensuring patrol resources meet demand across all neighbourhoods within each BCU. Call centres are aligned to each BCU. The development of the dedicated officers who are ring-fenced and non-abstractable has formalised local points of contact for communities. PCSOs and the extended police family are directed by, and work in association with, the dedicated neighbourhood officers.
- A communication and marketing strategy has been completed and monitored within the governance structure of the NP project. The force makes use of all available opportunities for positive media presentation and the use of technology allows the Chief Constable to produce 'podcasts' for use on the force website for information broadcasts.
- The force has published the names of all ward dedicated officers in local newspapers. Networks of communication include residents meetings, KINs and CAGs. The 90-day review will seek to test the effectiveness of this and questions will be added to the confidence tracker as part of this process. This will ensure that more than 600 people are tested in each BCU to see if they know the name of their dedicated officer.
- The force is engaged in multi-agency arrangements within youth offender, prolific offender teams and drug intervention programme (DIP) teams working in co-located premises.

October 2006

- Each BCU has a partnership development chief inspector. There are two New Deal for Communities offices and police work in premises that are co-located with community members. ASB units are established with partners in Liverpool, Sefton, Wirral and St Helens. There is a well-established City Safe team in the centre of Liverpool, and neighbourhood management teams in Liverpool South have been involved in joint problem-solving training.
- Corporate (level 2) resources such as matrix disruption teams can be bid for by a BCU either at the tasking and co-ordination group (TCG) meeting within the Operational Support Unit (OSU) or via the level 2 TCG with the support of the superintendent operations running the level 1 TCG. All bids for level 2 resources by a neighbourhood must be supported and have been presented at level 1.
- Intelligence products are based on the NIM structure and are complemented by the force briefing system, which is electronically based (CORVUS). Officers are able to update intelligence and information in respect of problem profiles at the end of each tour of duty. The information gathered on this system is then directly developed into an enhanced problem profile by the crime analysts or into hot briefing sheets by the crime researchers.
- Specific community intelligence analysts are present in five of the six BCUs. The force intelligence system (FIS) has records of community intelligence gathered by all neighbourhood staff including wardens and PCSOs. TCG meetings actively promote the gathering of intelligence and tactical plans and BCU control strategies are developed using crime data and information gathered from the community volunteers.
- The development of PCSOs is the responsibility of the force modernisation team under the ACC force modernisation. The force has developed Job Description Questionnaires (JDQs) , role profiles and a clear set of guidelines for the deployment of PCSOs. A systems audit has been completed within crime reporting processes and BCU processes to identify where volunteers could be utilised. An extended police family co-ordinator has been established within every BCU and the force co-ordinator post sits within the area support and co-ordination unit (ASCU). The force has a community volunteer policy and currently has 209 (as at end March 2006) volunteers across the force.
- The force has committed to increase Special Constabulary numbers to 600 by 2008 and is currently on target to achieve those numbers, following a recent, successful recruitment campaign that has taken the current total to 302. Policies and processes relating to special officers have been reviewed.

Work in Progress

- The force has an accreditation policy in place. The force has accredited VOSA; and an application from British Waterways is currently being progressed. The force is about to commence a series of innovative negotiations with partners to enable better access to available funding streams for PCSOs. This will involve developing the roles of street and street crime wardens in line with the community support officer (CSO) function.

Areas for Improvement

- An area for development is to review the engagement of other agencies within the TCG and tasking process for partnership activity.
- The MAG and central JAG process has been the subject of debate between partners and is now under review to assess the future viability of this structure and the additional benefits obtained in reducing crime and disorder through this structure. The link between strategic partnerships and tactical delivery needs to be more defined.
- A further management review has been commissioned by the Chief Constable in respect of vehicle fleet arrangements and vehicle requirements for the force, a process that the Chief Constable had identified as being an area for improvement for the force.
- An area for development that must be considered in the next period is accreditation schemes of external agencies and the identification of appropriate warden and security companies that may be eligible and their subsequent integration into the policing family.
- The NP review has led directly to two other reviews emulating from focus groups and research: vehicle fleet and the criminal investigation department (CID). The CID review was drawn to an early conclusion owing to the potential impact of force mergers. However, a detailed report will be presented to chief officers in April 2006 with a number of recommendations, which will allow the force to address a number of issues.
- The current 30-day review of NP is the first in a staged process to identify key performance development areas and to ensure compliance across the force with the model principles.
- As part of the NP project, the roles and classification of various officers was more clearly defined to reflect their contribution. Clear standards have been defined to ensure consistent recoding of activity within BCUs. The force should ensure that there is no 'job drift' in these dedicated roles as an increased demand for resources to respond to incidents may draw upon dedicated resources and impact on their ability to deliver their prime role.
- The force had exceeded its target (of 191) for PCSOs in relation to funding rounds 1–4 by 31 March 2006. Additionally, PCSOs are designated from 1 April 2006 with five initial powers to increase capability to respond to ASB. Opportunities to attract matched funding to sustain the posts up to and beyond 2008 are currently being investigated. The use of powers and the impact on ASB should be closely monitored and supported by supervision and training opportunities.
- The force should review the 'abstraction policy' for safeguarding of dedicated and neighbourhood support team (NST) officers. There is a perception that neighbourhood officers are often deployed to other events, such as football, and dedicated officers are gradually being drawn into response due to the increased demand function caused by a more effective call-handling performance.

October 2006

- There are NSTs that are directed by the NIM. There is a tactical hub that proactively targets priority objectives, warrants and named offenders. However, as resources are being drawn into the response, this may be impacting on the proactivity function of this unit and the force may consider a review of their availability to deliver their core role.
- The force should ensure there is a fixed tenure period for student officers working on duty groups. Although it is recognised that operational necessity requires officers to be moved to different duty groups with different supervisors, it may affect their development if this occurs too frequently during their probationary period. The force should review the posting policy for 'student officers' and provide them with the necessary support and stability upon which they can build their experience, enhance their skills and develop throughout their probationary period.
- The force should consider reviewing the role and responsibilities of both neighbourhood and critical incident inspectors to ensure that the force is maximising the opportunities for effective contributions to neighbourhood resources.
- In some areas, PCSOs have been provided with a dedicated supervisor at sergeant rank to ensure consistency. This should be adopted as policy, which will assist in the development and review processes of PCSOs.
- The force should review the posting policy in respect of PCSOs to ensure there is a system that links the posting to areas of vulnerability with regard to reassurance, and that appropriate performance review mechanisms track and assess these decisions.
- The force should ensure that there are effective consultation arrangements between patrol and neighbourhood supervisors when completing PDRs for officers working on the NPTs.
- The deployment policy for dedicated and NST officers should be clarified within the call-handling centre as this may be leading to a lack of corporacy on deployment decisions.
- The current allocation and responsibility of staff deployed in the dedicated and patrol functions needs to be reviewed within neighbourhoods against the call grade response policy, to ensure effective use of resources balanced against priorities.

October 2006

GOOD PRACTICE

TITLE: Begging and Intimidation

PROBLEM: Officers in St Helens were becoming concerned at a number of beggars who were intimidating shoppers on the footpaths and car parks next to supermarkets. The beggars were attracted to the area as they were after the £1 coin that was inside each trolley. The most common approach was to target elderly people on their own and demand that the shoppers let the beggars take their trolley back to the trolley station. Once this was done the beggar would invariably keep the £1 coin. It was becoming clear that the shoppers were only handing over the trolley because of the aggressive nature of the demands

SOLUTION:

The shoppers began to complain to the supermarkets and the local Neighbourhood Team was asked to help. The team worked closely with the crime reduction officer and the supermarkets and discovered that an excellent solution lay in giving the elderly shoppers specially designed tokens which have no monetary value whatsoever but which fit the trolley perfectly and are reusable.

Word quickly spread and the beggars desisted in their activities. From this simple intervention there has been remarkable and positive feedback; not only have the beggars stopped their aggressive begging but, having no reason to remain in the area, they are no longer gathering at the locations and triggering feelings of insecurity amongst the vulnerable.

The activity has attracted the attention of the press and the success of the initiative has been reported and supported by a formal launch of the scheme at the local Marks and Spencer's store.

In total the team purchased 3000 tokens on key rings at a cost of £1300. (The supplier in this case was Elle Publishing on 020 7836 4390).

OUTCOME(S):

Established links with local traders led to quick identification of the problem and the extent of its community impact

Effective joint working between the Neighbourhood Team, the CRO and the supermarkets led to the identification of a solution

Simplicity of the solution made an effective and rapid intervention possible

Good media coverage provided reassurance to those affected and to the wider community

FORCE CONTACT: Contact: Sgt Steph Barcroft

October 2006

1C Customer Service and Accessibility

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

The force has completely redesigned the monthly and quarterly reports from the victim and public surveys. This is to support changes to the operational performance meetings that are chaired by the ACC (operations). In these meetings customer feedback has been given a new emphasis and recommendations from the reports are discussed and actioned to BCU commanders. The recommendations themselves focus specifically on the critical inputs that will lead to increased satisfaction.

During 2005/06 the force has taken account of the feedback from the public in relation to road safety enforcement measures. During this time the force has both increased the number of traffic officers and also introduced themed spotlight days to address different aspects of road safety.

The force's new customer service policy was approved in January 2006. The policy encompasses many areas of work that are already in existence and some that are currently being implemented. It covers responsibility for keeping customers informed in respect of incidents, crime reporting and investigations, arrests and disposals, serious offences and progress of cases through the courts and subsequent appeals. Each BCU now has a QoSC project manager.

Strengths

- The ACC (operations) chairs the citizen focus board meeting on a monthly basis which co-ordinates and analyses progress and compliance with the QoSC. This is supported on a tactical level by the citizen focus delivery meeting (monthly), which concentrates on the delivery of QoSC products in the BCU and is attended by the leads for the QoSC project managers from each BCU.
- The force has undertaken a gap analysis of its position against the QoSC. Many areas of force activity were already compliant with the requirements.
- Merseyside Police was involved at a national level in the development of the QoSC. The elements of the QoSC are partly based on the research findings from Merseyside and a small number of other forces. A programme of user satisfaction and public perception surveys is conducted on a monthly/quarterly basis by the communications and marketing department in line with national PPAF guidance, and reports results at force and BCU levels.

October 2006

- The force has introduced a new model for NP designed to fill specific customer service gaps following feedback from customer surveys. The main areas were ASB, response to calls for service and desire to know the name of the local dedicated officers. The new model will now be overseen by the citizen focus board, which encompasses the work of the force modernisation team in developing the QoSC.
- A project management structure is in place to monitor delivery of all the facets of the QoSC. Implementation work is being carried out concerning the single non-emergency number (SNEN) with negotiations taking place with partners.
- Customer care courses are being delivered to all staff who have been identified by BCUs as being the front-line deliverers, including dedicated police officers, call handlers and enquiry officers. A target of 2,000 to be trained by November 2006 has been set.
- The force has been involved in a national practitioner panel that has produced a set of guidelines for effective community engagement in policing.
- The organisation has developed a text SMS service for hard of hearing and is now evaluating the development of this facility for the whole community.
- The force has an ongoing programme to update facilities at public enquiry offices. This programme included improvements to public signage outlining neighbourhood boundaries and contact details. The force has worked hard during the past two years to improve its website. A strategy based on feedback sought from users of the site has seen large increases in the number of hits and unique visitors.
- The review of call handling by external consultants identified the force's challenge in terms of understanding the overall demand and how to best meet that demand. A customer contact strategy has been developed which includes a voicemail and secondary call-handling plan. A new call grade and response policy was introduced in January 2006. The policy defines responsibility between call handlers, dispatchers, supervisors and BCU staff. The force's satisfaction surveys monitor the force's performance of key stages of the call-handling process.
- Victim satisfaction is sampled on a quarterly basis through the WAVE survey conducted by an external research unit. The results are probed at the Quantum monthly meeting of Merseyside criminal justice board (MCJB) and criminal justice partners chaired by the Chief Constable. A witness care unit has been set up serving the whole of Merseyside to examine the effectiveness of trials and victim support through the justice process.
- Area-based rewards and recognition feed into the Gala Awards evening and awards include the most significant contribution to NP and are focused heavily on improving customer service.

Work in Progress

- Each BCU has a QoSC project manager who ensures that staff understand their respective responsibilities and that training is delivered. Training is being delivered to all staff that have been identified by BCUs as being the front-line deliverers. A target of 2,000 police/staff being trained by November 2006 has been set. The force is

October 2006

expanding the training to CSOs and specials and will be built into probationer training.

- The force's new customer service policy was approved in January 2006. The policy encompasses many areas of work that are already in existence and some that are currently being implemented. These include the QoSC, a customer feedback process, standards for customer care and the victims' code. A programme of dip sampling by supervisors and managers is being introduced in all BCUs to ensure that victims of crime have received quality of service from officers and staff. This programme of dip sampling has been developed into an IT-based package that randomly selects crimes for dip sampling. This should be used as a development tool for the identification of gaps in service delivery.

Areas for Improvement

- All user satisfaction PIs within the citizen focus domain are currently on or above target with the exception of 'action taken by police' and 'follow-up' measures, which are recorded as below target. This is essentially within the follow-up phase and it is anticipated that the new NP model will address these concerns/performance over the coming months.
- During 2005 the communication and marketing department has worked with area commanders and the ASCU to develop new monthly reports and an audit process based around the QoSC. The new reports are sent to relevant senior managers in the force. The reports are presented at operational performance meetings. The recommendations are then used as the basis for action plans that are reported back to the ACC (operations). These plans should include performance improvement targets and impact directly on service delivery.
- One of the emerging key themes of a staff satisfaction survey was 'reward and recognition', which now forms one of the four workstreams that has been explored by a rewards and recognition focus group. The force intends to incorporate QoSC within rewards and recognition policies and will be pursued through the citizen focus board. The force should engage fully with staff associations and unions when developing the frameworks.

1D Professional Standards

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

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

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

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

http://inspectrates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

October 2006

2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

iQuanta indicates that the force has recorded a 2% increase in crime per 1,000 population recording 128,119 offences in comparison with 125,086 the previous year. Robbery offences have increased by 15% and violent crime by 2%. However, the issuing of fixed penalty notices has led to an increase in violent crime figures. Burglary and vehicle crime have reduced by 5%. Although the force has shown some slight improvement in reductions in the last quarter of 2005/06 for offences of burglary, violent crime and vehicle crime compared with October to December 2005, they remain below the MSF average.

Strengths

- The ACC (operations) has the lead for volume crime reduction. Force performance is analysed by the strategic development department (SDD) that provides weekly force performance updates to ACPO. Performance is furthermore monitored at the monthly corporate performance meeting and BMG every two weeks. BMG focuses on statistical crime data performance and key performance indicators and is chaired by the Chief Constable.
- Where underperformance is identified, BCUs are given an action plan to improve performance, which is monitored by ASCU. Updates on the progress of these action plans are then delivered at subsequent performance meetings. Performance objectives are set by the ACC (operations) within BCU commanders' PDRs. Progress against objectives is monitored on a six-monthly basis.
- The force crime and disorder strategy (CANDO) has been reviewed and is to be relaunched from 1 April as Beat It. Beat It outlines the framework for policing activities in a toolkit format that has guidance in terms of problem solving.
- The SDD leads on the determination of force targets as part of the LPP. In doing so, SDD consults with areas and departments, CDRPs and Government Office for the North West (GONW). The targets include the new local policing domains; those areas of crime that are particularly relevant to local issues. Once the LPP targets are agreed, SDD works with BCUs to establish disaggregated targets for each BCU.

October 2006

- Intelligence briefings based on tactical plans and priorities are conducted across all neighbourhoods. TCG meetings are led by operations superintendents in BCUs and the results analysis contributes to the weekly performance meetings. Briefing documents are available on CORVUS and the minutes of JAG and neighbourhood action group meetings identify police and partnership actions.
- Partnership analysts provide crime analysts with business reports on a bimonthly basis and this supports the local authority deployment of youth service resources to tackle crime and disorder. Successful crime reduction operations include Operation Tango tackling uninsured vehicles and vehicle crime and the Liverpool Safer Schools initiative. Partners are routinely engaged in sharing information and problem solving; these include Trading Standards and the fire service.
- The ACC (operations) has appointed a superintendent to the problem-orientated policing (POP) portfolio. In support, there is a dynamic training programme geared for delivery to identified roles. To support this training, a networked, problem-solving case management system has been developed. This will provide a means of recording public preferences and priorities and identify specific problem-solving initiatives, which will be disseminated as good practice.
- Each BCU is developing POP champions plus a POP co-ordinator. Such roles have been identified as a means of providing a BCU-based 'point of excellence' in terms of POP delivery. POP delivery is determined through application of the scanning, analysis, response, assessment (SARA) model; however, the Merseyside POP process has expanded the SARA model into specific components, which help further clarify the methodology. In addition, the processes make provision for external agencies and partners to nominate identified problems as a concern to the ward, neighbourhood, BCU or force.
- AMEC (Alcohol Misuse Enforcement Campaign) operations have been carried out throughout Merseyside since November 2004. Currently, there is a DVEC (Domestic Violence Enforcement Campaign) operating in Liverpool North, South and Wirral, with Home Office funding. A police-led, inter-agency, anti-bullying programme is operating in all Merseyside schools.
- Force-wide test purchasing operations have been carried out in partnership with trading standards, in on and off licences, as well as large retail outlets. Trading Standards launched on-licence Knock Back Packs. Enhanced radio links between bars, direct to police and CCTV operators, and primary care trust-led initiatives delivering medical support within the night-time economy are further innovations. Licensees' forums have been established; enhanced security at bus stations and taxi ranks during evenings/weekends has been provided as well as the appointment of night-time economy co-ordinators.
- The ACC (operations) is chair of the MAG which is attended by the chief executive from Knowsley to represent CDRPs and senior managers from other partners, including the fire service, primary care trusts and youth justice. The MAG meets once a month and discusses pan-Merseyside issues. The ACC (operations) is also actively involved in Quantum and MCJB meetings, which are chaired by the Chief Constable and attended by partners.
- Evaluation for any BCU-based initiatives is built into the associated plan. This is usually conducted by the plan owner in conjunction with the crime analysts within

October 2006

Operations Intelligence Units. Progress towards completion of target packages at level 1 NIM is tracked fortnightly at the TCG meeting and an electronic briefing system on CORVUS allows officers and police staff to input results daily so that hot briefing sheets can be produced based on emerging crime trends and intelligence updates.

- Public protection officer (PPO) guidance and premium service involves agreement between CDRPs and the MCJB, as recommended by the Office of Criminal Justice Reform. Data-sharing protocols exist locally and over-arching data-sharing protocols under s.115 Crime and Disorder Act exist between police and partners/relevant authorities.
- BCU commanders are held to account for CDRP performance at a variety of meetings with partners including CDRP, LSP and tactically BCUs are accountable through JAGs.
- Each BCU has its own ANPR capability.
- A decision has been made to concentrate on crime investigation rather than recording. Officers are to be encouraged to make use of the 72-hour discretion period prior to recording a crime, to satisfy themselves that a crime has been committed.
- The Audit Commission report for 2005 into National Crime Recording Standard (NCRS) compliance indicates that the force was graded as Good for data quality and management arrangements. The force has shown a year-on-year improvement in the categories of both data quality and management arrangements.

Work in Progress

- Force performance in respect of volume crime is monitored at the monthly corporate performance meeting and BMG. ASCU has recently re-introduced its quarterly BCU inspection process to ensure that the performance in respect of volume crime targets is scrutinised and improved.
- The force is currently encouraging officers to be more inquisitive and probing with complainants as to the reasons for reporting a crime, which may be for the convenience of satisfying the process of a third party in securing a reference number of a police report to justify a claim, rather than the person being a victim.
- The MAG and central JAG process has been the subject of much debate between partners and is now under review to assess the future viability of this structure. The link between strategic partnerships and tactical delivery needs to be more clearly defined; however JAG structures have been particularly successful in combining partnership resources regarding prolific and priority offenders.

Areas for Improvement

- The force is not on track to achieve the volume crime targets in respect of all crime, burglary dwelling, violent crime, theft from motor vehicle and robbery. The force has improved its MSF position in respect of all crime and burglary dwelling.

October 2006

- The force could maximise the impact on volume crime reduction by attaching CID officers to neighbourhood teams. This would enhance the team-working approach and provide valuable experience and mentoring opportunities to NPT officers.
- Recommendations in the recent CID review should be considered in respect of the resilience of BCU CID capacity.
- The force should review the impact on the force of specialist units and the draw on experience from the local policing delivery and their contributions to crime reduction.
- Police and A&E departments have entered into data-sharing partnerships in relation to drink-related injuries/assaults. A Best Bar None scheme has been introduced into Liverpool city centre pubs and clubs, and will expand force-wide throughout 2006/07 to improve standards and lower incidences of violent crime.

October 2006

3 Investigating Crime (Domain 2)

3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

Contextual Factors

The Force Crime Operations Unit, Major Incident Team (MIT) is a highly skilled, motivated and dedicated resource which has responsibility to investigate category A and B murders, and provide assistance to BCUs investigating category C murders and other complex investigations. In the previous 12 months the unit has investigated nine category A/B murders, detecting seven. The expertise and flexibility of the unit is evidenced in the recent investigation into the racist murder of Anthony Walker. The offenders in this investigation, having fled the country shortly after the attack, were nevertheless convicted within four months of the incident taking place. This was commended by the High Court Judge presiding over the hearing, and positive comments were also received from Mr Lawrence, father of Stephen, as well as the national press and community leaders.

It was also decided in February 2006 that FCOU (MIT) would investigate all deaths resulting from medical negligence and health and safety. In addition to this, the unit investigates crimes in action, including contamination, kidnap and other major investigations as directed by ACPO. The FCOU has investigated two offences of kidnap, which have been brought to a successful conclusion. Furthermore the unit has conducted a joint investigation with Lancashire into a further offence of kidnap that was also brought to a successful conclusion.

As a result of the investigations undertaken by the FCOU (MIT) and the convictions of key individuals that have followed thereafter, in particular with regard to gang-related violence, there has only been one fatal shooting on Merseyside within the previous 12 months.

Strengths

- The FCOU (MIT) has responsibility to investigate category A and B murders, and provides assistance to BCUs investigating category C murders and other complex investigations. In addition to this, the unit investigates crimes in action, including contamination, kidnap and other major investigations as directed by ACPO.
- The level 1 BCU tactical and strategic assessments feed into the level 2 and 3 tactical and strategic assessments and any geographical threat is highlighted within all three documents. The force firearms document and WORM documents are based on the force threats and risks associated with organised crime enterprises,

October 2006

individuals or smaller groups which include gun crime. Community issues raised are addressed via neighbourhood teams.

- This force has an established working relationship with multi-agency public protection arrangements (MAPPA) partners and activity and action is co-ordinated through this group. NIM products and techniques have been produced to identify and highlight organised criminality within this force.
- Force control strategy identifies priorities which are supported by a team of dedicated researchers and analysts. Information and Security Bureau has four dedicated Counter Terrorism Strategic Analyst posts and is responsible for the identification of local vulnerable sites and sectors in addition to those identified by the security service. This section is responsible for passing counter terrorist protective security advice to the business and commercial sector and also to members of Merseyside Police.
- The serious crime review unit currently captures and maintains a database of all homicides within Merseyside. The force has a homicide reduction strategy, led by a detective superintendent from the FCOU (MIT) that looks at key issues that contribute to homicide. In addition the data is used to identify activities and activity drivers to proactively reduce homicide within Merseyside.
- There is local management of registered sex offenders, violent offenders and potentially dangerous persons by the use of the Violent and Sex Offenders' Register (ViSOR) database and the MAPPA processes to assess risk. Target packages are considered at local level 1 TCG, and can be progressed to the central tactical level 2 TCG where corporate resources such as a dedicated surveillance unit, public protection unit (PPU), target operations and Matrix can be tasked with the proactive investigation.
- Merseyside Police has a policy for dealing with suspicious deaths. The policy, which is currently under review, works with a 'suspicious death procedure' flowchart designed to provide assistance and first response protocols for officers and supervisors attending scenes. There is an established review procedure using experienced staff.
- The force has responded to the findings of the Bichard inquiry by establishing a steering group and appointing a detective chief inspector with responsibility for implementation of the recommendations. A number of actions have been identified to enhance the intelligence capacity and retrieve information from past records and standalone IT systems.
- The force is committed to sharing intelligence and has electronic intelligence links to Lancashire, National Criminal Intelligence Service (NCIS), National Crime Squad (NCS) and British Transport Police (BTP). It also has a detailed Memorandum of Understanding with key Scottish forces and the Scottish Drugs Enforcement Agency. The force is actively engaged in the intelligence management, prioritisation, analysis, co-ordination and tasking (IMPACT) and IMPACT Interim Police Local Exchange projects. The force has electronic access to Lancashire Constabulary's Sleuth briefing system and shares information with local authorities and the UK Immigration Service.

October 2006

- Cases that fall into the Serious Crime Analysis Section criteria are identified within BCUs and there are processes to ensure that such cases are forwarded to SCAS. The force uses the Catchem database in appropriate circumstances. The Home Office highlights the force as a lead force in utilising CARMS, Community and Cultural Resources Unit. Kidnap investigations utilise NCIS, kidnap and extortion database.
- Detective superintendents cascade best practice and new initiatives. The Serious Crime Review Team has been formed to review major incidents. This process includes highlighting areas of best practice and identifying areas for development. The reviews provide support for the appointed senior investigation officers (SIOs) on enquiries. Identified best practice is submitted for inclusion in the ASCU What Works reference library and the Beat It toolkit.
- A critical incident review is run in parallel to major investigations to ensure priority lines of enquiry have been identified and expedited.
- NCIS has designated staff to Merseyside Police and attends the weekly operations meetings with ISB and FCOU. The force exchanges intelligence with NCIS on a wide range of issues. ISB is the single point of contact (SPOC) with flagging entities with NCIS.
- A record of all threat assessments is held within ISB in order to monitor past and present disputes/threats. The force firearms and WORM documents are produced weekly to inform duty superintendents of any ongoing disputes/threats to allow dynamic decision to be made at all times. Access to a confidential team drive allows any previous documents to be perused.
- The force has a 24-hour, 365-day call-out system for key personnel and departments, including ISB and MIT that will manage the major incident room structure in compliance with major incident room standardised procedures (MIRSAP).
- Each of the psychiatric facilities within Merseyside has a link officer to ensure that mentally ill offenders and potentially dangerous persons are correctly identified and managed jointly through the MAPPA processes, and that relevant information is shared.
- The ProTECT database records incidents of domestic violence (DV) that cross-references to child protection and highlights repeat victimisation. All DV incidents are risk assessed using the separation, pregnancy, escalation, cultural, isolation, stalking, sexual assault (SPECSS) model, and there are Bronze, Silver and Gold responses to provide an appropriate level of protection.
- There is a force policy detailing responsibility and investigative methods to be employed for incidents of institutional abuse. The policy is called Care Plus; it involves investigative methods to be used by specialist practitioners who are particularly adept in methods such as videotaping interviews to achieve best evidence. Within area-based family crime investigation units, there are identified vulnerable adult protection officers. Joint agency strategy meetings agree adult protection plans.

October 2006

- The force can demonstrate a capacity to deal effectively with critical incidents and the ACC (operations) ensures that appropriate trained resources and suitably equipped premises are available to deal with a number of incidents which may impact on the force.
- The force has sufficient fully equipped incident rooms which are regularly tested for capacity issues. A regional policy has been agreed with neighbouring forces and the Police Information Technology Organisation (PITO) should there be a requirement to launch or support a casualty bureau regionally. Both Home Office Large Major Enquiry System (HOLMES) and casualty bureau have regional user groups. In addition the facilities are currently being incorporated into the plan for Child Rescue Alert, which was launched in March 2006.
- The FCOU (MIT) is resourced to investigate all category A/B murders and crimes in action including contamination, kidnap and other major investigations as directed by ACPO. The MIT investigates all major crime in line with MIRSAP and the ACPO murder manual. There are four separate investigative teams. The unit has sufficient levels of officers trained in the disciplines and support mechanisms for conducting large major enquiries.
- The serious crime review unit is responsible for the review of major crime investigations, including cold case reviews. The review team has the ability to identify best practice and development needs, which are disseminated via the ASCU. A detective superintendent from the FCOU or ISB reviews major investigations after 24 hours, 7 days and 28 days internally.
- The force has adopted the definition of critical incident and includes community impact assessment and the involvement of the community and community relations department in assessing risk and responding to community involvement and reassurance. At levels 1 and 2, a predictive calendar of events is produced and reviewed annually to highlight events that may raise public concern or lead to critical incidents of crime or disorder. Research and analytical staff undertake a daily scan to monitor race hate incidents and community tensions.
- The North West regional intelligence cell (NWRIC) provides funding for the provision of a community intelligence officer to enhance the ability of the force to obtain intelligence from, and relating to, minority communities and hard-to-reach groups. This intelligence will assist in feeding the Richer Picture, a national intelligence requirement. The force has two dedicated prison liaison officers at the two local prisons and is developing a joint intelligence cell provision.
- Intelligence products are enhanced through a variety of open and closed sources, including the internet, local and national media, force systems, national forensic databases, local authority and fire service systems. Through NP the force engages with the community. PCSOs play a key role in the gathering of community intelligence. Training is provided at BCU level to assist PCSOs in completing intelligence reports and registering confidential contacts.
- The command and control system, Altaris, is used to record all reported incidents. The call handler can attach an urgent message to the log and tag a critical or firearms incident. The Altaris system recognises the location and the dispatcher is responsible for the deployment of resources. The system has a built-in management

October 2006

information system, which facilitates the collection of statistical data for analysis. Logs comply with the National Standards of Incident Recording.

- Community relations monitor tensions within the disparate communities of Merseyside and report to the force weekly operational review WORM meeting as well as the national community tensions team (ACPO) Terrorism and Allied Matters (TAM). The force has developed a community impact assessment document. This form is maintained throughout a critical incident with frequent reviews as the enquiry progresses.
- The DCC supported by the force risk manager is responsible for the corporate management of risk. The force risk manager ensures that staff are aware of risk management requirements. Departments are required to maintain local risk registers. The register is 'scored' against individual risks and these are quality assured by the force risk manager. A risk management group meets bimonthly to consider corporate risks. A risk management strategy and policy (which is ratified by the IAG) is in place.
- The force has contingency plans for the policing and security at high-profile locations such as HMP Liverpool, Altcourse and Ashworth Hospital. The plans are 'owned' by force operations and can be accessed via the force intranet.
- The PPU produces policy and procedures for the management and investigation of child protection, DV, vulnerable adult protection, mental health, MAPPA, serious sexual assaults and family liaison. Practitioner meetings are co-ordinated to identify barriers to compliance and developing trends. Policies are subject to regular review to ensure that they reflect best practice and that resources are adequate to deliver.
- The force has a cadre of dedicated firearms incident commanders (superintendents) who command all firearm responses. Reviews of the management of such incidents are undertaken by force operations department. Critical and potential critical incidents are also monitored by the Gold group.
- The force is engaged with the IAG and utilises its skills and expertise in developing policies and consultation during the management of critical incidents. In addition it is used as a 'critical friend'. Data is provided to the IAG, which will advise on any potential areas of disproportionality. The force Black Police Association (BPA) incorporates a wide variety of faiths and the IAG and BPA members regularly provide advice in relation to critical incidents. Members of the IAG sit in on Gold group meetings on issues which may have an impact on particular areas of the community.
- The force has 12 nationally accredited Gold commanders and 34 accredited Silver commanders for firearms. During 2006 two Gold 'Kratos' exercises have been delivered and two further exercises will be jointly delivered by firearms training and central training. The force firearms department uses Chronicle database to record training and refresher dates. A new role of firearms command trainer was established in January 2006. In addition there is a formalised input by firearms training to newly promoted sergeants on their role as a Bronze commander. Firearms training and public order training are compliant with national standards, such as Advanced Public Order Course.

October 2006

- The force has full on-call rotas to provide specialist, strategic, tactical and operational support and advice. These include Gold (ACPO level rota) and Silver commanders, other senior managers trained to and competent in firearms (CADRE), chemical, biological, radiological and nuclear (CBRN), public order tactical advisers, (TACADs), major incidents, serious crime and other related matters, eg mass fatality, negotiators. In addition the ISB has a 24/7 reserve desk to deal with all intelligence matters of an urgent nature.
- The force provides a minimum of four doubly crewed armed response vehicles (ARVs) at all times. On-call arrangements ensure availability of firearms tactical teams to deal with pre-planned and developing incidents. The force also has trained rifle officers, and a number of tactical team officers have been trained to deliver firearms support in CBRN environments. The force has a number of officers trained for close protection and venue protection roles. Tactical advice is available to firearms commanders 24 hours a day.
- All FIMs (inspectors) attend a nationally accredited firearms Silver command course, and receive mentoring and additional in-force training before they are formally assessed as competent. All decisions to deploy firearms officers at full response are immediately ratified by the on-duty superintendent who is a trained and accredited firearms Silver commander. Any pre-planned operations or developing spontaneous incidents have a Silver commander allocated to them, who is a member of the firearms cadre. A trained Gold ACPO firearms commander is always appointed to such operations.
- Assessment has taken place in force for Gold, Silver and Bronze public order accreditation and work is being undertaken developing APOC. Simulated operations exercises are delivered by central training.
- The force is developing the current force intelligence system to speed up the process of recording information electronically and eliminate paper processes and double keying. The intelligence system links to the force's data warehouse so that intelligence system users can carry out a single search across all major systems to ascertain where information is held.

Work in Progress

- The force has conducted a recent review of gun crime on Merseyside. A strategic, proactive and reactive response is being developed to this type of criminality.
- The force is currently reviewing the management of the threat assessment policy and procedures to respond to and prevent homicide or life-threatening incidents. The threat assessments are completed by the originating BCU/department and forwarded to the intelligence and security bureau for further research against confidential intelligence. This allows decisions to be made relating to the delivery of Osman warnings to targeted individual(s).
- Community relations have developed a tensions assessment form and are running a pilot monitoring tensions in Liverpool South. This involves neighbourhood inspectors reporting every quarter on tensions to TCG meetings and the BCU reporting every six months. The force may gain benefit from a more frequent monitoring and reporting process.

October 2006

- The force is currently conducting a review of the systems and processes within the coroners department to ascertain a method of capturing deaths within care institutions. Management information Analysis is responsible for the statistical recording of all suspicious deaths.

Areas for Improvement

- In order for the FCOU to maintain and build on its success, there needs to be a strategy of succession planning at all ranks for detective posts within this unit, to maintain the skills and experience base necessary to address this level of criminality.
- The force should review the resourcing implications of the FCOU (MIT) Matrix teams and other specialist units within the force to ensure that sufficiently trained and appropriate staff are being developed to fill ongoing vacancies and that this is not impacting on a drain of skills from the front end of policing.
- The force is currently recruiting a new risk manager and one of the first tasks will be to review the risk management policy.
- Approval has been received for the purchase of a missing persons programme, which will improve the management of missing persons enquiries and interface with force intelligence systems and the national missing persons database.
- All SIOs complete the SIO development programme. Detective chief inspectors and above will complete the management of linked and serious crime course. SIOs within the FCOU will complete the kidnap and extortion course. All FCOU SIOs and deputy SIOs have completed a HOLMES management course. All SIOs will be expected to achieve level 3 accreditation under professionalising the investigative process (PIP) The force should consider this to be a requirement rather than an expectation.
- Chief inspectors within Merseyside Police are actively encouraged to complete the strategic leaders development programme provided by Centrex, including mandatory critical incident management training. The force should review its mandatory training requirements and accreditation for senior and middle managers.

October 2006

3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

Contextual Factors

The force identified the need to focus on factions involved in the use of firearms, supply of illegal drugs and high value CIT at Level 2. Matrix was formed by bringing together a wide variety of resources. The Matrix syndicates have either an investigative or disruptive faction. The firearms unit also forms a part of Matrix. Matrix will react to 'hot intelligence' and can provide a surveillance capability within one hour of receipt. Matrix has a self-sufficient covert capability, including CROPS, technical surveillance and other covert tactics. The Matrix covert team is now located in a built-for-purpose location.

Following a review of the financial investigation functions within FCOU, all the units will be merged to form the economic crime unit consisting of the criminal enterprise team and the criminal assets team. In addition, the review has formulated the attacking criminal economies programme (ACE) to attack criminal enterprises and remove role models and their assets from neighbourhoods. The review has implemented a new performance framework, with each BCU being provided with specific financial targets. It has been recommended that BCUs will be incentivised with a percentage of the finances forfeited, and these funds are being put back directly into the respective BCU.

The force has a number of policies which are linked and specifically address issues of security and integrity. These include: Doing the Right Thing (Whistle-blowing), Dignity at Work, Fairness at Work and Vetting Policy.

The force is currently developing, in consultation with ACPO serious and organised crime group, a national performance management framework. The force principal strategic analyst has been invited to the national level 2 working group to consider PIs for organised crime. The first meeting took place on 11 April at the Home Office and the force has been asked to pilot these new PIs.

Strengths

- Research and analysis within the intelligence and security bureau identifies criminality and networks at this level and they are presented to the tactical TCG for acceptance within the tactical assessment and as target and problem profiles according to NIM codes of practice. The tactical assessments are fed into the strategic assessment process that identifies the control strategy priorities of which criminal use of firearms and organised crime enterprises are two main priorities.
- Matrix was created in January 2005 to target level 2 organised crime groups engaged in gun crime, faction-based violence, drug supply and CIT robbery.

October 2006

Objectives are to reduce gang-enabled crime, CIT robbery, fatal and non-fatal shootings and firearm discharges. This reflected the Chief Constable's priority as contained in the Blueprint for Service Improvement.

- The force also created a gun crime team (Operation Embar) on 20 March 2006, which currently sits under Matrix. It investigates all confirmed firearms discharges.
- The ACC (operation support) provides visible and proactive leadership in co-ordinating the force's response to level 2 and level 3 criminality. She works closely with the ACC (operations) given the complexity that is involved in differentiating between levels 1, 2 and 3. The ACC (operations support) also chairs the level 2 TCG process and the regional level 2 TCG. The ACC (operations) and the ACC (operations support) work closely together to co-ordinate the use of BCU-based resources to tackle cross-border problems. This ensures a clear and consistent oversight of the impact of criminality across all three levels.
- Merseyside is one of a small number of forces to operate a level 3 tasking and co-ordination process that deals with serious and organised crime and security issues. As a result the force is extremely active in tackling indigenous serious and organised crime groups, despite the fact that the benefits often extend beyond local and regional boundaries.
- The level 2 TCG process adheres to NIM codes of practice. Full TCG meetings take place every four weeks supported by an interim meeting after two weeks. All minutes and actions are recorded and robustly monitored by the chair (the ACC (operations support)). Operations are prioritised utilising the current force control strategy, which is formulated from the force strategic assessment twice yearly.
- Level 2 is in the process of completing a scoring matrix to manage the priority of targets, operations and issues which level 2 resources are deployed to. This scoring matrix will then be adopted within the level 1 TCG. Results analysis plays a key role in the identification of best practice of operations. Osman warnings are issued in conjunction and agreement with the ISB management and recorded on the threat assessment.
- Representatives from the ISB and/or FCOU attend the regional TCG meetings at both tactical and strategic level. Due to Merseyside Police having a level 3 capability, it is quite rare for a request to be made for regional resources.
- The force is engaged in many cross-border operations. Research and analysis and various NIM analytical products support all operations, and techniques are produced to assist the level 1 and 2 decision-making process. These operations have all been instigated at level 1 before being brought to the level 2 agenda for resources to be allocated. The force is represented at the regional intelligence group and the regional TCG where Merseyside was nominated as the lead force on a cross-force HGV hijacking problem.
- The force has an agreement with NCIS and the Serious Organised Crime Agency (SOCA) to work closely in exchanging intelligence and assisting in operations. NCIS attends weekly operational meetings with the ISB and FCOU. The senior analysts of the ISB act as direct liaison officers with NCIS. The force has a very close working relationship with Her Majesty's Revenue and Customs (HMRC) and exchanges hot intelligence through the ISB source management unit. Matrix is the operational team

October 2006

that reacts to such intelligence and a number of protocols are in place to formalise the exchange of sensitive intelligence.

- As a force with high levels of organised crime it has negotiated the appointment of four SOCA staff to be permanently accommodated within the ISB to facilitate the passing of intelligence and co-operation. The force has also seconded two officers to the Alpha unit of HMRC in anticipation of SOCA to assist with the management of their secret intelligence.
- The FCOU cheque/international crime unit (ICU) has conducted numerous joint operations with HMRC, NCS, the Department for Work and Pensions (DWP), Post Office investigation unit and the regional asset recovery team (RART). The immigration service is involved with every ICU operation which has included targeted illegal trafficking in foreign nationals. The ICU is a multi-agency unit having three immigration officers and a member of the DWP permanently attached to tackle serious and organised criminal activity committed by foreign nationals in Merseyside and notification arrangements exist with the Inland Revenue.
- The ICU has established working relationships with all forces within the North West. The unit provided advice, assistance and evidence of the facilitation of illegal migrants to the SIO of the Morecambe Bay disaster. Matrix is also working jointly with the SDEA and other Scottish police forces, targeting Liverpool criminals engaged in faction-based criminality, the supply of firearms and drugs.
- The Cheque Wing targets all offences of organised/linked series cheque and credit card fraud, including collusive trading, skimming and the forgery and counterfeiting of cheques and credit cards. The ICU targets organised crime committed by foreign nationals in particular organised illegal immigration, which includes facilitation and the trafficking and smuggling of human beings for sexual exploitation or cheap labour. The unit also deals with the forgery and counterfeiting of travel documentation, identity documents and immigration documents.
- The high-tech crime unit has one officer in the role of network investigator. The role comprises two main elements: covert internet investigator and assisting with online enquiries. The officer has been trained by National Specialist Law Enforcement Centre to undertake this role. The first-line manager to the officer has been trained to accredited national standards to provide welfare support to the network investigator.
- All Matrix covert syndicate staff are level 1 surveillance trained, as well as adequate Covert Rural Observation Post CROPS (both rural and urban) and other specialised personnel. Matrix also has trained firearms drivers to support armed surveillance operations. Matrix has appointed a forensic co-ordinator who oversees all firearms discharges and seizures, ensuring that every forensic opportunity is maximised.
- A dedicated witness protection unit has been in place since 1996. The unit operates an on-call system and works within the provisions of the Serious Organised Crime And Police Act 2005. Witnesses undergo an assessment process to determine their suitability for 'protected status' following which they are relocated and undergo an identity change where appropriate. The unit accesses both national and local partner agencies to assist with protection arrangements. The unit also has responsibility for all force resident informants and maintains suitable secure accommodation for debriefing and court purposes.

October 2006

- FCOU has 4 detective sergeants, 17 detective constables and 10 Financial Investigators trained in financial investigation. Four form a dedicated level 2 team. Financial Investigation Unit provides a SPOC contact for financial queries. BCUs have a designated liaison officer to provide expertise. Four staff provide expertise in terrorism financial enquiries. The FIU delivers financial awareness presentations to the SIO, CID courses and new recruit training. Suspicious Activity Reports are processed within the FCOU intelligence unit. Suitable SARS are developed into actionable intelligence and disseminated to operational teams, ISB or BCU.
- Projected incentivisation funds measure the performance of the FIU against other forces and the average time taken from confiscation order to enforcement measures the unit's efficiency. Average cost per murder-related charge measures the MIT's efficiency and the conviction rate measures performance. The FIU's performance is measured against all forces, including RART and NCS in terms of forfeiture and confiscation orders.
- The FCOU targets Organised Crime Groups at level 2/3. In the past 12 months the FCOU has arrested 287 offenders and seized 932 kilos of drugs (47 kilos are Class A). There have been 87 convictions with a 99.5% success rate. The FCOU has dismantled three OCGs involved in the importation and distribution of controlled drugs. The ICU secured the conviction of 47 persons who were arrested in connection with organised immigration crime and deported 36 others. In excess of £530,000 of property has been recovered.
- Level 3 tactical and strategic assessments relating to national security and ports are produced on a monthly and six-monthly basis respectively, highlighting issues surrounding international terrorism, Irish-related terrorism, domestic extremism, ports and immigration. Level 3 tactical and strategic TCG is chaired by the ACC (operations support).
- The force strategic assessment contributes to the regional control strategy. All tactical and strategic assessments, problem and target profiles are disseminated to the NWRIC. Regular liaison is maintained with the NWRIC, with regional TCG meetings implemented during January 2006. Merseyside has contributed to the effective resourcing of the NWRIC by the secondment of a detective chief inspector.
- The force has seen a significant reduction in the number of murders by firearms, number of attempted murders by firearms and a reduction in the number of injuries caused by firearms. The actions of Matrix have met with considerable success. Since its inception in April 2005 there has been an 88% reduction in the number of firearms, a 47% reduction in the number of attempted murder by firearms and a 13% reduction in the number of injuries caused by firearms.
- In the past two years Merseyside has recovered and submitted 5% of all firearms and ammunition submitted to National Firearms Forensic Intelligence Database.
- Both the covert and disruption syndicates within Matrix have a highly skilled workforce capable of covert and overt investigations including CIT and faction-based gun crime.
- A forensic co-ordinator has been appointed to Matrix to ensure every forensic evidential opportunity is maximised.

October 2006

- A financial investigation capability, dedicated to Matrix operations ensures excellent liaison between the financial investigator (FI) and the SIOs, disclose officers and the drugs expert evidence officer.
- The FCOU has now implemented a multi-agency strategic management meeting involving the Merseyside Police, the CPS, Her Majesty's Court Service and the RART; this ensures a joined-up approach to confiscation orders, cash seizures and enforcement.
- Clear evidence of intelligence for serious and organised criminality is considered within the force strategic assessment. Intelligence products inform activity at this level within the force.
- All investigative policy books relating to level 2/3 operations include a financial investigation strategy to look for opportunities under the Proceeds of Crime Act (POCA). These cases are given an appointed FI. During the course of the investigation, the SIO will liaise with the FI to identify opportunities for financial investigation/disruption.
- The force is performing significantly higher than the MSF average with regard to SPI 5e – number of Class A drug supply offences brought to justice per 10,000 population.
- Trafficking in controlled drugs per 1,000 population has reduced during 2005/06 and the force is below the MSF average.
- The percentage of detected trafficking in controlled drugs offences has reduced slightly in comparison with 2004/05. The force is average in the MSF comparison.

Work in Progress

- The force has identified through the ACE programme the need to increase officers' awareness in relation to financial investigation. Consequently, in partnership with the CPS, seminars are being delivered to a range of staff within BCUs.
- Since Matrix was first implemented, it has increased in size through the integration of additional functions including firearms, Operation Oak, ANPR teams, vehicle crime team, and Operation Long Island. There is now a gap between the availability of analysts and research capacity and the force is considering this.

Areas for Improvement

- Although the force has increased its performance in SPI 5e – life-threatening crime and gun crime per 1,000 population - it remains higher than the MSF average.
- The numbers of recorded incidents have increased during 2005/06 with regard to SPI 5b – violent crime per 1,000 population and the force is above the MSF average.
- The Matrix team remains under-staffed against establishment. The team is running familiarisation days to encourage interest. The lack of special priority payment (SPP) may be impacting on recruitment and the force should review the numbers of leave days and time off being carried by the Matrix team.

October 2006

- The four ARVs have default tasking to Liverpool North and South and the force should consider its vulnerability and risk to the wider geographical areas of the force due to this arrangement.
- The surveillance capacity of the force is currently under-resourced and due to performance demands on BCUs there is a reluctance to release successful applicants for posts. The force should review the process of ‘transfers’ and ensure the system supports the continued resilience and capacity issues which may involve tenure periods.
- Although the force has good relationships with partners there is inconsistency in their levels of performance which impact directly on the investigation. The force should examine the performance of these agencies and agree service level agreements which may have levels of response dependent on the urgency of the information required.

October 2006

GOOD PRACTICE

TITLE: Wirral: *Operation Pier*

PROBLEM: After the application of the problem analysis triangle (ie. Victim, offender, location) it was identified that a small number of offenders were committing a disproportionately high number of Burglary, Robbery and Auto-crime offences to enable them to fund their chaotic class A drug addiction.

SOLUTION: The Wirral area set up the Pier Project in January 2004 to concentrate on the offenders as part of the model. It was envisaged that this would also reduce the amount of victims of crime and reduce crime hot spots. The objectives of the team were to address their offending behaviour by addressing their illicit drug use by utilising all interventions available. To enable the success and progress of the project it was vital that a multi agency approach was adopted. Links were quickly formed with the Probation service, Arch Initiatives (local drug treatment agency) Wirral Drugs Service, Drug Alcohol and Action Team (DAAT), “CARAT” workers within the prisons, Progress to Work etc.

The team was originally staffed by three police officers and a substance misuse worker, employed by Arch Initiatives. This has now expanded to four police officers, a police researcher, the original drugs worker and two probation officers.

A system has been adopted for all agencies to nominate potential prolific offenders to the team researcher. Each nomination is scored on a matrix and then presented at the local joint agency group meetings (JAGs). After discussion a decision is made to accept or refuse the nomination.

With the assistance of the other participating agencies, the team members were able to fast track Prolific and Other Priority Offenders (PPOs) into a rapid prescribing service to address their drug misuse. Day programmes organised by Arch Initiatives were also available to keep them actively engaged and prevent them from offending. The process enables team members to closely monitor and supervise subjects, who are identified as being the area’s most prolific offenders. The police actively targets those who refuse to engage with the project.

OUTCOME(S): The formation of the Pier Project has resulted in the majority of the area PPOs actively engaging in the drug intervention programmes and a number being successfully re-integrated back into society and engaging in full time employment. Crime figures for Burglary (Down by 39%), Robbery (Down by 55.5%) and Auto-Crime (Down by 50%) have significantly reduced in the last 2 years. The Team has also been identified as Best practice by a recent HMI inspection.

FORCE CONTACT: Contact: Chief Supt John Young – Area Commander Wirral

October 2006

3C Volume Crime Investigation

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

Contextual Factors

The sanctions detection plan contains actions allocated to individuals. Progress is monitored through a bimonthly board chaired by the head of ASCU. Development areas include reducing the number of lost detections for low-level crime by instigating a system of active investigative management.

The force seeks all opportunities to seize cash from criminals. Seized cash is investigated for potential money-laundering evidence. Working in partnership with other agencies and BCUs, the FCOU in a single incident seized £400,000 from one individual. Current progress in this field is strong.

Strengths

- The ACC (operations) has the lead for volume crime investigation. Force performance is analysed by the SDD that provides weekly force performance updates to ACPO. Performance is furthermore monitored at the corporate performance meeting and BMG. BMG focuses on statistical crime data performance and key performance indicators
- Underperformance is dealt with by way of an action plan to improve performance, which is monitored by ASCU. Performance objectives are set by the ACC (operations) within BCU commanders' PDRs and monitored on a six-monthly basis. Performance at BCU level is rigorously monitored and underperformance targeted by daily performance meetings chaired by the superintendent operations and is supported by weekly TCG meetings where priorities are set for the forthcoming week. This ensures continuity from ACPO to operation level.
- The percentage of notifiable offences resulting in sanction detection has increased during 2005/06 but remains below the MSF average; however the force has increased the level of performance in relation to offences brought to justice, which has improved year on year from 20% in 2004/05 to 24.8% for 2005/06.
- The technical support unit (TSU) provides the corporate response to all requests for technical resources. It is tasked at level 2 but provides support, equipment and expert guidance to all operations at levels 1, 2 and 3. It has formal contact through the intelligence units of the BCUs. All BCU intelligence units have sufficient basic equipment such as cameras, video and vision enhancement.

October 2006

- Volume crime is dealt with predominantly within the level 1 TCG agenda and local control strategies. Deployment of corporate resources is considered at the level 2 TCG. Volume crime performance is monitored on a daily basis and best practice disseminated through ASCU. Level 2 deployment is used effectively and co-ordinated to address volume crime issues using both corporate and BCU resources and reported on within the tactical and strategic assessments. Once the objectives have been achieved the matter is returned to level 1 for monitoring.
- The force has a well-resourced FIU providing a SPOC for financial queries. BCUs have a designated liaison officer to provide expertise. Six staff are dedicated to money laundering. The FIU delivers financial awareness presentations to the SIO and CID courses and new recruit training. Following a review of the FIU, fraud unit and ICU, all the units will fall under the umbrella of the economic crime unit. The fraud unit and ICU will merge into the criminal enterprise team; the FIU into the criminal assets team. This will strengthen the links between the units enhancing the force's capability to proactively attack criminal economies.
- The force delivers multi-agency seminars to increase officers' awareness, skills in financial investigation and money-laundering legislation. A review of financial investigations has confirmed that BCUs should receive incentivised funds to regenerate neighbourhoods and charities within the BCU. The force has a programme for attacking the criminal economy (ACE). SARS are processed within the FCOU intelligence unit. Suitable SARS are developed into actionable intelligence and disseminated to operational teams, ISB or BCU. There is evidence of proactive investigations following SARS development. The force has seen improved performance in this area.
- The force has a well-resourced dedicated ANPR capacity which is used throughout the force. ANPR, together with mobile data, is a fundamental part of the force modernisation programme. An ANPR strategy has been developed which includes the tactical options available for use in the TCG process. Operation Tango has been developed as the operational response to this strategy and is used on a daily basis across the force to drive ANPR activity. The primary function of this team is to maximise volume crime and disorder detections and vehicle seizures. In January 2006 the team was the best in the country for vehicle seizures and offenders brought to justice. In the first two months of work by this team almost 1,800 vehicles have been seized.
- Measurement of ANPR activity is conducted in two ways. Results analysis is produced for both level 1 and 2 TCG meetings and clearly demonstrates a significant increase in productivity of officers on enforcement operations. The performance of the unit is impacting on the success of other agencies as DVLA reports an increase in licensing of vehicles and the fire service is experiencing a reduction in burn-outs.
- A centralised crime recording bureau (CRB) is available 24/7 staffed by trained operators and managed by an inspector assisted by five supervisors. Efficiency and effectiveness has improved during 2005/06 with more public calls being answered within target times on the previous year and waiting times for officers to report crimes being halved. All crime is recorded at this point, whether reported by the public or the police. All processes are fully documented through a staff handbook. The inspector oversees activity and the force crime registrar ensures compliance with NCRS.

October 2006

- NCRS champions in each BCU have successfully embedded change in recording culture. The force and the Police Authority work closely to improve compliance. Joint reports are submitted by the force crime registrar and a nominated authority officer on a quarterly basis to the Police Authority. During 2005, the Police Authority carried out its own audit for monitoring and compliance by the force against NCRS, both in BCU and in CRB. Progress against the 2004 action plan has been tested by PSU/Audit Commission on re-inspection, with recognition of the work undertaken in force to change crime-recording culture. The Audit Commission provided a grading for data compliance of 94.8% for 2005.
- The sanction detection (project board) has been established following a PSU inspection in respect of sanction detections. Some 36 recommendations were made and this has been combined into a composite sanction detection action plan. Action owners have been allocated and activity progress is monitored through a bimonthly board chaired by the head of ASCU. Development areas include reducing the number of lost detections for low-level crime by instigating a system of active investigative management. The force has instructed all supervisors to review each allocated crime to officers and provide the Officer In Case with a sanction detection action plan on the force crime-recording system.
- SPI 6a – number of offences brought to justice has increased significantly from 33.945 in 2004/05 to 43.318 in 2005/06.
- SPI 6b – percentage of offences brought to justice. Number of Class A drug supply offences brought to justice per 10,000 population is significantly higher than the MSF average.
- SPI 6b – percentage of total crime detected, although the force has not performed as well as 2004/05, it remains above the MSF average.

Work in Progress

- The force will continue to focus on increasing sanction detection rates for burglary dwelling, vehicle crime and robbery which have deteriorated during April – December 2005.

Areas for Improvement

- The force is looking at the current progress with PIP and has established a steering group to ensure progress is made in accordance with required timescales. The force has identified a gap in interviewing capability, assessment of capability and provision of training. These issues will be considered by the PIP steering group and escalated accordingly.
- The force has identified a lack of investigative skills at level 1 which is having an impact on performance. With the continuing reductions in performance in crime investigation, the force should re-examine links between forensics and crime performance to ensure corporacy between divisional commanders. This should include financial responsibility and accountability.

October 2006

- The force dedicated surveillance unit (DSU) provides support for level 1 surveillance to the BCUs. The DSU is tasked by the level 2 TCG but any spare capacity is offered to the BCUs through nominated liaison officers. The Intel unit managers' conference is updated regarding availability of resources. The surveillance capability of specialist units has been increased in order to facilitate extra DSU support to BCUs. The force should ensure that the increase in resources is managed and suggest that additional resources are tasked appropriately.
- The SDD led on the determination of force targets as part of the LPP and consulted with BCUs and departments, CDRPs and GONW. The targets include the new local policing domains. Once targets are agreed, SDD works with areas and departments to establish disaggregated targets for each of the BCUs. The determination of these targets is based on several factors, including comparative performance, trends and the priorities as set out in the LPP. The targets aim to place Merseyside first or second in every category in the MSF. There has been a reduction in performance in areas of crime investigation and targets should reflect the difficulties the force is experiencing and ensure targets are realistic and achievable.
- PIP is included in all training for officers new to an investigative role – at level 1 this is through the Initial Police Learning and Development Programme (IPLDP), level 2 through the Initial Crime Investigators' Development Programme (ICIDP) and level 3 through the Senior Investigating Officer Development Programme. In relation to accrediting officers who are already in an investigative role, a steering group has been established to manage implementation during 2006/07. The force has identified a significant gap in interviewing capability, assessment of capability and provision of training. At level 1 IPLDP provides sufficient training for probationary officers. However, at tier 2 training provision in the force is patchy. The force may consider that in view of the deterioration in performance in the investigation of crime a thorough review be undertaken of the investigation process.
- The force is encouraging officers to maximise the 72-hours rule under NCRS to fully investigate the circumstances around reported crime. This will assist in the process of reducing the numbers of 'non crime' after the event and assist in the correct categorisation. However, this will leave a lag in the performance-monitoring process and possibly impact on NIM. In addition the force should ensure that only officers who are competent in NCRS are provided with this facility.
- The force has improved performance in the category of notifiable offences resulting in a sanction detection (SPI 6b); however it continues to perform below the MSF average.
- The force has seen a reduction of 9% in performance in the category of detection of domestic burglary (SPI 6b) in comparison with 2004/05 and is lower than the MSF average.
- The force has experienced a 14% reduction in the detection of violent crime (SPI 6b) when compared with 2004/05 and is below the MSF average. However, there has been an increase in sanction detections of 8%.
- The force has experienced a 12% reduction in detection of robberies (SPI 6b) when compared with 2004/05 and is significantly lower than the MSF average.

October 2006

- The force has experienced a 6% reduction in performance in the detection of vehicle crime (SPI 6b) and is lower than the MSF average.
- There has been a 16% reduction in the numbers of racially or religiously aggravated offences detected (SPI 6b) and the force is performing below the MSF average. The racial minority sanction detection rate has improved, and is continuing to improve year on year from 40.1% for year 2004/05, to 45.5% for year 2005/06.

October 2006

3D Improving Forensic Performance

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

Contextual Factors

During 2005/06 the scientific support department (SSD) has enabled a number of advances in relation to service provision for in-house and external improvements.

The formation of the Matrix has concentrated efforts on major crimes. Operation Long Island is a service-based approach to a series of Cash in Transit (CIT) robberies with a lead scientist overseeing and co-ordinating examinations and developing intelligence. There have been 38 DNA matches and in excess of 36 fingerprint identifications since June 2005 in relation to Operation Long Island.

Operation Goldenrock is an FCOU initiative targeting a group of individuals who were responsible for a series of ATM thefts and burglaries at golf shops across England and Scotland. This initiative is a co-ordinated approach similar to Long Island and is still ongoing.

Strengths

- The force has a performance management structure for forensic management through a monthly forensic science steering group chaired by the ACC (operations support). Crime performance data is examined in detail through the BMG/crime fighters meeting chaired by the Chief Constable. The Lanner Report recommendations with regard to this aspect have been fully implemented.
- There has been a managed change in focus with regard to firearms offences with the result that the number of fired items and Section 5 firearms has increased. A considerable amount of trace evidence work on firearms previously undertaken by forensic service providers is conducted in-house at a significant saving as well as improving turnaround times.
- The contribution to and use of the national firearms forensic intelligence database has improved steadily and the flow of intelligence from the Northern firearms unit (NFU) has increased as the relationship between the NFU and the firearms intelligence analyst has strengthened. From April 2005 to end March 2006 there have been 173 firearms Intel reports and 23 ballistic links.
- Merseyside was a prominent contributor to Operation Marron which was a Home Office/PSU-funded operation to improve the understanding of firearms intelligence. The principles worked well for the force as a result of the processes put in place.

October 2006

These systems have been identified as best practice and will be put forward as part of a new national ballistics intelligence service.

- The unit has also facilitated the complete conversion from wet film to digital photography by crime scene investigators (CSIs). The training was well received and digital imagery is now the primary method of photographic capture for the force. The unit is also one of the first in the country to implement the use of 3D animation of crime scenes. This has not only saved the force a considerable amount of money but also been extremely helpful when producing presentations for court.
- Opportunities to benefit from the DNA expansion programme have included employing vehicle crime CSIs to maximise the number of vehicles examined and DNA submissions. Full use is made of Ident1 (automated fingerprint recognition system) and in light of recommendations from Lanner has increased the number of re-launched cases with good results. Livescan is available in all custody suites. The force undertakes partnership projects with forensic providers to improve services.
- During the financial year 2005/06 the forensic budget was centralised. This has provided a better understanding of the spend profile and identification of areas to reduce duplicate submissions and thereby obtain better value for money. This process has been assisted by the presence of the in-house forensic scientist. Advice from SSD at major crime strategy meetings has realised savings of £500,000.
- There are action plans in place to provide support for the clerical processes in the Central Submissions Unit (CSU) to redefine processes surrounding reconciliation and evaluation of forensic outcomes. CSU has targets for timeliness for submissions and matches. These are monitored on a monthly basis at SSD performance meetings. The CSU currently has an action plan to continually review its processes and determine how continuous improvements can be achieved in the next year.
- The force has a unique tripartite agreement with the CPS and the forensic science service (FSS) with regard to the delivery of forensic services to meet the custody time limits and support the judicial process.
- The ISB training co-ordinator has developed a partnership with John Moores University (JMU) and Neat 3D to produce a training and assessment programme that can be utilised for CSI competency testing and operational police officers' forensic awareness.
- The force makes use of forensic co-ordinators for level 2 crime and has a permanent CSI representative in the Matrix team. SSD provides a consultancy service to link the BCUs, FCOU and Force Major Investigation Team (FMIT) with specialist forensic services, such as firearms, IEDs and anti-terrorist issues. There has been a resumption of the meetings between SSD managers and Senior CSIs to improve communication and discuss submissions policies, SOCRATES and emerging issues.
- A level 2 forensic analyst and researcher are in place in the ISB research and analysis unit. They make regular contributions towards the force tactical and strategic assessments and also the strategic risk and threat assessment for firearms in line with the Home Office code of practice for firearms. The level 2 forensic analyst plays a lead in developing forensic research at level 1 and hosts regular meetings to share best practice and develop corporate standards. Level 1 forensic researchers

October 2006

are in post in each of the BCUs and participate in the BCU TCG process in order to prioritise and direct CSI activities.

- Merseyside makes best use of Ident1 by having contact with the user design team to optimise use of the system. The force has introduced awareness days with Northrop Grumman to share best practice and system updates. Staff are subject to a rigorous performance monitoring system, which collates Ident1 searches and identifications per day and ratios of idents/searches. A mentoring programme is in place to enhance NAFIS performance.
- All prisoners are now searched nationally against the unidentified marks database. This has led to an increase in identifications. An officer completes relaunches of old cases daily. Every officer is encouraged to self-select cases for relaunch. The force has an Ident1 manager who provides support and guidance to staff in relation to systematic problems and liaises with custody suites with regard to Livescan. This manager is also a member of the national Livescan user group.
- The force does not DNA sample potential new recruits. New recruits are fingerprinted prior to appointment and DNA sampled after attestation. This is in line with force policy. The force is currently considering the sampling of PCSOs and volunteers.
- The force has continued to perform well in relation to number of scenes examined for all crime at 16.16%, which is comparable with its MSF average and similarly for DNA identifications and fingerprint identifications. The force is comparable with its MSF average for fingerprint recoveries at 34.7% and has exceeded its MSF average for DNA recoveries at 16.3%.
- The ISB has a training co-ordinator who deals specifically with forensic training and has clear objectives to increase awareness of forensic issues for the force. Stage 1 and Stage 3 probationers receive forensic awareness training on the IPLDP. Senior CSIs work with the FSS to provide training for the SIO course. Call handlers receive classroom-based forensic awareness input, and a practical training session based on the IPLDP input has been piloted. This has been well received and there are plans to continue to use this format. A pilot scheme has been proposed to offer call handlers an attachment with CSI units to broaden their knowledge and forensic awareness.

Work in Progress

- The creation of dedicated teams to address level 2 criminality has seen an increase in the use of covert technical equipment. The deployment of such tactics, while enjoying considerable success, has seen a 50% increase in demand for technical support. The force has recognised that this increase in demand, together with ageing equipment and a need to migrate to digital technology, will necessitate a substantial increase in the TSU budget. At present the technical support is adequate.
- The force Forensic Science Steering Group has revised terms of reference to include a commitment to review and develop the existing scientific support strategy, particularly in the areas of intelligence and operational policing to monitor force-wide scientific support provision for both volume crime and major crime, to improve scientific support contribution to crime detection/reduction by ensuring that scientific services output is fit for purpose and acted on by its recipients, to monitor and

October 2006

improve the force conversion rate of scientific service products such as DNA hits and fingerprint identifications to detections.

- There are policies in place for mouth swabbing and fingerprinting of prisoners. The expected rise in prisoner samples, after changes in legislation in April 2005, did not materialise and custody units have introduced stringent action plans to address poor performance. On a monthly basis the progress is monitored by SSD and reported to BMG. In January 2006 the figure for fingerprint compliance reached 96%. Figures for DNA compliance are more difficult to measure but dip samples are completed every month and show a marked improvement.
- The force has run a footwear pilot within Operation ICON, which awaits evaluation. A workgroup has been tasked to research the implementation of a corporate footwear intelligence and identification programme in line with Home Office recommendations.

Areas for Improvement

- The force has introduced dedicated teams in each BCU tasked with the conversion of fingerprint identifications and DNA matches into detections and additional sanctioned detections. The force acknowledges the developmental opportunities in this regard. The force is also reviewing the recording criteria and ensuring that accurate information is captured from all databases and that BCUs are collating all statistics in the same way.
- The forensic imaging unit has worked closely with the Home Office, IT department and the fingerprint bureau to create a link between the IRIS Camera and Ident1. The link will speed up the processing of scene of crime marks and hence improve turnaround times for fingerprint identifications. The link will be fully operational in the forthcoming year.
- CSI units are devolved to BCUs and their performance is the responsibility of the ACC (operations). The ASCU has been tasked by the BMG to build upon the robust performance framework by which both area CSI unit and its personal performance is monitored. There is close liaison between the ACC (operations support) and the ACC (operations) through the SSD, ASCU and senior CSIs in order to ensure delivery.
- An overspend in the forensic budget has meant two clerical vacancies and a fingerprint officer post during this financial year have not been filled but will be addressed in the new financial year. The SSD would benefit from new accommodation particularly to house the national fingerprint collection. The laboratory has encountered design difficulties; however the obstacles have been overcome and it is now fully operational. Estates management is still looking to identify a suitable alternative location.
- All SSD staff eligible for Competence Related Threshold Payments are either registered or undergoing registration. CSIs have been more reticent in their take-up of registration; the force should continue to encourage CSIs to apply for registration.
- The CSI workload is approximately 475 cases per annum; dedicated vehicle CSIs visit approximately 600 cases per annum. This excludes any repeat visits and the number of CSIs who attend the one scene. Therefore this is very much a baseline

figure which will be explored through the development of a relevant performance framework for CSIs.

- The force is performing poorly in comparison with MSF average for conversion of identifications to detections, eg 55.6% compared with 81.1% MSF average for total DNA detections as a percentage of DNA matches and 30.6% compared with 71.8% MSF average for total fingerprint identifications as a percentage of fingerprint matches.

October 2006

3E Criminal Justice Processes

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	27	1

Contextual Factors

The Chief Constable has set the vision for the Merseyside Police to be the best police force in the country and implicit in this statement is that the Merseyside Police is to be the best force in respect of criminal justice. The Chief Constable has reinforced this by taking the chair of the MCJB and including this in the Blueprint for Service Improvement.

The force has completed a number of initiatives over the last year. These include the implementation of a road traffic accident database, HO/RT2 database, implementation of penalty notices for disorder (PNDs) including 10 to 15-year olds and a number of joint agency inspections. In addition the force has embarked on joint agency review of race hate crime and provides support for the PTPM process, community justice centre and provision of case progression officers.

In the coming year the force intends to continue to address its key issues set out in the MCJB strategic delivery plan by actively engaging with its partners to address the public confidence particularly in race and faith crime, meeting the needs of victims and witnesses, narrowing the justice gap and addressing enforcement.

Strengths

- The Chief Constable is the chair of the MCJB and BCU commanders chair the local criminal justice delivery boards reporting criminal justice performance and delivery to the MCJB. Criminal justice matters are championed by the ACC (operations). There are monthly meetings with area operations support superintendents.
- In order to promote the ethos of joint agency improvement, the force has taken the lead in forming a joint agency criminal justice performance meeting, chaired by the Chief Constable, known as Quantum which reviews the delivery and performance of local delivery boards that are chaired by BCU commanders. Within the force, key performance issues are addressed by BCUs directly and via the practitioner group. Within BCUs data is available in a number of areas (eg 47/3 management) down to individual level and performance is addressed locally.
- The chief superintendent criminal justice co-ordinator and head of the CPS, together with their respective business support managers, meet regularly as a joint prosecution team management board to troubleshoot, agree and implement changes to business processes for mutual benefit.

October 2006

- At a lower level the force, championed by the chief superintendent criminal justice co-ordinator, has engaged in the prosecution team performance management system with the CPS and has a practitioners group also attended by the CPS. Internally each criminal justice unit (fully devolved to BCUs as of end March 2006) has a performance manager who produces performance data and ensures that systems are maintained that enable BCUs to monitor their staff's performance down to an individual level.
- Narrowing the justice gap performance is measured through Quantum meetings in conjunction with the MCJB and processes have been developed to ensure effective data exchange. The force is performing well in relation to SPI6A with a cumulative total of 43,318 compared with a target of 33,653, and trends continue to show improving performance.
- Custody and criminal justice units are devolved to BCUs, and use a new case and custody IT system NICHE. A joint police/CPS witness care unit has been developed. The force is also embarking on its implementation of the safer handling of persons in custody doctrine. The witness care programme within the community court is to be extended to deal with victims who have opted for options outside the standard judicial process. The force also has a number of 'rape suites' developed specifically to address victim needs.
- The force is participating in the introduction of dedicated DV Magistrates Courts and in a process to fast-track DV cases within the Crown Court aiming to halve the time taken from charge to sentence, and to reduce witness withdrawal.
- The MCJB has governance arrangements detailing the responsibilities of all staff within the criminal justice structure including meetings and the issues to be considered at them. Awareness levels are tested by a staff engagement survey carried out by the MCJB. Police awareness levels are recorded at 73%.
- The Merseyside effective trial management framework was produced and has been implemented. This covers all aspects of the criminal justice process from arrest to conviction. The force has also produced a guide *Getting It Right First Time* outlining the responsibilities and requirements for file building for all staff. Knowledge of *Getting It Right First Time* is not tested directly but via measuring compliance with its contents. Compliance with *Getting It Right First Time* is measured by performance in respect of file preparation standards.
- Planning for criminal justice processes is managed by the criminal justice board, which has produced a business plan that is progressed by the MCJB, BMG, attended by business managers from each of the organisations. Within the MCJB structure are a number of subgroups that are responsible for developing individual elements of the plan. The force had previously co-located police/CPS units for the Liverpool area; however these have now separated due to the CPS reorganisation into contested trial units. Co-location is no longer an issue as the force has developed a joint witness care unit and has CPS lawyers available in custody suites and via CPS Direct under the statutory charging process.
- Criminal justice units are adequately staffed and the introduction of police staff in the roles of case file builders (formerly police enquiry officers) and case file compilers to assist them has addressed most resource issues. The criminal justice units also utilise agency staff across a range of roles to assist when necessary. The roles have

October 2006

now been reviewed and adjusted to reflect the need for inter-agency case progression and statutory charging initiatives. Each criminal justice unit maintains details of its own performance including workload assessments (throughput measures).

- CPS shadowing does not take place as this force is not co-located and as a result of statutory charging there is joint agency training on disclosure, statutory charging and effective trials management programme. The force has completed joint training with the CPS under No Witness No Justice for its witness care unit staff that is now recognised as national best practice.
- The force has an effective and efficient framework for inter-agency and partnership working across the criminal justice system. In addition the force has engaged with the prosecution team performance management protocol with the CPS and has criminal justice practitioner meetings attended by police and the CPS. The force has also engaged with the CPS in joint initiatives management and ineffective trials meetings and assists the court service in joint asset recovery and warrant enforcement initiatives.
- Sanction detections are in excess of target. The force now uses case progression rather than Joint Performance Management indicators although timeliness and quality data is still collected in respect of both the CPS and police performance and is monitored at Quantum meetings and in the MJCB reports.
- Multi-agency projects to reduce re-offending are supported by the deployment of youth offending team (YOT) officers and the use of staff to support drug testing as part of the DIP initiative, the young persons arrest referral scheme and the community justice centre. Merseyside officers are attached to a number of joint agency drugs units as enforcers for breaches of drug orders. In addition Persistent Young Offenders tracker meetings have led to a reduction in the days in excess of the national target.
- The force has sought to alleviate the burden on operational officers by employing tape summarisers, the use of enquiry officers, case file builders, case file compilers and agency staff. Further tasks have been taken from the operational officer by the use of police staff and witness care units for post-charge support of witnesses. The implementation of Fixed Penalty Notices, Section 9 service procedures to prove cases in absence and the use of 47/3 sergeants within custody suites have all reduced the burden on operational officers. Further initiatives to reduce this burden include the development of an Road Traffic Collision and HO/RT2 database.
- The PNC bureau forms part of the information management department to manage data processing more effectively. A full-time PNC strategy manager has responsibility for performance. Membership of the PNC strategy group was changed to the operational support superintendent from each BCU to emphasise the operational nature of PNC. A practitioners group of BCU chief inspectors and representatives from call handling, custody and criminal justice is responsible for implementing changes to processes and promoting good practice.
- Performance for arrests/summons and court results fell during 2005 as Merseyside made extensive use of PNDs, and recorded PNDs issued on the street on to PNC (against PNC guidance, but with encouragement from HMI). The large proportion of such PNDs (15% by November) meant that the force has now stopped recording

October 2006

them on PNC. This resulted in performance for arrest/summons rising by 15 points to 89%, above the national average, and exceeded 90% in March 2006.

- Performance on the PNC has now improved to meet national targets, and a separate workaround for the recording of PNDs has been introduced that supports the operational objectives. The force is looking closely at forthcoming ACPO guidance in this area, and continues to work with BCUs in examining ways of improving the recording practice.
- PNC is the first application on the terminals being installed in all operational vehicles via mobile data, and its use is expanding. The PNC bureau quality assurance (QA) team checks quality and verification to deal with the more difficult records. The force audit team runs random checks to ensure that PNC enquiries are legitimate and authorised. All PNC performance is managed via the PNC steering group (chaired by the director of resources).
- Custody facilities are built to the Home Office standard. The facilities have been examined by the Independent Police Complaints Commission IPCC and are regularly visited by independent custody visitors attracting positive feedback. The force has a high degree of compliance with the ACPO *Safer Detention and Handling of Persons in Custody* manual. It has completed its capability assessment framework in respect of that manual and is in the process of addressing gaps within the force and as part of North West region collaboration. Clear guidance is accessible on custody procedures via the force custody team.
- The force has processes to deal with all welfare needs of prisoners in respect of religion and dietary provision. The force carries out risk assessments on all persons entering custody suites and has access to support for mentally disordered or vulnerable persons, including the attendance of court liaison community psychiatric workers. The force currently provides forensic/medical physicians via the use of retained forensic medical examiners. The service provision is deemed adequate but is about to be reviewed. Enhanced racial monitoring systems are also being developed.
- The force is in the process of conducting an activity-based analysis of its criminal justice and custody provision. The force also uses CPS response time data as part of its PTPM process with the CPS. Measurement of staff time spent within custody suites is limited to holding room times that are monitored by BCUs and the chief inspector force custody. This data indicates that delays within holding rooms of greater than one hour are fewer than 5% and those given access within 15 minutes at 85%. The force is using innovative means to reduce police officer resources dedicated to the custody process.
- The corporate criminal justice department retains responsibility for policy and strategy within the custody suites. The chief inspector force custody has responsibility for monitoring compliance and performance. He is supported by the corporate criminal justice management support who reports on custody performance on a monthly basis, as well as carrying out dip samples and thematic inspections of custody processes and performance. In addition, further process audits and workshops are organised by both Corporate Criminal Justice Department and MCJB. Examples include HO/RT2 and RTC audits, race hate crime and the community justice centre processes.

October 2006

- Custody unit inspectors hold regular meetings with custody unit and operational staff, receiving feedback on the unit's performance. They attend a biweekly custody inspectors meeting to disseminate good practice and feedback received from operational officers. The corporate criminal justice joint consultative committee meets quarterly. Workplace representatives of both the police and police staff are able to provide feedback and raise the concerns of their members during these meetings. The Chief Constable holds a web-based intranet forum every two weeks. This provides all members of staff with an opportunity to provide feedback on a wide range of issues, including the force's custody arrangements.
- The current safer school partnerships consist of behavioural education support teams (BEST) within eight secondary schools. In response to the Service Blueprint for Improvement and the Chief Constable's declaration to have an officer in every school, Merseyside has produced a matrix containing all secondary schools ranking them in relation to reported crime, attainment levels, permanent exclusions and unauthorised absences.
- Between two and five police officers are attached to YOTs in each BCU and are selected by having the necessary skills. They remain in their posts for lengthy periods. Outgoing staff provide on-the-job training during a handover period. Training is supplemented as arranged by individual YOT managers, eg restorative justice training. YOT managers are local authority staff. Regular meetings are held with YOT and police line managers, who have now been co-opted into MCJB and local delivery boards.
- The force operates and has audited (internal and external audits) its final warning and reprimand scheme. As a result of this audit, good practice was communicated across the force for consideration by BCUs. As a result YOT officers now have access to police IT systems in situ and the timeliness of processes has improved. This has had an impact on PNC performance and consequently on the availability of prompt data. In addition all YOT staff now use electronic forms thus speeding up YOT processes.
- The percentage of full files provided to the CPS that meet timeliness and quality standards has significantly improved over the last two years and achieved target in November 2005 (80%) and just below target (77%) in December 2005 and January 2006 (74%). February and March = 81%. Three BCUs have continued to perform over target with Wirral achieving 92% in December 2005. The force should ensure that best practice is identified and implemented.

Work in Progress

- The force's PNC performance was adversely affected by its decision to include PND data, a decision that has since been rescinded. The force is actively addressing its current and perceived future PNC performance issues. Merseyside Police has improved its delivery consistently in recent years and is currently on line to achieve all its Office of Criminal Justice Reform targets by the end of the performance year. The only exception to the aforesaid is the area of enforcement, which is largely within the remits of Her Majesty's Courts service. The force has supported the courts in this task via operations Turnup and Payback and has substantially reduced outstanding warrants in excess of its targets.

October 2006

- A separate inter-agency meeting (Quantum), which operates in a COMSTAT style, has now been introduced that looks purely at criminal justice performance issues. This examines all aspects of criminal justice performance on a criminal justice area basis with joint agency teams for each area providing accounts in respect of their performance. The performance areas covered are to be extended shortly to include victim and witness care data and a range of race crime issues.
- A new PPO scheme was launched in March 2006 following a review involving all agencies concerned. A guidance document has been agreed, supported by a premium service for PPOs and new IT system to track/manage PPOs. This protocol is supported by the CDRP multi-agency teams. Multi-agency teams are in place in the Liverpool and the Wirral BCUs. It is intended that similar teams will be in place in the Sefton, St Helens and Knowsley CDRPs by April 2006.
- A review of prisoner processing units has been commenced and is almost at completion. Prisoner processing teams are being implemented at BCU level and rolled out across the force. These are augmented by the use of evidence review officers (sergeants) who assist in the supervision of investigations and file building. Most criminal justice processes were mapped during the implementation of the NICHE custody and case preparation systems.
- The force is reviewing the processes used to deal with offences of hate crime and is exploring the possibilities of the courts developing dedicated hate crime courts to speed up the justice system and expedite the process.
- The force is reviewing the reasons for 'discontinuance' in particular in offences which may include hate crime and the use of 'caution'.

Area for Improvement

- The ACC (operations) holds the YIG portfolio – Youth Engagement. Until recently there was no fully integrated youth justice strategy. The community relations department is currently developing a strategy incorporating safer school partnerships, youth engagement, youth justice and an information and training programme supported and supplemented by existing work relating to the synergy between the Children Act and NP.

4 Promoting Safety (Domain 3)

October 2006

4A Reducing Anti-Social Behaviour (ASB)

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

Contextual Factors

The force has a clear commitment to addressing ASB. The need to address ASB was included in the Chief Constable's Blueprint for Service Improvement, which set out his ten priorities for the force.

The approach is comprehensive in that a JAG exists in each BCU as the vehicle for engaging partner agencies. In addition the force has been involved with Merseyside fire and rescue service in developing a shared response to ASB for areas of joint concern such as skip fires, vehicle burn-outs, attacks on fire crews, criminal damage, etc. Partners have also been heavily involved in the diversionary programme with funding from a variety of sources including the Police Property Act Fund.

Strengths

- The ACC (operations) is the strategic lead for ASB; activity is co-ordinated by chief superintendent ASCU. Each BCU has an ASB champion superintendent. The Chief Constable scrutinises performance weekly as a standing agenda item for chief officers' morning briefing and scrutinises overall performance in the crime fighters element of BMG. At this meeting area commanders are called to account and where appropriate given action plans to improve performance.
- The Chief Constable has personally launched each of the seven ASB themes run so far. The ASB launch was delivered with partners and in conjunction with community representatives. The Chief Constable highlighted the operation on TalkBack Live and other internal communications channels within BCUs.
- Partner agencies are actively involved in this process. Themes run concurrently for each successive six to eight week-period depending on its nature. Antisocial behaviour contracts, FPs, anti-social behaviour orders, Crime ASBOs, s30s alcohol and vehicle seizures are all collated and analysed. Information is shared at CDRP level. A governance framework drives performance and accountability. MAG has adopted ASB as their annual priority. All local authority chief executives have been consulted regarding developing agreement on multi-agency ASB taskforces. BCU commanders use CDRP and JAGs to implement ASB strategies locally. Tactical options advice is available through the ASB governance group and What Works reference library.

October 2006

- The implementation of the strategic plan is scrutinised on a monthly basis through the Blueprint governance group chaired by the DCC through a project management framework. BCU commanders all have JAGS formed with strategic partners to collectively address issues of local ASB. BCU commanders, through their partnership development officer, link reduction work through the local authorities' community safety departments.
- The strategic lead (chief superintendent ASCU) identified training gaps and conducted two academies to address the issues. Two training events have taken place for all BCU analysts to assist in problem definition. Academies have been held involving all BCUs exploring best practice for each successive theme. The introduction of the new NP model has also seen a substantial number of workshops looking to developing the model and the operational activity that goes along with it. Certain themes have involved training with partner agencies.
- JAGs in BCUs develop initiatives to address ASB. Police and Merseyside fire service established a joint group promoting good partnership approaches to ASB such as burn-outs, skip fires, fire crew attacks and diversionary activities. Crimestoppers market each ASB theme for information about persistent offenders. The force conducts victim satisfaction surveys and information is used to improve performance.
- A marketing campaign runs alongside the operational activities to address public confidence and satisfaction. Portfolios are available of the campaigns and a scrapbook completed of press coverage generated. A *Liverpool Echo* and police campaign Reclaiming the Streets provides advice and information to communities. Partnership Programme Ageement funding was obtained to implement diversionary activities with partners, promoted through the 'beyouthwise' website on a BCU basis where events and diversions were signposted to potential users.
- National Standards for Incident Reporting (NSIR) codes are analysed and the resulting information used to inform the force thematic approach. In developing the strategy, chief superintendent ASCU has conducted workshops and consultation sessions with area/operational staff and with partner agencies. Particular themes have been subject to targeted training through the production of officer guides, eg for fireworks (Operation Good Guy) and vehicle seizures (Operation Tango).
- There is a clear framework for the identification of ASB themes, which involve both communities and partners at all levels of the decision-making process.
- The need for additional training to assist officers in effectively addressing ASB has been addressed as a priority by the force. Various training events have taken place, including training for BCU analysts in problem definition and academy sessions to explore best practice for ASB themes. Certain themes have involved training with partner agencies, eg fireworks misuse was subject to a joint training session with the fire service, Trading Standards, police officers and the extended police family.
- Substantial use has been made of Crimestoppers to generate community intelligence. A mobile advertising vehicle tours the relevant area explaining what has taken place and asking for information about other offences.
- Performance data is available to all staff through the force intranet (MERLIN). This provides details of ASB reports at a variety of levels, including trends at

October 2006

neighbourhood levels. The same device also provides details of the multi-agency performance in relation to ASB. There is a clearly identified array of outputs that have been agreed with all BCU commanders and these are monitored on a weekly basis.

- Anti-social use of motor vehicles is an area that the force concentrates on with success, aiming to seize up to 1,000 vehicles per month under the SOCAP power for no insurance. Vehicle misuse accounts for around 10% of ASB calls. The Police Authority has provided additional finance and fully supported the initiative. Other partners contributed; in particular car parks, Liverpool City Council, motor insurance bureau, DWP and taxi licensing departments have all taken part in some of the events. There is a framework in place to monitor the events of the operation in addressing ASB and low-level crime. It is still at an early stage but partner agencies including Merseyside Fire Rescue Service, are reporting reductions in burn-outs and abandoned vehicles (local authorities) and drive-offs from petrol stations.
- All areas have ASB identified in their level 1 tactical assessments. At level 2 corporate resources have been allocated to address the current ASB theme which is seen to cross boundaries and which is based upon individual area analysis of the problem. These initiatives have received significant support from the local media.

Work in Progress

- An updated problem-solving training package has been acquired (Sixth Sense – Problem-Oriented Policing) and will be cascaded to all front-line staff over the next three months. Each BCU will involve partner agencies in a shared training process.
- The MAG and central JAG is under review to assess the future viability of this structure and the impact the structures have on reducing crime and disorder. The link between strategic partnerships and tactical delivery needs to be more defined.

Area for Improvement

- There is a MAG chaired by the ACC (operations). This should have representation from the executive levels of partner agencies but this is rarely the case and more junior staff attend. When the Street Crime project had significant funding it was reported that this group worked very well, but as the funding has reduced, representation at the higher level has reduced accordingly. The force should encourage representation from partners at a strategic level and ensure that clear focus is given for planning future priorities.

October 2006

4B Protecting Vulnerable People

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

National Position

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

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe.

Contextual Factors

New force policies and procedures in respect of DV and child abuse and neglect have been implemented. The policies and procedures are available on the force intranet site (MERLIN) with links to other local and national documents. The procedures contain guidance and checklists for all stages of police involvement and incorporate the relevant national standards and guidance for investigation published by Centrex.

The force has an ongoing commitment to raising awareness of DV issues (Operation Goodwill) with an annual themed initiative. The theme this year was the effect of DV on children. A teaching pack was sent to every primary school in Merseyside for inclusion in the curriculum for pupils in year 6. The work was funded by a partnership between the local authorities and the police authority and will be evaluated during summer 2006.

October 2006

Strengths

- The ACC (operations) has the corporate lead on operational delivery for protecting vulnerable people while the ACC (operations support) has responsibility for policy development and standards with line management of the PPU. BCUs have an identified lead for DV at command team level with a detective inspector given accountability for operational delivery. Regular BMG meetings include robust scrutiny of each BCU performance regarding DV. All area commanders attend and are held to account with actions being generated to address poor performance.
- The PPU is the recognised central unit for policy and procedure development and also provides a proactive investigation team to respond to level 2 requests from BCUs for assistance in respect of sex offender management, child sexual exploitation and child internet abuse.
- Staffing levels within family crime investigation units (FCIUs) was a specific area of the review conducted in 2004 and approved at the chief officer group (COG) in November 2005. The review provided a model of resources to be allocated to each unit based on workload and minimum levels. This included a minimum strength of supervisors for each of the disciplines including child abuse.
- The force MAPPA process is acknowledged as an example of good practice during the recent thematic inspection.
- Area child protection committees (ACPCs) are in place in all five local authorities across the force and each of these are in the process of transforming into local safeguarding children boards (LSCBs). Similarly ACPC procedures are in place and these will be amended into LSCB procedures and issues of common practice across authorities are being addressed. Joint agency training takes place routinely in many aspects of child abuse work, eg achieving best evidence (ABE), sudden and unexplained death in infancy and fabricated and induced illness, with common packages being delivered within each authority area.
- The rationale for all decision making is fully recorded, quality assured by line managers and overseen by an area SIO who will ensure compliance with NCRS and approve finalisation. The PROTECT IT system was introduced to enable the monitoring of investigations, the recording of decision making and the correct closing of cases by supervisors. The monitoring of interview tapes is a requirement of supervisors and is included within JDQs. Supervisors within FCIUs will take a lead role in the investigation of more serious cases, eg child deaths and Sudden Unexpected Death Infants.
- The robust performance regime is also replicated on a BCU level with all BCUs having a monthly performance meeting chaired by the superintendent (operations); DV features during this meeting and all the above assessments are scrutinised. The NP model gives neighbourhood inspectors clear accountability in terms of all issues that affect their area, particularly in terms of performance.
- The Chief Constable personally represents the force on all media, internal and external initiatives on this issue. Internally this has included broadcasts on the weekly intranet forum and externally on the internet. There is an ongoing commitment to joint agency working and awareness raising, which culminates with an annual themed initiative. This year it was the effect of DV on children, and a

October 2006

teaching pack was sent to every primary school in Merseyside for inclusion in the curriculum for the spring/summer term.

- DV forum/steering groups are well established in all local authority areas and all have representation from local FCIU at supervisory (detective inspector (DI)/detective sergeant (DS) level. Each of the forum/steering groups has DV reduction strategies, linked to crime reduction partnerships, which include information-sharing agreements. Some areas have introduced multi-agency risk assessment panels to highlight more serious cases and to progress joint action to address the issues identified. The MAGs access local and national funding streams. Two BCUs have been involved in the Home Office (PSU) DV enforcement campaign.
- Supervisors within FCIUs have a responsibility to oversee police action in relation to all DV incidents including individuals' decisions not to arrest and the investigation of more serious DV cases. FCIU/DVU supervision also monitors the correct flagging of DV incidents as in the resulting of logs and entries on the Altaris system relating to risk. Compliance with force policy and procedures is monitored locally by Operational Intelligence Unit and FCIU staff and is monitored across the force by ASCU.
- DV data quality has been reviewed and a number of areas together with recommendations from other inspections have been incorporated into one composite action plan. The action plan is overseen by the DV project board, led by ASCU. A business analyst is currently developing a corporate standard for recording and closing incidents of DV, ensuring that DV logs are recorded appropriately in line with NCRS, Home Office Counting Rules (HOCR) and NSIR, identifying a corporate standard to search for incidents of DV.
- The CRB carries out a robust regime of compliance testing in terms of NSIR and NCRS. ASCU is designing a thematic inspection template to audit all aspects of DV taking into account national minimum standards. This will include case studies of DV incidents from taking the initial call to prosecution.
- FCIU staff are responsible for ensuring that previous DV history, including the flagging of high-risk victims and perpetrators, is included on Altaris Command & Control system. Child abuse procedures ensure that concerns regarding children living with DV are routinely shared with local authority Children's Services. Children identified as being at particular risk are also flagged on Altaris. A service level agreement with the CPS (ratified December 2005) contains clear guidance on the minimum standards required in the investigation and prosecution of DV cases. The requirement for obtaining victim personal statements is contained in procedural guidance and compliance is monitored locally in the FCIU and by the CPS.
- The ACC (operations) monitors the process and takes personal responsibility through the level 2 TCG process. The ACC is also an active participant on the MAPPA process, which is chaired by the head of probation. The PPU comes under the remit of the ACC (operations support) and has responsibility for policy and procedure development and a proactive investigation team to respond to requests for assistance from BCUs through the NIM level 2 in respect of sex offender and dangerous person management, child sexual exploitation and child internet abuse. They are also able to provide short-term assistance with institutional abuse investigations.

October 2006

- Within each BCU there is a sex offender management unit as a wing of the intelligence unit under the daily management of an inspector who reports to the area SIO. Cases are managed and tracked through the ViSOR system, with the inspector responsible for QA. Responsibility for attendance at MAPPA meetings is clearly defined within force policy, supported by a user-friendly process map.
- The strategic management board selects level 1, 2 and 3 cases to review, using a QA/MAPPA evaluation form. It examines the assessed level of risk and whether it was appropriate, whether meetings were convened and properly chaired and whether action points were carried out. Strengths and areas for improvement are fed back. The strategic management board then has direct evidence of the effectiveness of its MAPPA using this approach as a performance management tool. This process is enshrined in joint police probation MAPPA protocol which includes the QA/MAPPA evaluation form as an appendix. This process was acknowledged during the recent thematic inspection as an example of good practice.
- ViSOR went live in February 2005, following a full back record conversion. The sites have the appropriate security considerations and staff underwent appropriate vetting and training. The system administrator is a member of the PPU. Initial risk assessments are prepared by local sex offender officers, recorded on ViSOR and are quality assured through line management within the area intelligence units. Proactive monitoring and the production of target profiles is available through local level 1 TCGs that are able to consider risks, record decisions and allocate the resources of local field intelligence development officers and intelligence analysts.
- Sex offender officers have all been trained in the use of the Risk Matrix 2000 as an assessment tool, and use the ViSOR system to manage and track cases. From their position within the intelligence unit other officers are available to accompany the officers on home visits, and they have access to field intelligence development officers to assist in surveillance and/or lifestyle profiling. There are published terms of reference and a comprehensive force policy. This policy is due for review, and this will be conducted in tandem with the implementation of the national standards.

Work in Progress

- A new missing persons policy and procedure is being formulated which will incorporate the national standard. A new IT system to record missing persons is in the process of being procured. The system will provide a consistent approach to recording, supervision, risk assessments and audit trails.
- Revised policy and procedures have been drawn up and managers of FCIU have responsibility for local implementation. These procedures incorporate the national standards and guidance for investigation published by Centrex. The force may consider that these responsibilities should be included within the performance of the PDR requirements.
- Information-sharing protocols are currently in place with each of the five ACPCs on Merseyside. It is intended that as new protocols are drawn up with the LSCBs that a single common information-sharing protocol will be agreed across Merseyside, including what should be shared with whom and when. Once a referral is made, checks are made with all relevant data system including PROTECT, PNC and FIS. Currently, outside FCIU hours of operation access to the PROTECT database is

October 2006

through the Phoenix Bureau. However, plans are in place to allow read-only access to the system to other areas of need, such as call and response and custody suites.

- The revised force policy in relation to missing persons (including vulnerable missing persons) is currently under review in light of the national standards (2005). This will develop existing practice where checks will be made with FCIUs when persons are reported missing. Also an IT system has been identified that will ensure greater links are maintained with PROTECT and FIS as part of the recording and investigation process. Processes are in place for regular meetings at both BCU and force level to work with partners to share intelligence on patterns of missing persons, in particular where there are concerns around child sexual exploitation.
- The DV action plan contains several specific actions, including reviewing effectiveness of DV training for probationers, specialist DV officers and all officers with a view to implementing the Centrex training programme, other agencies and the CPS in particular surrounding retraction statements and the Centrex package and ICIDP courses, or introduction of DV champions on response/neighbourhood to cascade training. Funding has been obtained to train 160 staff in the use of the PROTECT database.
- The force has recognised the vulnerability of its current paper-based Missing Person reports. An IT system is in the process of being procured (WPC Compact). This system is fully compliant with ACPO guidance. The system will provide a consistent approach to recording, supervision, risk assessment and audit trails. The system includes compliance procedures for review.
- All recommendations relating to DV arising from previous inspections have been incorporated into a composite action plan which is being progressed by the ASCU via the project board.

Areas for Improvement

- The force carried out a review of family support units in 2004 in order to achieve a corporacy of delivery. New terms of reference arising from that review were approved and implemented in November 2005. This included renaming FSUs to family crime investigation units. The review considered staffing levels within FCIUs and suggested optimal staffing levels to achieve the revised terms of reference. Adjustments to staffing levels were made at the discretion of the relevant area commander. The force should review the implementation of the FCIU and examine the roles and responsibilities of dedicated staff. Evidence suggests that staff are being deployed to deal with BCU crime incidents and are being used for operational cover.
- The force should review the structures for the performance and service delivery of units specifically dedicated to protecting vulnerable people ensuring there is integration of intelligence, and a shared response to issues.
- All child abuse issues are referred to Family Crime Investigation units (FCIUs) that take responsibility for investigation of cases with partner agencies as appropriate. Although there are terms of reference available there is evidence that partner agencies are not providing a corporate response, which impacts on each unit's

October 2006

performance. The FCIUs are placed within and managed by BCUs under the crime wing with direct line responsibility through SIO and superintendent (operations) to the area commander. The concern regarding differing levels of support from partner agencies should be addressed corporately and not through individual units.

- Area superintendent (operations) will be representing the police on each of the Safeguarding Children's boards (LSCBs). Strategic guidance together with reviewing of policy and procedures is provided by the PPU. The PPU also manages regular meetings with FCIU staff to identify issues and promulgate good and best practice. There should be a clear structured process under NIM to ensure the co-ordination of intelligence from the units and who has responsibility for public protection at an operational level.
- The PROTECT IT system has been introduced to provide a file tracking and monitoring system that provides performance information, and ensures that all child abuse investigations are quality assured by line managers. There are currently no PIs for child abuse investigation work and the force is awaiting national guidance on this.
- The FSU review recommended that each unit be provided with a DV manager. The inspection suggests that this is not evident in all units which is causing a considerable burden on supervisors, in particular when completing the risk assessments.
- It is now a requirement that all staff who are involved in the investigation of child abuse will complete an ICIDP course. If they have not done so on appointment it will be treated as an urgent requirement. ABE courses have been routinely granted to all child abuse investigators albeit this will be included within the Specialist Child Abuse Investigators Development Programme course when it is introduced. The force should ensure that there is a recognised succession plan in place for these specialist posts and that staff are trained prior to taking up appointment.
- The force has introduced a form FCIU1 that is completed at the scene of any incident that gives rise to concerns for the welfare of children. These forms are forwarded to the FCIU and routine processes of referral, updating of PROTECT and multi-agency liaison are followed. In cases of police protection, there is explicit guidance that all cases will be forwarded to the FCIU and force-wide monitoring of the use of police protection is undertaken by the PPU. The force should review the effectiveness of such a paper-based system and ensure there are sufficient safeguards in place to ensure its receipt at the unit and the timeliness of the process.
- FCIUs are responsible for investigation of child abuse, DV and vulnerable adult abuse within the BCU. Not only do staff for the three disciplines work alongside each other but also plans are under way to encourage multi-skilled officers within units to provide greater resilience as well as equipping those officers with a broader knowledge base. Links with sex offender units and missing person co-ordinators within areas are maintained. The force should recognise the risks associated with such a policy. Although this would add some resilience, there are dangers that the specialist skills and knowledge may be diverted over a prolonged period and that the resourcing structure would not be maintained and given the priority it requires.
- JDQs are up to date and accurate. In August 2005 the force implemented several recommendations to adequately resource FSUs, ensuring ownership of vulnerable

October 2006

adult abuse investigations mirrored processes for child protection and that there would be greater staff flexibility moving to a single role of detective constable. The force should ensure that adequate resourcing allows DV officers to perform more proactive roles regarding DV-related assaults, and that there is sufficient supervisory resilience to ensure effective management of staff and processes in line with LAMING recommendations and HMIC thematic inspection in 2004.

- There are not, currently, any directives relating to staffing levels within the sex offender management units, and it is at the discretion of the BCU commander. There are clear lines of responsibility contained within the force policy in terms of management of offenders, supervision of those officers charged with management, and position and rank of officers required to attend MAPPA meetings. The force should ensure that substantive supervisors attend such meetings or officers who have the appropriate training, knowledge and experience to deal with these specific issues.
- Management of missing person enquiries is the responsibility of critical incident managers (inspectors). A risk assessment is applied and where there are concerns the CID is informed. There is scope to include missing persons within area TCG assessments. Draft policy and procedures exist that are intended to give effect to the national standards. When implemented these will provide clear lines of accountability.
- In response to the NCPE healthcheck conducted in June 2005, the force is seeking to develop systems for review and audit of DV and missing persons data.

October 2006

5 Providing Assistance (Domain 4)

5A Contact Management

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

Performance has markedly improved against targets through increased investment in call handlers, chief officer leadership and direction, and attention to managing the process throughout the department. Some 92% of 999 calls have been answered within ten seconds during 2005/06. The comparison with a 75% rate for answering 999 calls during 2004/05 indicates the improvement that has been made in the service. On average, an operator answers a 999 call within 1.6 seconds.

The Police Authority invested £150,000 in a BT consultancy review to examine all aspects of call handling and make recommendations for improvement. The review made 110 recommendations for improvement. Some of the recommendations were tactical, while others were strategic. Some of the recommendations closely reflected work already under way by the force; most looked at the strategy to take Merseyside Police into the next generation of customer contact processes. A substantial number of the recommendations have already been actioned and the force is progressing with the solutions to the long-term issues in partnership with BT.

The department has improved the quality of the call handling, revising the training given to call handlers to improve their ability to deal with the public. Mentoring and workplace attachments have been introduced. The QA process for all call handlers has been re-engineered in line with NCHS. Following revision, the in-house audit team can show a steady improvement in the quality of response to customer contact.

The work has been integrated with the force's drive to improve NP, increasing uniform visibility and the availability of local resources. A new call grade and response policy has been introduced, on the launch of the new NP model, to improve customer confidence and satisfaction by meeting public expectation within published timescales for every step of the process.

The priority attached by chief officers to call handling was reflected by its inclusion within the Blueprint for Service Improvement that was published to reflect the Chief Constable's ten priorities for the force. This has given rise to a structured development programme. The ACC (area operations) is the force's contact champion.

Strengths

- The force has displayed an innovative and enthusiastic approach to call handling during the period under review. The force volunteered to be a pilot for NCHS. The force has worked many processes with the assistance of the national team. As a consequence, it was already positioned to progress the recommendations of the HMIC report, First Contact.
- As a result of the BT review, a two-phase development programme has been developed – one to effect short-term improvements and one to explore long-term improvements leading to a single contact centre for the force. Visible support was given by the Chief Constable at a ‘drains up day’ attended by staff from all differing roles involved in call handling, as well as the Police Authority, examining all aspects of call management.
- The force volunteered to pilot the NCHS and has revised the QA process based on PPAF customer survey and the ICF framework, which is linked to individual PDRs. The ACC (operations) has personally led and delivered a force project to devolve dispatch from a centrally controlled function to the BCU. The project was dovetailed with a revised force resource deployment model, designed to improve the effective and timely deployment of resources. To complement this, a new incident response policy was introduced in January 2006.
- The current strategy, call grade and performance improvement plans, and the BT review have succeeded in raising call-handling performance in 2005/06. To move the business forward, a customer contact strategy has been developed. The strategy contains a voicemail and secondary call-handling plan. This is designed as the initial stage to better manage corporate call demand. This strategy is firmly based on the Home Office acknowledgement of Merseyside having achieved premium performance in attaining the NCHS pilot standards.
- Demand is predicted by the in-house forecasting and planning team, based on several years’ data. From involvement with SNEN first wave work, the force is aware of the potential for increased demand and future planning will take account of the most recent research and practice from Wave One partnerships.
- The ACC (operations) holds monthly strategic meetings to track and allocate development work across all aspects of call management. This strategic meeting converts into tasking within calls and CRB through the weekly NIM level 2 and fortnightly level 1 meetings structures.
- The force and Police Authority measure call-handling performance against three quantitative indicators; 90% of 999 calls answered within 10 seconds, 90% of non-999 calls answered within 30 seconds and 85% of switchboard calls answered within 15 seconds. Performance data against every function is available real time to supervisors and managers, subject to daily review and considered at the weekly level 2 meeting by departmental command. In line with NCHS, a full suite of diagnostic PIs was designed with enhanced QA via NCHS.
- The communication and marketing department co-ordinates customer satisfaction surveys. Analysis of this work has led to the survey being redeveloped to improve understanding of customer needs. The BT review included research findings on what

October 2006

customers required. The research has been used to improve the linkage between customer need and organisational delivery. The IAG audits a random sample of calls on a quarterly basis and feeds their views to management. Customer feedback and complaints are tracked and held in a departmental central database.

- The force has revised hate crime reporting procedures. The force stresses the need to receive reports in a sympathetic and sensitive manner, reassuring the caller and emphasising the need to gather information and intelligence. Third-party hate crime reporting is also positively encouraged. Under the revised call grade and response policy, a log is immediately created, address markers checked, forensic opportunities explored and all hate crime incidents are graded at either grade 1 or 2 by call handlers, requiring a response within the hour of a hate crime report.
- To provide an independent opinion, members of the IAG attend the QA unit on a quarterly basis, listen to calls and give their feedback, which is actioned and linked to training. Call handlers are trained to consider the needs of individual communities, eg when training call handlers in dealing with DV, an in-depth input is delivered on the needs of minority communities.
- Staff are trained in the provision and use of Language Line to help people who have a limited use of English. Contact sheets are available at police stations that explain how to contact the police in several different languages. Contact is made by the public with contact management centres by email. A text service has been established for members of the deaf community with text messages for the three Merseyside emergency services received into the contact centre. Messages are linked to an audible warning system to ensure prompt response.
- The number of call-handling staff has increased and work was progressed with first-line supervision to improve hourly performance rates. A consistent approach, utilising staff feedback, was put into place, which galvanised performance and rewarded it using a new staff reward and recognition policy.
- Contingency and business continuity plans have been developed. These include evacuation and plans to re-deploy staff to other locations. All plans have been quality checked and been successfully tested. A yearly review and test is planned, as well as additional review processes through the force operations department. Mersey fire brigade has a dedicated terminal within headquarters control room where they can convene in need and arrangements are in place for a similar provision for Mersey regional ambulance, subject to future regionalisation arrangements for all services.
- The two call-handling sites are linked by automatic call distribution technology that supplies real-time performance data. A 24-hour critical incident/demand manager role in each BCU ensures effective use and deployment of resources, including the co-ordination of non-emergency response. Enhanced Information System for Emergency Calls capability has been introduced; reducing double keying and freeing call-handler time to take more calls with associated additional performance data to support its use. The Altaris system has been enhanced by BCU, inputting Altaris drop-down action plans and location interest markers to assist call handlers in properly grading incidents and understanding caller history.
- The call-handling department has a chief superintendent with a separate budget and dedicated personnel and training support. The department has a unit that delivers

October 2006

resource management, analysis and QA functions. Timely and accurate information streams, linked to force call management and personnel systems, are used daily, weekly and monthly to inform management decisions. Resources are deviated and shift patterns varied to meet demand for current and forthcoming events, which minimises overtime use.

- Staff involved in the training operation will also spend periods in the workplace, refreshing their knowledge and experience, to ensure that they are up to date with current practice. The QA unit is closely involved in initiatives to improve performance through analysis of the areas for staff development. Finance plays a key part in identifying any savings to plough back into the function or department to improve efficiency, eg improving the call centre environment.
- The personnel unit recruits a variety of full, part-time and key-time staff to maximise attendance against the demand profile. Preference is given in recruiting to under-represented minority groups. A specialist training and tutor unit develops all new staff. Individual mentors, selected for their empathy and experience, work with the new call handlers until satisfied they can work unsupported. The training and mentoring approaches have been used as national best practice templates for NCHS.
- Attendance at work is reported to the head of department daily, with a robust regime in place to reduce absence. The personnel manager works closely with Occupational Health Unit to ensure timely interventions are made for treatment as appropriate. All staff have PDRs with individual goals, recording evidence against attaining identified competencies and linked to feedback from QA. The PDR system also feeds into reward and recognition processes.
- During the 12 months ending December 2005 iQuanta data indicates that 95.3% of people surveyed were satisfied with the ease of contact with the police and 65.9% were very/completely satisfied. Similarly 95.2% were satisfied with their treatment with 72.4% being very/completely satisfied. Some 69% were satisfied with the follow-up, with 36.6% being very/completely satisfied.

Work in Progress

- The customer contact strategy presented at BMG in April will extend performance accountability for responding to public contact to a corporate level. The guidelines for the use of voicemail have been redefined to better meet public expectation. Examples include the introduction of enhancements to SMS text services and a revised call grade and response policy. Performance information has been provided to review demand and staffing profiles; staff have been invited to join a working group to review and design appropriate shift patterns.
- The force is committed to using the BT review to inform its future call-handling developments. A two-stage development programme is in place to progress these issues and further improve call-handling performance.
- The force is planning to improve its secondary call-handling practices and procedures to ensure all access points to the organisation provide an appropriate level of service.

October 2006

- The establishment of call takers is currently 110 full-time posts and the strength stands at 85 full-time post holders and a number of key-time workers and part-time staff, but there still remains a deficit of approximately eight full-time equivalent posts. Work is ongoing to recruit and train up to establishment.
- The finance manager also has the responsibility for health and safety integration. There have been identified concerns by the Health and Safety Executive (HSE) regarding stress levels within the call-handling centres. The force has worked with the HSE and developed an action plan to address concerns over stress in the workplace. Managers receive awareness training and how to manage and identify related issues.

Areas for Improvement

- The dispatch function was devolved to area BCU, enabling managers of the call-handling function to have a greater focus on the core business of customer contact. Performance around 999 calls has improved and is now at the MSF average. The force may consider a review of the impact to the process due to the move to BCUs and the structures which support the process.
- Last year 42 additional posts were secured through Police Authority support. Prior to this increase, dispatchers were at times required to take calls from the public. This no longer takes place. There is now no single oversight of call taking and dispatch function to determine whether the resourcing is right between the two functions. Dispatchers appear to have more capacity and are being used to keep people informed on the status of their incident in accordance with force policy. During this call they are also providing additional information needed on the incident which may have been omitted during the initial call. The force needs to ensure that it has fully assessed the resource requirements within the call-handling function and is able to ensure resources are matched to demand. There is a risk that the appropriate matching of resources will not take place between the two functions which sit under different portfolios.
- The deployment policy should be reviewed to ensure that dispatchers have timely and accurate information of available resources within the CARMS system. This will assist in ensuring that the appointments system is more effective and the public is provided with a response appropriate to the customer's needs. The deployment policy and powers of PCSOs should be refreshed and communicated to dispatchers.
- The force should enhance the automated performance monitoring processes by including the time to arrive at an incident from initial deployment. Currently supervisors complete this task manually opening every incident to qualify times of response.
- The major cause of customer complaint is the failure to attend an incident within the required or promised time. These are resolved by the calls chief inspector with the complainant. Learning points from complaints are then fed back into practice through the supervisor's meeting. Under the call grade and response policy, customers are given a log number and an explanation of how quickly their call will be dealt with, and how to re-contact the police. The force should monitor the numbers of 'recalls' from the public and identify the areas of difficulty, including the person who originally graded the call.

October 2006

- The pressure point in the call/incident management arrangement is resourcing the call-taking demands. There also appears to be a disproportionately high number of dispatchers and dispatch assistants due to the high numbers of talk groups in use. The force may consider rationalising the talk groups through business re-engineering and use of mobile data, which the force is progressing, may release staff to increase call-taking capacity.
- The 2006/07 departmental one-year overall strategy, linked to the force personnel plan, contains an HR strategy. Personnel and finance work closely together to ensure that the inputs to the department are in place to deliver departmental outputs and outcomes. The department does not recruit above establishment and therefore there is little resilience in the HR resources. As a consequence, it will rarely be the case that the department is up to capacity.
- iQuanta data indicates the force is significantly above the MSF average for overall satisfaction levels in respect of white users; however, this is not reflected in satisfaction levels of minority ethnic users and is below the MSF average.

October 2006

5B Providing Specialist Operational Support

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

Contextual Factors

During 2005/06, the force operations department has run a number of bespoke exercises, which have tested both force and partner agencies' capability and resilience. For example, Operation Stratos is a multi-agency tabletop exercise testing the co-ordinated response to a major incident involving the detonation of a person borne improvised explosive device. Five exercises have been carried out across the region involving each of the five local authorities. All five local authority chief executives took part in these exercises and in the most recent exercise the Chief Constable of Merseyside acted as the Gold commander. Operation Stratos is considered by GONW to be suitable for a national exercise programme and has been the subject of intense interest from a number of other forces in the country. Northern Synergy held in February 2006 was seen as a significant counter terrorism exercise and consisted of both regional and national multi-agency participation. The force operations department co-ordinated, organised and planned this force's response.

Due to the raised profile of the city, brought about by substantial economic regeneration and more recently the 2008 Capital of Culture award, VIP visits continue to increase.

Strengths

- The lead in firearms for Merseyside Police is the ACC (operations support) who has a clear role in dictating firearms capability. The ACC (operations support) chairs a quarterly firearms management group minuted meeting. The remit of the group is to review current force firearms policy and give the force an agreed strategic direction and capability in terms of firearms. The group is made up of heads of departments from the force including firearms management, professional standards and calls and response.
- A full strategic risk and threat assessment has been completed for 2006. This assessment clearly outlines the threat and risk to the force in terms of firearms and details the resources and training in firearms to address it. There is now a clear link between the number of officers trained in specialist skill areas and the threats identified for the force. This document also confirms that the weapons and equipment in place are suitable to match the risks and threats currently identified.
- An action plan submitted to NCPE and monitored by the force SDD was completed in August 2005. The action plan has been completed as per the original timescales

October 2006

and the force is compliant with the codes of practice for the police use of firearms. A gap analysis has been done and forwarded to NCPE for all core firearms training.

- BCUs are represented at the level 2 TCG where specialist resources are applied to prioritised problems. At the weekly operational review meeting, threats to the force as a whole are considered. The meeting quality assures the force's response based on the perceived threats. For example, threats considered include terrorism, firearms, public order, clubland and prisons. BCUs can call upon force-wide specialist resources to support issues arising in their level 1 TCG process.
- The Matrix team has been established to target and disrupt factions involved in the use of firearms, supply of illegal drugs and high-value CIT at level 2. Matrix has developed by bringing together a wide variety of resources under the one unit. The Matrix syndicates have either an investigative or disruptive faction. The firearms unit forms a part of Matrix. This ensures that gangs using guns to commit crime and intimidate witnesses can be targeted and held to account for their actions.
- The actions taken by Matrix have met with considerable success. Since its inception in April 2005 to January 2006 (when compared with the corresponding period the previous year) it has seen an 88% reduction in the number of firearms, a 47% reduction in the number of attempted murders by firearms and a 13% reduction in the number of injuries caused by firearms.
- The selection of all specialist officers is the responsibility of OSU personnel in conjunction with the OSU training. The selection follows a clear documented process, which adheres to national standards, eg the manual of guidance on the police use of firearms. All firearms training records, including command training, are held on the Chronicle training system. This includes the accreditation and re-accreditation of firearms officers and firearms commanders (Gold, Silver and Bronze). It also includes details of deployments to incidents.
- The firearms modular training for all officers and commanders includes theoretical and practical training with mental health teams and also training with the dog section. In relation to non-firearms specialists, each department has specific training regimes which require assessment: qualification and re-qualification programmes.
- The force has used the Police National Information Coordinating Centre database of resources to benchmark itself against its family of forces and the Northwest region with respect to these key skills. In collaboration with regional emergency operational planning (REOP) partners, the force has assessed the regional capability for investigators, DV investigation specialists, CBRN responders, firearms etc. On the force IT resource management system CARMS is a list of trained officers in disciplines such as SIO, MODACE, post-incident management, air observers, public order commanders (at Gold Silver and Bronze levels) and tactical advisers as well as those trained to deal with major disasters such as Disaster Victim Identification, body recovery and the temporary mortuary.
- A regular peer review for Firearms Incident Commanders ensures best practice is identified, experience is shared, and decisions challenged and reviewed.
- The force has developed a comprehensive package on the engagement and use of community volunteers with the aim of attracting 1,500 by 2008. A similar scheme has been developed in respect of volunteer cadets who are being introduced into BCUs.

October 2006

- The number of incidents where firearms were authorised, including pre-planned and spontaneous incidents, reduced to 669 in 2005/06 from 733 in 2004/05.
- Four ARVs are available throughout the 24 hours and their deployment is based on the NIM process.
- The firearms unit has introduced a new audit and review system for FIC and tactical adviser records.
- The force has received a provisional training licence from NCPE to deliver firearms training.
- The force has developed a national strategic firearms and threat and risk assessment template on behalf of NCPE.
- Officers from the firearms wing visit schools and colleges to highlight dangers around firearms and the legal status. The firearms wing has secured £30,000 external funding to assist.

Public Order

- Public order is reflected in the force and BCU control strategies under the headings of ASB and firearms. At levels 1 and 2, a predictive calendar of events is produced and reviewed annually to highlight events that may raise public concern or lead to public order issues. Community impact assessments are undertaken at level 1 and level 2.
- Research and analytical staff undertake a daily scan to monitor public order incidents and community tensions. Race hate, and other forms of hate crime, are an intelligence requirement on the current force control strategy. The hate crime co-ordinators within BCUs monitor and deal with any incidents that encompass this area of criminality and community tensions. Community intelligence is gathered and analysed alongside criminal intelligence and is highlighted via the level 1 and 2 tactical assessments.
- Critical intelligence and dynamic incidents where the threat of large-scale public disorder is evident are dealt with through the Pivot process either by BCU or force level where resources are co-ordinated and deployed. This group will at the same time consider community impact and future risks and threats. ISB has four dedicated CTSA posts and is responsible for the identification of local vulnerable sites and sectors. This section is responsible for passing security advice to the business and commercial sector. As part of the community engagement programme at neighbourhood level, all BCUs have drafted demographic profiles of their local area that include vulnerable communities and groups.
- The BCUs gather information and intelligence at level 1 of public order issues through the neighbourhood officers, extended police family and CAGs and KINs. Intelligence is also gleaned from the JAGs consisting of key partners. This intelligence is analysed and resourced through the level 1 TCG. At force level intelligence concerning public order or public safety that impacts on more than one BCU is analysed and resourced at level 2 TCG.

October 2006

- Special Branch is responsible for collating and analysing intelligence concerning terrorism and domestic extremism. These national security issues form part of the force control strategy at level 3 and the NWRIC, which provides high-level intelligence affecting public order and safety issues across borders and forces. The Special Branch also liaises with the national public order information unit.
- Each BCU has a dedicated intelligence analyst. Intelligence is gathered from neighbourhood officers, extended police family, JAGs, MAGs and other agencies. Neighbourhood teams engage with the public and identify KINs who are representatives from the communities in which they live and who are responsible for collating community intelligence about tension indicators and visible damage to the area. The KINs feed into the neighbourhood action groups that in turn provide tactical options based on the intelligence to the level 1 TCG.
- At force level, community engagement is an intelligence requirement on the force control strategy and is reported on within the level 2 force strategic assessment. A post has been created to exploit intelligence-gathering opportunities and improve community intelligence across Merseyside and the North West, particularly with regard to ethnic communities, to combat counter terrorism.
- Events both licensed and unlicensed are subject to scrutiny by the safety adviser group. Any areas of concern with regard to safety are addressed at these meetings and the event organiser is tasked to address these concerns prior to approval being given. The force, during the planning stages for major events, ensures partner agencies and outside forces are fully consulted.
- The force continuously monitors tensions within the community. Relevant incidents are subjected to a community impact assessment. This will directly influence the level and type of response that Merseyside Police will deploy to incidents. The force has a mobilisation plan for both pre-planned and spontaneous incidents that has been designed and tested to ensure that the flexibility of any response is capable of being maintained and resources can readily be moved around the force area. The force can evidence the effectiveness of this planning process and assess and measure the possible impact on front-line services.
- The *Keeping The Peace* manual is constantly referred to in training courses and forms the corner stone of the Initial Public Order Course (IPOC) and Advanced Public Order Course (APOC). The conflict management model is incorporated into all personal safety programme training, which all operational officers must qualify and re-qualify in. The disorder model is addressed specifically to the Gold, Silver and Bronze commanders during training.

Civil Contingencies

- A full strategic risk and threat assessment has been completed for 2006. This assessment clearly outlines the threat and risk to the force in terms of firearms and details the resources and training in firearms to address it. There is now a clear link between the number of officers in Merseyside trained in specialist skill areas and the threats identified for the force.
- The local resilience forum, a multi-agency strategic group headed by the Chief Constable and local authority chief executives, among other agencies, has a communications subgroup that has been tasked with producing a communications strategy.

October 2006

- Merseyside Police engages with partner agencies during the development of integrated emergency plans to obtain the best product possible. As a result there has been wide consultation during the development of CBRN and Control of Major Accident Hazards COMAH plans which has involved information sharing. Both CBRN and COMAH have written protocols for their deployment and testing and each plan incorporates these principals.
- Written protocols exist for a wide range of events and operations. For instance, for all events a formal written and structured handover from the event organisers to the police exists.
- Members of the local resilience forum (LRF) are given a security briefing of current threats and intelligence that may impact upon their core business. Senior personnel have been vetted by ISB to receive sensitive information for dissemination on a need-to-know basis. The LRF, chaired by the Chief Constable or one of the local authority chief executives, is currently progressing written protocols for all aspects of its joint working, which will include information sharing. This is also the case for the subgroups, which support the LRF.
- The ACC (operations support) is the lead ACPO for business continuity. All BCUs and departments were required to formulate business continuity plans in which they identified critical activities that must be maintained. The force quality assured these plans and a composite list and copy of each lies in the force operations department. The Business Continuity Institute provided guidance to this force in the document *Pas 56*. This is currently being developed into a British Standard. A business continuity group was set up to facilitate the initial production of these plans. It consists of force operations (co-ordinator), estates, communications, health and safety, procurement and force risk manager.
- Plans are produced by staff trained in emergency planning having attended Easingwold and MODACE. Training has also been provided in the force planning format. Plans are maintained and quality assured by the force operations department, which in turn has its plans quality assured by other members of the department and partner agencies. The review process is scheduled which is a key performance indicator for the force operations department. The force planning model (COPSCORE package) provides clear, unambiguous and comprehensive guidance on how to command and control incidents. The planning model has been assessed for RES compliance.
- Merseyside Police has wide-ranging plans in training and exercising to deal with major events/emergencies. The plans contain details of the response, command structure and media arrangements. The force maintains 24-hour superintendent cover, and there is a robust call-out procedure in place for 365 days of the year covering key personnel who will provide specialist support and logistical management in the event of a major incident. This year they have carried out a number of exercises to test not only the police response but also the multi-agency response.
- The force operations department is charged with resourcing major events and mutual aide requests both internal and external. In order to do this it carries out a risk assessment that will insure that the force maintains its performance and

October 2006

resilience. Examples of this are G8 (Tayside) when Merseyside Police deployed 400 officers and maintained service delivery and resilience.

- At a regional level the force is operating collaboratively in developing plans and resource protocols to enable local and regional responses to challenges and critical incidents. An example is the REOP group in which forces in the region take responsibility for responses to critical incidents such as DVI, casualty bureau and mass fatalities.
- Some 70 force contingency plans have been produced in consultation with partner agencies. Specific plans have been produced that deal with major incidents and the mobilisation of the force in response to catastrophic incidents. Others are site specific, eg COMAH, while some are generic in nature (hazardous substances and dangerous chemicals in transit). Some plans are produced by partner agencies, eg pollution control schemes.
- The force operations department provides expert guidance and advice on a range of specialist subjects, ie CBRN; planning of major events and operations; organising and overseeing exercises, including emergency and contingency planning activity; resource allocation for major incidents; and liaison with outside forces, outside agencies and other emergency services.
- The department maintains a major database of previous exercises, which provides an invaluable planning and reference resource.
- The force has appointed a sergeant responsible for command firearms training for firearm incident commanders.
- Joint agency collaboration includes COMAH exercises, which involve agencies such as the fire service, BTP, ambulance service and local authorities. An ongoing programme of exercises is currently taking place with four of the six COMAH sites having been tested in the previous three months. The force is a member and lead agency on the regional resilience forum, which holds regular multi-agency meetings involving all partners.

Work in Progress

- The force has recognised the need to further professionalise major event planning. The major event planning team (MEPT), now based in force operations, was recently formed. The MEPT is designed to provide a consistent, centralised corporate framework for planning all major events force-wide. This framework is aligned to a financial management structure which considers the impact these events might have on the force's ability to police its core functions.

Areas for Improvement

- The force recognises the benefits from the firearms education programme and is looking to secure additional funding for dedicated posts.
- An increase in future demand has been identified and the force has assessed its capabilities to respond and identify shortfalls. A MEPT has recently been formed to work in partnership with the Capital of Culture Company and other partners. This team has identified that there will be a shortfall in trained commanders. A cadre of

October 2006

chief inspectors and superintendents has been identified and a training programme is currently being developed in partnership with Centrex.

- The force should review the full impact on the NP model as a consequence of a prolonged draw on resources to support a public order situation. This will ensure there is an even distribution of skills in order to maintain an effective delivery of services across the force.

5C Strategic Roads Policing

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

The Chief Constable of Merseyside has set the mission for roads policing to be the best in the UK. As such roads policing is an area of corporate development in the Blueprint for Change programme. The force has increased the available resources to the department and is introducing new technology to assist in maximising opportunities for road safety and impacting on reducing the use of vehicles by active criminals.

Strengths

- The ACC (operations support) has the corporate lead on the delivery and future development of roads policing in Merseyside. A corporate delivery framework has been established with the ACC (operations support) chairing a strategic roads policing development group and the superintendent (operations support) chairing a roads policing tactical planning group.
- Roads policing is high on the corporate agenda and performance is closely scrutinised at BMG meetings chaired by the Chief Constable. A comprehensive performance regime is in place and tests the delivery of BCU and corporate roads policing teams against targets. The 2010 casualty reduction outcome targets have been disaggregated down to BCU level (2006) and have been developed in full consultation with partner agencies. A range of output measures to deliver these targets is in place.
- A range of problem-solving activities for roads policing is evident at level 1 and 2 and is managed in the TCG process. The force is actively working with its partners to deliver the Merseyside local transport plan that includes casualty reduction. A joint partnership intelligence unit drives the partnership working arrangements in Merseyside and includes analysts from the police, local councils and fire service. Volunteers actively work on casualty reduction initiatives and community advisory groups inform policy and activity.
- The existing partnership structure for road safety will be supported by the effective use of the NIM. Joint operational planning across partnership groups will be introduced supported by results analysis to determine if partnership activity is effective. The road safety partnership structure will be linked to the existing Merseyside JAG process. Force performance systems will be developed to support the automated capture of data for activities such as ANPR, operations and

October 2006

campaigns, etc. The NICHE system will be developed to ensure roads policing processes are efficient and effective.

- The force roads policing strategy is called Roadsafe. It is currently under review to conform to all elements of the national roads policing strategy. The force follows ACPO guidelines in relation to speed enforcement. The force control strategy for roads policing clearly sets out the strategy for reducing road casualties in terms of enforcement prevention and intelligence and marketing. This also links with crime reduction and ASB strategies. These strategies take full account of partner agencies and public consultation. There are plans for a comprehensive communications strategy.
- The force has developed a second laser ANPR team in order to drive up performance in relation to wider roads policing activities. In January 2006, the teams were rated as best in the country in terms of vehicle seizures and offenders brought to justice. The investigation of fatal collisions consistently meets targets for quality and timeliness.
- Responsibility for roads policing is devolved to BCU commanders who are supported by a central, specialist roads policing department. The ACC (operations support) is chair of the roads policing steering group. The superintendent (operations support) chairs the roads policing tactical group. The chief inspector roads policing department is the operational lead. The performance of roads policing activity is a standing agenda item on the force BMG and Blueprint governance groups. Resources are allocated to activities on a force-wide basis, using both the level 2 TCG and the roads policing department TCG process. Clear disaggregated targets for casualty reduction have been promulgated throughout the force.
- In January 2006 the force brought various skills together under the auspices of Operation Tango. This initiative is aimed at combating anti-social use of the road and the investigation of auto crime offences. The initiative has been separately funded with the support of the Police Authority and has resulted in the removal of almost 1,800 vehicles in the first two months. The central roads policing department participates in level 2 counter terrorist operations.
- A minimum staffing level has been determined for the specialist centralised roads policing department utilising the demand profile. This includes the 24-hour availability of fatal investigation teams comprising SIOs, collision investigators/vehicle examiners and family liaison officers. BCUs determine their own levels of resources for general roads policing activities based on the NIM problem profiles. Specialist traffic sergeants are available on a 24-hour basis supported by an on-call SIO inspector.
- Roads policing activity is based on intelligence provided by a central organisational unit. This comprises an intelligence unit, performance unit and a policy and strategy unit. The intelligence unit is supported by multi-agency analysts, researchers, field intelligence officers and planning officers. Business is managed through a departmental TCG meeting which is NIM compliant. All activities are supported by an IT briefing system in line with the national briefing model.
- Speed safety camera sites are managed through the road safety camera partnership and are determined by using a partnership analyst linking with the central roads policing intelligence unit. The force now contributes to the national road police

October 2006

intelligence forum, and is implementing the Pike database. The force is anticipating an increase to 70,000 penalty notices from fixed sites. The partnership is investing in a mobile resource to assist in speed enforcement.

- A business manager post is being created together with analytical capability to link with fire and rescue and partnership analysts to ensure there is a co-ordinated approach to reducing killed or seriously injured (KSIs) within the force area.
- The *Road Death Investigation Manual* is followed in all respects. All officers involved in road death investigation are trained to fulfil the identified roles. To equip constables and sergeants with the skills required for road death investigation, a training course has been developed internally which complies with the standards of the level 2 PIP process. Family liaison officers receive further training in partnership with CID officers. Some 25% of the operational roads policing officers are trained as family liaison officers. All collision investigators have attained the City and Guilds qualification and are members of the Council of Forensic Practitioners.
- The central roads policing department links closely to a range of external partners. The Merseyside road safety planning group oversees partnership activity in terms of traffic management, operational planning, the local transport plan, education campaigns, marketing and KSI reduction. Various subgroups exist such as the Merseyside road safety camera partnership, Merseyside road safety officers group, data management group and publicity group.
- A substantial investment of 20 officers into roads policing is being progressed after a review of current establishment identified a gap in the resources available to deliver to desired objectives around reductions in KSIs.
- The force has purchased an ANPR system which will be fitted to the force helicopter and provide the force with an effective resource for expanding ANPR capability. This will provide the force with excellent opportunities to deny the use of the motor vehicle by active criminals and provide useful intelligence of criminal activity.
- Targeted mapping of postcode areas has enabled a co-ordinated approach to law enforcement with partners and together with a marketing campaign has seen an increase in compliance with the lawful use of vehicles on the road. DVLA has analysed results from one operation which identified an additional 18,000 vehicles had been licensed. The force makes use of the media and has a monthly slot on Radio Merseyside to inform the public of current issues and promote road safety.
- The force has a partnership with Tracker and the company supplies all equipment to the force at no cost.

Work in Progress

- The force has identified areas for development in the change programme which include use of intelligence, roles and responsibilities, partnership development, performance management and development of future policies.
- The joint intelligence unit has been established to drive partnership working and support the delivery of the local transport plan. A review of the road safety strategy will be conducted which will include a review of resources required to meet the new demands of the national roads policing strategy.

October 2006

- Road peace volunteers are currently being recruited to work in partnership with the force to target areas where speed may be of concern. They will be tasked through the NIM process.

Areas for Improvement

- The road traffic investigation policy is to be reviewed to ensure high standards of investigation are consistently maintained. An IT system will be developed to support the policy and provide timely and accurate data for road traffic collision analysis. The desired customer experience will be built into the revised policy.
- The development of Roadsafe is well under way and includes consultation with all partners involved in roads policing issues. The strategy will incorporate all five elements of ACPO roads policing strategy. A corporate road safety campaign calendar is utilised to achieve KSI reduction and the anti-social/criminal use of motor vehicles by the enforcement of roads traffic core offences. The centralised roads policing department is a key element of the graded response policy supporting BCUs in meeting calls for service demands.
- A performance framework within the central roads policing department utilising available technology is being developed in order to deliver realistic and challenging targets that will cover processes and key activities and link departmental targets to individual PDRs. Disaggregated targets have been promulgated to BCU commanders to reduce KSIs.
- The force is in the process of developing a specific course for family liaison officers.
- The force has not made the desired impact on reducing the numbers of KSIs during 2005/06 and has experienced an increase. iQuanta data indicates that SPI 9a – number of people killed or seriously injured in road traffic collisions per 100 million vehicle kilometres travelled has increased in comparison with 2004/05 and is significantly higher than the MSF average.

GOOD PRACTICE

TITLE: Operation TANGO – Automatic Number Plate Recognition (ANPR)
<p>PROBLEM: The Merseyside area has in excess of 150K vehicles, which do not have a current insurance certificate. These vehicles are responsible for a number of criminal offences, and other offences such as fail to stop traffic accidents, no insurance, Speeding, parking offences and general anti-social behaviour.</p> <p>Currently there are four pieces of legislation, which can be used to remove motor vehicles from our streets and public open places, these are:</p> <p>Abandoned vehicles can be dealt with under the above or via the Refuse Disposal (Amenity) Act 1978</p> <p>DVLA have powers to remove vehicles, which are untaxed from road</p> <p>Section 59 Police Reform Act</p>

October 2006

Section 152 Serious and Organised Crime Act

SOLUTION:

On the 10th January 2006, Merseyside Police - Roads Policing Team – commenced Operation Tango, which used this legislation to tackle the problem of uninsured / unlicensed drivers who use our roads. The Operation tackled both Level 1 and Level 2 criminality as the common factor to both levels is the vehicles they drive, both groups will use the same vehicle.

Level 2 criminals will purchase vehicles for their level 1 foot soldiers to drive; therefore attacking the level 1 target will disrupt the level 2 target.

Operation Tango

ANPR technology was employed to target offenders utilising the “MIDAS” Insurance Database and the DVLA / PNC records.

The operation was carried out on a rolling basis in each BCU two / three times a week and involved both Roads Policing and BCU Officers.

The ANPR spectrum vehicle was deployed at specific locations, supported by ANPR equipped police vehicles that patrol the periphery to detect those offenders attempting to evade the roadside check.

The Operation used a variety of tactics to disrupt criminality for example targeting the anti-social use of vehicles, targeting offenders who steal vehicles, commit document or other RTA offences, seizing vehicles used by criminal gangs or feuding factions and the identification and observation of vehicles used in organised crime.

Innovative publicity schemes were also introduced, including seized vehicles being liveried with bright transfers showing the vehicle had been seized for being uninsured or driven by a disqualified driver.

These vehicles are on display outside Police Headquarters for maximum public exposure deterrence. In addition, those vehicles that were seized and later crushed were also put on display.

OUTCOME(S): In just 7 weeks, 1551 vehicles were seized, 44% were crushed, 49% returned to owners after insurance had been obtained and 1% were sold at auction.

To date 2,300 vehicles that were being used by an uninsured or unlicensed driver have been seized in Merseyside with more than 50 people arrested.

A full results analysis will be available after the 9th April.

FORCE CONTACT: Contact: Insp Corcoran /Chief Supt Forrester

6 Resource Use (Domain B)

6A Human Resource Management

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

National Position

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

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

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

Contextual Factors

The force has a comprehensive personnel strategy and plan. The personnel strategy outlines the force's strategic intent for people management within Merseyside. Both the strategy and plan encompass the Association of Police Authorities People Matters framework, Breaking Through and the Gender Agenda. The plan is agreed with Merseyside Police annually and is summarised in the policing plan.

Through the personnel plan, strategic intent is translated into deliverable action through six portfolios of work, all of which have nominated leads within the personnel and development (P&D) management team. The portfolios cover diversity, recruiting and resourcing,

October 2006

retention, development, health, safety and welfare and leadership and set clear annual objectives and targets.

Governance of the directorate and performance scrutiny is conducted through a series of meetings held both corporately and locally. Force performance is reported to the MPA resources and strategy committee on a quarterly basis.

Strengths

- The lead officer for P&D is an ACC.
- Resource allocation continues to be a key objective for the recruitment and resourcing department that has set up a dedicated team, led by a superintendent to manage force-wide resources. The team has recently reintroduced a planned establishment across the force, which enables more effective resource planning for both police officers and police staff.
- The force uses a resource allocation planning process to deliver a match of resources to demand, both on patrol and in specialist roles. This was recognised by the Office of Government Commerce and the Home Office/Accenture report, which states: *"... to our knowledge, Merseyside is the most advanced force in the use of a flexible Variable Shift Arrangements."*
- Rosters are designed to increase staffing at times of peak demand and are subject to audit and inspection to ensure the variation of duties and the appropriate planning of shifts. Work patterns are negotiated to cover term-time working and fixed rosters are offered to make best use of staff time. Merseyside Police is recognised as the only suppliers of specific police resource management training anywhere in Europe.
- The force has a robust policy to manage the Working Time Regulations. The Police Federation has agreed a workforce agreement for the purposes of the WTR – UNISON has chosen not to modify or exclude any of the provisions. The force provides an expert knowledge base at national level, giving training and advice to most UK forces.
- As part of Project 9000, (an initiative to increase the force's extended police family) the role of PCSO has been expanded, enabling them to exercise designated powers and to operate over an extended period. In addition, the force has developed a comprehensive package on the engagement and use of community volunteers with the aim of attracting 1,500 by 2008. A similar scheme has been developed in respect of volunteer cadets who are being introduced into BCUs.
- Recognition and Reward is an objective in the personnel plan under the retention portfolio. The Gala Award process and ceremony is an annual event that recognises good work. A number of awards are operationally focused on ASB, improving efficiency and effectiveness. Recent initiatives include award of certificates for good attendance and one additional days' leave for staff with five years or more full attendance.
- At a local level, resource managers have access to CARMS – an IT system that captures the deployment of officers. PCSOs are incorporated on to CARMS, as are other operational police staff within the organisation. The force has developed JDQs, role profiles and a clear set of guidelines for the deployment of PCSOs. These have

October 2006

been disseminated to BCUs and call handling to ensure appropriate deployment of PCSOs.

- The force has achieved the 15% reduction in overtime.
- Merseyside Police recruits to the national recruitment standards assessment. The recruitment process is fully compliant with the Home Office protocols. A combination of positive action activities has assisted the achievement of diversity targets for 2005/06 in respect of BME and female officers. The recruitment department received an award sponsored by SoCPO for 'Best Work to Improve Diversity in the Workplace' for its recruitment advertising during 2005.
- The force has increased levels of PCSO and special constabulary recruitment in line with its ambitions under Project 9000. Selection processes for PCSOs will change as the force adopts the forthcoming national recruitment assessment process for PCSOs that is currently being piloted.
- Retention of staff is a portfolio in its own right within the personnel plan. The force has a published home/work life balance policy and supporting guidance. This embraces a wide range of flexible working initiatives and meets legislative requirements. The force has extended its diversity policy and activities to include the establishment of a disability network and a part-time workers network, which will ensure a more collaborative and inclusive approach to decision making.
- A combination of positive action initiatives has enabled the force to meet its diversity recruitment targets for police officers 2005/06.
- Exit interviews are audited to ensure there are no outstanding issues that have not been disclosed during employment. The grievance system is similarly monitored to identify any over-concentration of occurrences.
- All force policies are subject to rigorous compliance testing which includes Human Rights, Freedom of Information and data protection in accordance with an approved corporate framework. A schedule for disposal is in place which includes the time limit for disposal of all records to comply with the Data Protection Act. The force has a data protection freedom of information officer who provides advice to the force on compliance, monitors the email and PNC systems and carries out data quality audits as appropriate.
- The ICF is utilised in all promotion processes. All staff have access to the ICF framework through the current IT system. In addition, role profiles are incorporated into the performance development portfolios.
- The headquarters P&D directorate has achieved Investors in People (IiP) accreditation including a separate accreditation for home/work life balance initiatives. A number of BCUs and departments have also achieved accreditation. The sixth criterion of the Chartermark has been adopted as a standard.
- The ACC (P&D) has chief officer responsibility for occupational health and sickness absence. The personnel strategy manager takes the strategic lead on delivery and ensures an integrated approach to attendance management, occupational health and health and safety. There is a healthy workforce plan for 2006/07.

October 2006

- The force has implemented a comprehensive proactive health screening programme and stress awareness information, with capacity to screen 50% of the force each year. Themed health promotion months have been introduced.
- A full range of health and safety training is provided across the force and includes Institute of occupational safety and health (IOSH) police managing safety training, risk assessment and safety awareness. In addition, basic safety awareness training is delivered on all probationer, CSO and induction courses. As a consequence the force can demonstrate a significant reduction in accidents and injuries during the previous year.
- The force has centrally established negotiating and consultation forums. The joint negotiating consultative committee (JNCC) for police staff associations and joint police staff consultative committee (JPSCC) for police staff are both chaired by the Chief Constable. A separate personnel consultative group is chaired by the ACC (personnel) and meets quarterly with trades unions and staff associations to discuss any matter relating to personnel policy, conditions of service and general personnel issues.
- The ACC (personnel) has responsibility for the force safety policy; this includes chairing the joint force safety committee, holding regular briefing sessions with the health and safety manager and conducting regular reviews of health and safety performance with all BCUs and departments. The ACC (personnel) presents a monthly strategic health and safety update to the COG.
- The force safety plan has been approved, supported and monitored by COG and local command teams are required to manage the plan. The force has PIs relating to accident losses and is committed to reducing accident losses by a further 10% during 2006/07. Health and safety is a standing agenda item on command team meetings and BCU and departments implement safety inspection programmes. Local safety committees are consulted over health and safety issues and have approved local safety policy revisions.
- The force manages an electronic accident, dangerous occurrences and near miss reporting system (OASIS). The system is operated to notify departments and areas of actions necessary following incidents of note. An effective audit trail is established.
- The force has significantly reduced the number of hours lost to sickness by police officers during 2005/06; however they remain above the national average.
- The force has developed a scheme to pay an allowance to special constables, which received Home Office approval in March 2006. With the agreement of the Police Authority, payment has been deferred until April 2007.

Work in Progress

- At the time of the assessment there were plans to review the provision of HR support and revisit the currently devolved structure. As the complexities of personnel management require expertise, there are dangers that the management of HR on BCUs may become 'less corporate', which has a risk of inequality of treatment.

October 2006

- A new policy for the recruitment of police staff was introduced in January 2006. To support the policy, a positive action toolkit, which provides advice and guidance on the recruitment of BME staff, has been developed to assist local managers in ensuring that their workforce is representative of the community it serves.
- The ACC (personnel) has reviewed the actions of the safety committees and is in the process of establishing a safety strategy group, chaired by the ACC (personnel) and attended by commanders, heads of departments or command team members. Staff associations and trade unions are also included.

Areas for Improvement

- Sickness absence continues to be a major challenge for the force. Significant amounts of hard work alongside the introduction of initiatives, which include health screening and reward and recognition for good attendees, have ensured substantial reductions in sickness in the last year. During 2006/07 the force must continue with these reductions, particularly in respect of police staff, to compare more favourably with MSFs and the demanding targets that have been set by the Authority.
- The force must develop its strategic position in respect of workforce modernisation issues such as career pathways. There should be identified development opportunities for police staff comparable with police officers.
- While the force has exceeded diversity recruitment targets in respect of police officers, the force has not managed to achieve BME recruitment targets for police staff. The decision to disestablish posts may have a negative impact on the ability of the force to increase representation as opportunities for external recruitment will be reduced.
- The force requires an IT system for HR management that more effectively meets the needs of the force and users. A replacement system must be installed by April 2007 when the current system ceases to be supported. The current system is not integrated with other force systems.
- The force should fully utilise the new TRUE (truth, respect, understanding, empathy) group in the consultative process to ensure that policies have been impact assessed. In addition sufficient time should be allowed to ensure that staff associations, unions and support groups can provide realistic and representative feedback which is beneficial to the process.
- The force has approximately 10% of police officers on restricted duties and is attempting to ensure they are deployed effectively. The review of Restrictive and Recuperative duties should be progressed and supported by occupational health experts to ensure the force complies with Disability Discrimination Act legislation.
- The force has recently reintroduced a planned establishment across the force following a long period of devolvement. The establishment allows for agreed resourcing levels for both police officers and police staff. The force should ensure that there is an equitable process which is regularly reviewed and that staff are moved according to an agreed process.
- The force capability policy for dealing with poor performance/attendance of police staff was utilised on eight occasions in 2006. The police efficiency regulations were

October 2006

used on five occasions including one requirement to resign for poor attendance. The force should evaluate the circumstances and ensure that any lessons learnt are communicated to managers.

- The PDR process has recently been evaluated, reviewed and relaunched by the career development manager who is the identified PDR champion. This follows on from feedback from staff that the system had become bureaucratic. ICF profiles have been streamlined for each role profile to ensure specific competencies match the role being performed. The force should ensure that the new process is reviewed and that QA is built into the process.
- PDR compliance rates are closely monitored. For the period January–December 2005, 81% of police and police staff PDRs were completed. The force should set a revised target completion rate in view of the introduction of the more streamlined process.
- Quarterly meetings are held between members of the legal services department, personnel department and PSD to review employment tribunal cases. The meetings are led by the head of legal services department and lessons learnt following employment tribunal cases now form part of the agenda. The force should consider if the ACC (personnel) is the more appropriate person to be chairing such a meeting as each of the functional areas may have lessons to learn.
- The head of finance and head of HR are making MSF comparisons in order to be in a position to identify possible savings in process and people. The force acknowledges that recruitment has grown with devolvement of recruiting to BCUs and is now looking to exercise stringent controls through the scrutiny panel and the freezing of vacancies to realise savings to fund the Chief Constable's desire to increase police officer numbers. The force should ensure that there will be sufficient resilience within the numbers of police staff to support the increase in police officer numbers.
- Numbers of medical retirements per 1,000 police officers has reduced during 2005/06 but remains above the MSF average. The numbers of medical retirements per 1,000 employees has increased slightly during 2005/06 and is above the MSF average.

October 2006

6B Training, Development and Organisational Learning

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

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

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

Contextual Factors

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

The force was graded Good during the 2005 baseline process with a number of recommendations made for improvement. In respect of those recommendations:

- The costed training plan has been further developed in a bid to 'capture all training in the force irrespective of where or by whom provided'. This process forms part of the annual training needs analysis cycle and is supported by the provision of monthly training delivery returns by areas and departments.
- Approval at chief officer level has recently been given for the further implementation of models for learning structures, which specifically address the 'client/contractor arrangement at a strategic level'.
- 'Accountability for standards costs and planning for all training' now rests with the head of management development and training (MD&T).

October 2006

- Although a QA process based on the Centrex model has been produced, debated and disseminated to areas and departments where training may be being delivered outside MD&T, the programme of planned visits has not yet been fully implemented. Efforts continue within MD&T to identify the necessary resource opportunities to do so.
- A number of portfolios within the learning and development function have long-established and thorough strategies for the involvement of communities in the training cycle, specifically in the context of content, consultation, design and delivery, including noteworthy practice re Gypsy Travellers. In recent years the force IAG has suffered significant problems with its membership which have now been resolved. MD&T will be engaging with the newly formed IAG to pursue the robust strategy recommended by HM Inspector.
- The force business planning process remains unchanged, although feasibility work is ongoing in respect of the duration and sequence of the component parts that impact on the learning and development function.

Strengths

This section summarises areas that HMIC considers to be particular strengths of the learning and development function. In the main, for an area to be considered a 'strength' it will have been in place for at least twelve months and will represent practice from which the force is able to evidence demonstrable and ongoing benefit.

- There is a clear and established line of responsibility and accountability for learning and development, both at ACPO and departmental level. The learning and development function actively engages the Police Authority (including a dedicated learning and development member) at a number of levels. Relevant learning and development management groups and structures are well established and are fully representative of stakeholders.
- The force continues to work closely with B-plan consultants to maintain a good quality costed training plan. The training needs analysis and prioritisation model are well established, engage customers and stakeholders and capture training delivered outside MD&T.
- Staff at MD&T are recruited according to force policy, ensuring that those delivering training are well qualified to do so, and that relevant qualifications are recorded on the force-wide personnel IT systems. A system of formal trainer monitoring against target exists, as do opportunities for more formal recognition of development. Staff are actively encouraged to work across subject disciplines, developing a well-rounded training competence.
- Diversity workstream staff have worked closely with members of different communities to develop products delivered in partnership with community trainers at community venues. The development and delivery of the Gypsy Traveller module has attracted significant interest throughout the country. **HM Inspector considers this to be noteworthy practice.**
- MD&T actively engages with a number of regional and national learning and development management groups, and collaborates both internally and externally to

October 2006

the mutual benefit of both public and private sector partners, across a diverse range of training delivery and product.

- The force training strategy reinforces the commitment: 'Training is driven explicitly by organisational requirements' such consideration being a central part of the annual training needs analysis, and the process of identification of new training needs. The force operates a well-established PDR system which identifies learning and development needs across the organisation. Models for learning in the context of the design and identification of available options is well embedded centrally. In addition to the training needs analysis, marketing of the learning and development services takes place via a comprehensive prospectus and force intranet site.
- Long-established relationships between the learning and development function and its customers exist in the form of the monthly Training Management Group meeting at which understanding, expectations and satisfaction are regularly and frankly discussed. The formal training needs analysis process groups customers according to their needs, and there is evidence of a wide range of delivery methods, operating hours and accessibility to reflect those particular needs.
- As an example of MD&T's ability to respond to customer needs, personal safety trainers recently designed and delivered a bespoke personal safety programme specifically for undercover officers. Delivered at a covert venue, out of normal hours, the programme will be recommended as best practice at the national conference on police undercover work. **HM Inspector considers this to be noteworthy practice.**
- MD&T has invited inspection/audit from a range of external bodies over a number of years, each of which has surveyed feelings and motivations of people working in the learning and development environment. Meetings structures enable staff to be involved at a variety of levels in the business of MD&T, and a recognised development and monitoring process, along with PDR, ensures their personal performance and growth is catered for.
- 'Diversity as a golden thread' has been a consistent theme within MD&T activity design and delivery. There is evidence of learning and development products being delivered at venues specifically designed to promote community understanding and community safety. Scrutiny by a range of external bodies has been invited over many years.
- A systematic process is utilised to collate a range of partner agencies. This database is monitored and learning outcomes/benefits are produced that feed into the management meeting structure. Evidence is produced of best value initiatives that have led to efficiency savings, eg cycle courses.

Areas for Improvement

This section provides a broad summary of the areas for improvement found as a consequence of the current inspection. Specific areas to address are contained in the detailed assessment guide that the force retains. That document contains an indicative scalar of between 1 and 5 for 90 specific areas. More immediate effort will be required on those areas scoring 3 or less than for those scoring 4 or more.

October 2006

The progress on the areas summarised below will be reported on in the context section of future inspection reports.

- The overall learning and development function would benefit from the profile of the 'improvement plan' being raised and included in the growing performance framework within the P&D portfolio. As systems and processes are refined towards more comprehensive integration of models for learning and a clearer understanding of the client/contractor relationship, terms of reference for management groups, where amended, will need to be republished across the organisation.
- There is currently no formal process for learning and development policies to be reviewed and updated. Accordingly policies and strategy are to be a standing agenda item on future senior management team meetings and a policy review group is being put in place. While training delivered other than by MD&T is captured, complete confidence will only be achieved through comprehensive embedding of the wider QA programme.
- Although historically staff surveys have been conducted, often as part of an external body inspection, there is as yet no formal regular programme which cycles through the process of staff survey, improvement plan and resurvey. MD&T is represented on many national and regional learning and development bodies. In addition the physical make-up of the environment and the encouragement of cross-discipline competence promote exchange of views and information. However, no specific opportunities and mechanisms are in place to secure that exchange of ideas, views and information.
- Until the QA programme is properly embedded, MD&T cannot demonstrate complete confidence that all training delivered, other than centrally, is captured and costed. The proportion of alternative learning methods is not currently identified with any consistency. All learning and development delivery is currently being reviewed for duration/content/delivery method.
- No systematic benchmarking process currently exists, although the subject has been identified as a priority for the next regional training managers' forum. Although applied centrally, and the process designed for wider use, the QA process is yet to be fully implemented. Similarly, while evaluation takes place at the lower levels of the Kirkpatrick scale, and feeds back into stakeholder requirements through current structures, the aspirations for wider evaluation of workplace/operational impact are yet to be met. As a two-way process, effective marketing of the learning and development function needs to involve the views of its customers in a more systematic way, eg by regular survey of BCU/departmental heads.
- While learner experience of learning and development events is gathered comprehensively, no specific measure of satisfaction is currently included. This will, however, form part of a range of newly introduced PIs which will feed back into both senior management team and TMG meetings. Although much anecdotal evidence in support of satisfaction is available, no systematic survey programme exists for BCUs and parent departments to determine satisfaction and expectations.
- MD&T staff at a number of levels will be involved in the new policy review group. As alluded to previously, no specific opportunity is made available for the exchange/development of new ideas, concepts, views and information. Such an

opportunity can be built into the departmental calendar and marketed throughout the department.

- Despite having nominated energy champions, and a force energy officer, MD&T has little or no control over suppliers commissioned centrally. While evidence exists of MD&T involvement in a number of very worthy charities and schemes, the systematic promotion of MD&T staff involvement in community activities is absent.
- While a policy is in place for evaluation and evaluation prioritisation, lower level evaluation only is taking place. There is a need to recommence level 3 and 4 evaluations to link training to workplace and operational performance.
- The newly introduced departmental PIs that have been created to link with organisational PIs need to be embedded so that they demonstrate MD&T performance to customers.

October 2006

6C Race and Diversity

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

During 2004/05, the force implemented the RES. Area commanders and heads of departments have been involved in the examination of all force functions and policies in order to assess relevance to race equality. The force has published its 2005 RES on the force website.

In order to maintain a representative workforce, a positive action team was formed in October 2004 to attract applicants from BME communities. Members of the team visit those communities and establish contacts, in conjunction with targeted recruitment campaigns. Awareness sessions are regularly held in force for BME applicants. Lay assessors from minority communities are used in the assessment centre process.

Strengths

- The lead officer for diversity is the DCC who is responsible for achieving a diverse workforce that is representative of the local community.
- The DCC chairs the force DSG; trade unions, staff associations and internal staff support networks attend this forum on a quarterly basis, together with an Authority representative and relevant managers.
- The force has developed and implemented a diversity strategy, which outlines the force's strategic intent to have a representative workforce that reflects the diverse community they serve: employing both men and women, as well as people of different races, religions, ages, sexuality, background and physical ability. A copy of the diversity strategy is available on the force intranet system.
- The diversity strategy is supported by published inter-linked policies specifically intended to reduce the risk of critical incident: Doing the Right Thing (Whistle-blowing), Diversity, Dignity at Work, Fairness at Work, Vetting Policy and Substance Misuse Policy. All policies are subject to thorough impact assessment, which reduces the risk of critical incident as an unintended consequence of policy development.
- The Doing the Right Thing policy incorporates details of Safecall, an external company with a phone-reporting mechanism which enables staff to bring issues of

October 2006

concern to the attention of senior officers. These could relate to corruption, integrity, racism, sexism, bullying, harassment or any other matter.

- The personnel plan contains a specific portfolio relating to the management of diversity. A Gender Agenda working group under the lead of the ACC (personnel) is well established. The Gender Agenda aims and objectives are also included within the personnel plan, together with the requirements of the Breaking Through Action plan in relation to recruitment, retention and development.
- The force diversity policy and the Dignity at Work policy contain comprehensive statements regarding required behavioural standards. They cover race, disability, religion or belief and sexual orientation as well as bullying and harassment in the workplace. The principles contained within these policies feature in the syllabus for the force training Welcoming Diversity, which is mandatory for all staff.
- The force First Contact scheme was recently re-launched and the communication strategy included the distribution of a personal leaflet to all staff as well as utilising all internal IT-based communication systems.
- Grievance data is monitored within the employee relations and diversity unit. Reports are provided to senior management periodically and also shared with the JPSCC and the JNCC.
- Role profiles for all staff, in line with the requirements of the ICF, have been completed. These include a behavioural requirement: Respect for Race and Diversity, for which evidence is to be provided during the PDR process.
- Data is monitored on where females and minority ethnic staff are within the organisation and positive action implemented where there is under-representation, eg as a result the number of females within the FCOU has risen from 94 to 107 and in OSU from 68 to 85. Data is monitored on BME and female staff by rank and grade.
- Diversity monitoring is in place and an audit was recently completed that included sexual orientation, religion or belief and disability.
- Personnel policies facilitate compliance with diversity legislation and a scoping report has been prepared to position the force for compliance with forthcoming age legislation. A diversity audit covering disability status, sexual orientation and religion/belief has been carried out. The data has been entered into the personnel information system; the force is compliant with 16 + 1. The force is a member of the employers' forum on disability and has been awarded the DWP two ticks symbol.
- The force IAG was established in 1999 to examine the relevant internal and external issues relating to racial minority groups and to implement the recommendations from the Stephen Lawrence Inquiry report. The IAG continues to get involved with Merseyside Police and has representation on the DSG, chaired by the DCC. Race and diversity are standing agenda items on the DSG, and staff associations, trade unions and staff networks are invited to attend.
- The estate management department (EMD) employs both professionally qualified in-house staff and external consultants, when required, to develop and manage the force estate strategy and day-to-day operational management. The estate strategy

October 2006

has been developed through extensive consultation. The force is a member of the national police property managers benchmarking group and has membership on both the user group and the topic group. The Police Authority is involved with the implementation and review of the estates strategy and the EMD makes use of opportunities for collaboration.

- EMD has a programme of work to ensure that all police buildings are accessible. The force has implemented a comprehensive disability policy that includes guidance and checklists for both management and staff.
- Quarterly meetings are held between members of the legal services, personnel and professional standards to review grievance and employment tribunal cases. The legal services department analyses the written decision made by the employment tribunal and compiles a report. A learning the lessons group has been established chaired by the force solicitors with senior managers from PSD and personnel. More recently the membership includes the Federation and will be extended to include the trade unions.
- Areas and departments have appointed equality champions in order to promote valuing diversity. The champions are co-ordinated by a dedicated team within the community relations department that is responsible for the maintenance of RES and action plans.
- The force has in place an established consultation model that ensures that trade unions, staff associations and support networks are fully involved and they are members of the DSG, which is lead by the DCC. The consultation model also ensures that they are consulted in respect of policy development. All new and revised force policies must be subject to a diversity impact assessment in addition to a further assessment of 'policy on policies' prior to approval and introduction.
- The force fully supports staff support networks and duty time is provided for attendance at meetings by members of the support networks. In addition, office holders are provided with further facilities up to a full-time attachment for the BPA.
- The ICF had been adopted. Each individual role profile contains a requirement to evidence commitment to race and diversity and Human Rights within their working practices. There is a requirement to include a copy of the individual's area/departmental strategy and goals.
- The force has enhanced the strands of race and diversity. The race module has been further divided to include race, Gypsy Travellers and asylum seekers/refugees modules, designed in co-operation and consultation with local community advisers as well as operational staff in BCUs and departments.
- Race and diversity is the mandatory 'golden thread' within all MD&T events and products, which include management, leadership, (eg newly promoted) and some specialist training, (eg driver). The ongoing process of accurately capturing localised delivery of training (other than through MD&T) includes in its QA the specific themes of race and diversity.
- Hate crime is included in the mandatory Welcoming Diversity two-day event. There are community co-ordinators in BCUs and all staff have access to hate crime and support packs, which have received national recognition for their quality. Additional

October 2006

materials and advice are available on the force intranet. Hate crime co-ordinators have been appointed in all BCUs. They are responsible for liaison with an appointed member of staff within community relations.

- The personnel plan contains a portfolio on diversity and updates are provided to the Police Authority resources and strategy committee on a quarterly basis in respect of progress on identified activities.
- A combination of positive action initiatives has enabled the force to exceed its diversity recruitment targets for police officers 2005/06. Diversity monitoring is in place and an audit was recently completed which included sexual orientation, religion or belief and disability.

Work in Progress

- The force disability policy devolves the management of disability issues to local personnel units that are responsible for facilitating, recording and reviewing reasonable adjustments. The force recruitment database Workforce has been introduced into every area and department personnel unit. The system is used to manage both external and internal vacancies. The monitoring page allows accurate recording of racial origin in line with Home Office guidance (16+1). The force has already addressed an issue regarding lack of use and more training has been delivered.
- The recruitment department has delivered training to local personnel units in how to run reports, specifically so that they can effectively monitor applicants by racial group and source. The recent implementation of the police staff recruitment policy will also reinforce the requirement to accurately record data on the Workforce system for the recruitment of police staff.
- The Fairness at Work (grievance policy and procedure) is currently under review. The revised policy has a strong emphasis on the need for managers to make every effort to resolve grievances at the closest point to origin. The force is making use of mediation in appropriate cases and a number of staff have received comprehensive training in mediation skills. A training plan has also been developed for all managers and staff and will be implemented during 2006/07.

Areas for Improvement

- The process of investigating staff is currently the subject of impact assessment. All PSD staff have received extra diversity training (beyond the force minimum standard) and all investigators are receiving training in accordance with the IPCC guidelines on the investigation of racially motivated matters.
- Training in the Race Relations Amendment Act was delivered by e-learning (now nationally available through National Centre Applied Learning Technologies) and further training is being developed. The force should review the effectiveness of this training and ensure there is a clear understanding of individual responsibilities under the Act and force policy.
- The force should ensure that its monitoring system captures the numbers of applications for posts submitted by BME staff and that data is monitored of the

consistency of interview panels and of their performance. Appropriate intervention techniques should be used where there are anomalies.

- There is an under-representation of BME police staff. The force has created a positive action toolkit in police staff recruitment. Work must continue to increase minority representation at higher ranks and grades and in specialist functions, although it is recognised that this is a long-term objective that will require investment over many years.

October 2006

6D Managing Financial and Physical Resources

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Contextual Factors

This is an HMIC assessment of domain 6D. It is based on your self-assessment return and our own findings as well as a consideration of the police use of resources evaluations (PURE) by the Audit Commission's appointed auditor or Wales Audit office for your force/authority. Set out at the end of this report are the appointed auditor's summarised scores for each theme covered by PURE. Separate more detailed reports on PURE have also been issued by the appointed auditor for your authority/force.

Work on preparing for force mergers has had a significant impact on the finance department and other support services.

Strengths

- The force has sound processes in place for budget making and medium-term financial planning with a fairly robust financial management framework.
- The force has participated in the Investment Property Forum finance benchmarking club and has used data to develop financial strategy.
- The force has undertaken work in re-assessing use of resources through its resource allocation model, resulting in placing more staffing resources into one of its high crime BCUs.
- Awareness of the use of activity analysis has been enhanced with external training for operational commanders.
- The force has one of the strongest e-procurement facilities in the service and has developed e-ordering to a level well above average for the service, so assisting in the contribution to reducing back-office functions and expenditure.
- The force has a sound level of service in estates management but will face challenges with some heavy investment in the estate over the next three years.
- A review has been undertaken of the fleet service with resultant efficiency savings accruing from the removal of 150 vehicles from an oversized fleet. Further efficiencies have been obtained through increased purchase of diesel vehicles.

Areas for Improvement

- As with all forces there is the need to further develop the links between finance and performance. This includes the need to incorporate as a higher corporate priority the use of activity analysis in driving budget-making processes. There is also the need to involve the Police Authority more in the use of activity-based costing to assist it in determining its priorities.
- The force has set up a savings and investment panel as acknowledgement of the need to identify further savings to meet future budget deficits, and the need to identify savings to fund required additional police officers. HMIC notes and will follow up progress on savings required and the success in recruiting additional resources to meet the current demands of operational policing. The force will need to ensure that the panel continues to deliver on savings and maintains its general reserves at 2% of net revenue expenditure plus reserves remaining from pensions funding in order to maintain an adequate financial standing, and that appropriate savings are made in line with the Gershon agenda.
- The force has acknowledged the need to reduce its central service support functions as the numbers of finance and administrative staff are shown to be high in the MSF group.
- The force still needs to move from four-weekly to monthly pay for police officers (as per Lancashire and Greater Manchester Police) to effect further efficiency savings.
- Risk management processes need to be enhanced and embedded within the business processes of the force and the Police Authority. This includes the required development of a risk register.
- Knowsley Metropolitan District Council provides the force with a range of services including estate management and financial services. These still need to be market tested or evaluated to ensure that these provide the best value for money.

Audit Commission Use of Resources	
Force and Authority: Merseyside	
Element	Assessment
Financial reporting	Not Available
Financial management	2
Financial standing	2
Internal control	2
Value for money	2

Key to grades

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

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

October 2006

6E Information Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

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

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

Contextual Factors

Key priorities are reviewed and the forward plan is adjusted, or affirmed, accordingly. Capital budgets are in place and included within the financial plans to support the strategy, and are driven by key policing needs. The COG plays a key role in these reviews, and regular reports and presentations are given to the Police Authority.

The force is currently in progress with the installation of mobile data within its vehicle fleet, and this is supported by plans to further develop the range of IT systems accessible via mobile data, as the telecommunications networks allow over the next 18 months. Training and operational process design is assessed alongside this roll-out and, where necessary, adapted to complement the process. Other developments in this arena include the use of

October 2006

mobile ANPR, which has been directly related to achievements in the level 2 policing arena, as well as the more widely targeted use found in Project Laser.

Risk management, and project management are key features within the IT arena. The force fully complies with the IMPACT recommendations, and has made excellent progress in developments supporting the Bichard agenda. Close partnership working with the CRB, together with investment in new premises that helps to promote team resilience, has facilitated this.

Systems technology resilience is in place that ensures business continuity, and mission critical systems have several back-up facilities to mitigate the risk of failure. It is seen as being supportive and responsive to business needs within the force, and the further development of NICHE in the near future to incorporate crime recording will help to improve upon this further.

Strengths

- The Chief Constable is an enthusiastic user of IT and seeks every opportunity to use it to best effect for operational policing. In order to ensure effective training, every IT capital bid has an element (approximately 20%) for training provision, which may be from an external supplier.
- The Police Authority agrees priority spending once the proposals have been agreed at the BMG. This year the Police Authority agreed £5.5 million IT spend, compared with £3 million in previous years. Some £3–4 million of computer technology has been agreed for data upgrades, ANPR and customer call centre technology.
- The director of resources is responsible for all information management (IM) and information systems (IS) functions and has specific responsibility for the implementation of the Bichard recommendations and the implementation of the IMPACT project.
- The force has a well-established IM department under a force information manager. Last year the scope of the IM department was extended to combine all sections responsible for handling information (such as the disclosure department and the PNC bureau).
- The IM department is responsible for the project to implement the new process and structures for the *Manual of Police Information* and for the changes resulting from the implementation of the Bichard recommendations. The director of resources chairs the project board meetings.
- The head of IS is involved in all relevant policy groups. He is a member of the BMG, sits on the force modernisation team management group and the force risk management group.
- The force operates its IT and IM within the framework of a five-year rolling IT strategy, which is reviewed biannually.
- The IS department produces PIs on all aspects of its performance and reviews performance at a monthly TCG meeting.

October 2006

- The T&CG meeting is also the place where the results of the quarterly customer satisfaction survey are reviewed and any problems identified by the IT infrastructure library process are raised. Actions to gather additional information or take the appropriate steps to improve the service are assigned at this meeting.
- The department has service level agreements in place and user satisfaction levels are high, in the main at 80% satisfaction levels. A helpdesk is available for operational staff between 8.00am and 11.00pm with appropriate out-of-hour operations for call out.
- The force IT user group has a strong representation drawn from different levels across the force, and has mechanisms for addressing the large-scale strategic issues, but also some of the smaller issues that help to promote customer satisfaction and a wider use of IT.
- The force also has regular steering groups for Bichard (including the new management of police information proposals, and for the PNC which also highlights areas where current practice needs aligning with procedures. These areas feature regularly in performance updates and the force's risk register, and the steering groups help to manage the action points needed to mitigate and manage the risk.
- The data for the CRB and the national Nominal Index was provided to the CRB in September 2005, three months ahead of the deadline. The force can provide the data daily if asked, but at present the CRB has asked for monthly updates.
- The data required for IMPACT 2005, (ie the IMPACT Nominal Index) was provided on schedule in December 2005. The original IMPACT plan set a deadline to provide full records (rather than just an index to the records) by March 2006. All the work necessary to do that has been completed by the force.
- The data provided to the CRB comes from the force's internal data warehouse. All authorised staff have access to that same data. The disclosure unit has a specialised version of the search screen that checks all relevant data sources simultaneously.
- Priorities for new IS systems are set by the IT steering group which consists of representatives from all major areas of the force and is chaired by the director of resources. Its members hold a mixture of ranks and roles to ensure that they represent not only their own functions, but also a broad range of users of IT systems.
- The force currently has a data warehousing facility, Corvus, which enables major operational IT systems such as command and control and crime recording to access data without the need for double keying of information. The force has a longer term strategy of procurement of NICHE products; this includes custody case and crime recording (now in place with intelligence next year and incident recording the year after).
- The force complies with national standards and the head of IT is the chair of the North West regional IT directors group.
- The information security board is chaired by the ACC (personnel and professional standards) and meets every two months to review security issues and oversee projects or actions necessary to improve security. An information security officer

October 2006

reports via the PSD (to maintain independence from the IM functions). The force has already implemented the ACPO CSP and Government Protective Marking Scheme and is now in the process of resubmitting its accreditation documents.

- The IS department employs an IT security specialist to implement and monitor the necessary IT security measures. IT security and health checks are carried out every year by an independent company from PITO's list of approved contractors.
- Some (Liverpool and Wirral) CCTV systems are linked to ANPR; the force is developing a ring of steel type of arrangement. The force is looking to extend these facilities, eg a joint bid has been submitted with Cheshire to cover the Runcorn/Widnes Bridge. Some 32 cars are ANPR enabled, and 17 are currently on order. The force considers ANPR/CCTV as a major asset to fight gangs involved with gun crime, drugs and serious violence.
- Projects are progressed according to four categories: technology projects, applications such as NICHE, telecommunications and IM projects. The head of IT oversees all such projects and reviews each category monthly. PRINCE type methodology is used with representation from users and business.
- Disaster recovery and business continuity processes are in place. Critical computer systems are supported by a duplicate system housed in a remote site with effective inter-connectivity. Less critical systems are subject to a two-day rebuild as a worst case scenario. Airwave resilience is provided by the provision of additional aerials, which would connect to major base sites. Disaster recovery can only be simulated. Business continuity for the computer suite at headquarters and the IS department at Mariners' Wharf tests are done annually (without warning) by refusing staff access to the site and to the equipment on that site.

Area for Improvement

- The force has installed mobile data in 240 vehicles out of 400. This enables officers to conduct PNC checks and to interrogate a number of databases. There is currently a test to link this with command and control, initially as a view-only facility, but eventually the intention is that officers can update information remotely.

October 2006

6F National Intelligence Model

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

The NIM team has continued to provide guidance and support in NIM-related issues. This includes intelligence training and the delivery of presentations to raise awareness and equip specific staff to perform their role more effectively. NIM is well integrated into dealing with level 2 and 3 and the strategic teams operating to deal with these issues are extremely effective. The force has acknowledged that there is a need to review the NIM processes and audit and inspections are programmed from April to August 2006 to review tactical TCG processes and force compliance with the national briefing model at levels 1, 2 and 3. Particular emphasis should be given to level 1 and the need to tackle volume crime issues.

Working practices and policies such as the TCG policy have been reviewed during the past 12 months to improve the service provided.

Strengths

- The force NIM steering group is chaired by the ACC (operations support) and is attended by key personnel and stakeholders. Meetings are held bimonthly to ensure NIM processes and structures adhere to the NIM minimum standards (2004) and NIM code of practice (2005). Areas for development from NCPE and HMIC audits are actioned, allocated and monitored through future meetings.
- Performance data is integrated into all BCU/force strategic assessments and assists senior officers and managers to make strategic decisions on control strategy priorities and the intelligence requirement for the following six months.
- The ISB has in place the NIM team that has two intelligence trainers who deliver intelligence courses to the force. The training programmes include i2 and an initial analyst techniques course delivered in-force for a two-week duration and cover analysis, intelligence products and analytical techniques. Strategic and tactical workshops have also been delivered to intelligence managers, analysts and researchers. One of the trainers delivers this course at Centrex which is an acknowledgement of the expertise that has been acquired in this field by the Merseyside team.
- Tactical assessments are produced fortnightly at level 1 and monthly with a fortnightly interim at level 2. The document informs the tactical TCG of the current crime rate, tactical response and significant intelligence and operational updates in

October 2006

relation to control strategy priorities, together with any high risk or emerging issues that fall outside the control strategy that could affect the BCU/force.

- To compile both strategic and tactical assessments, extensive research is carried out using a number of open and closed sources, specialist departments and previous analytical techniques/intelligence products, while also linking with partner agencies and other law enforcement organisations.
- The force NIM team senior analyst provides feedback across the force on the quality of strategic and tactical assessments. This was recognised as good practice by NCPE.
- Dedicated source handling units have been set up in two BCUs; the remaining four are in the implementation stage. The ISB source management unit is responsible for managing all intelligence that comes from sensitive sources, including covert human intelligence source, crimestoppers, creating a sterile corridor and adherence to all sensitive intelligence procedures.
- BCU intelligence units utilise Sleuth to produce a daily hot briefing sheet that highlights BCU and force priorities, intelligence gaps and crimes that have been committed within the neighbourhood. All intelligence units including level 2 departments produce analytical products and techniques with tactical recommendations to support covert and overt operations.
- The NIM senior analyst has given one-to-one feedback and delivered workshops to BCU intelligence analysts on their strategic assessments to improve the content, structure and presentation of this dynamic document. This method has been recognised as best practice by NCPE.
- The IT user group, set up in 2005, has ensured intelligence units have access to additional force systems and databases thus widening their research and reporting capability. Recent examples include the road traffic collisions and DV data. The group consists of key personnel and practitioners and their aim is to influence IT decisions that result in force IT systems being available through a data warehouse to improve efficiency.
- Level 1 issues can be included in the level 2 tactical assessment for consideration for level 2 resources. Attendees set the objectives and decide who the plan owner should be. The plan owner is then responsible for future tactics and updating the intelligence unit on activities for inclusion in the next tactical assessment. Operational officers are informed of the tactical TCG actions via daily patrol briefings and operational briefings. Results analysis, where appropriate, is undertaken at all levels to ensure organisational learning.
- Key partner agencies are able to influence the TCG process through the JAGs. BCU staff work closely with local authority analysts and representatives from joint agencies to solve problems together. At level 2/3, personnel have close links with immigration, HMRC and other law enforcement agencies and the Merseyside agency group consisting of key strategic partners.

October 2006

Work in Progress

- The Bichard Inquiry highlighted a gap with intelligence training for operational personnel. Although training has been provided to a wide spectrum of staff it was recognised that the NIM team could improve on this. Additional training is therefore scheduled for delivery to more than 1,000 officers as part of a series of force intelligence system seminars to highlight changes to the system and intelligence processes.
- SCAS has recently become a code of practice and initial findings have shown that the force is not complying or meeting the timescales specified in the document. Meetings with key personnel are under way and processes will be agreed in the near future.
- The training of those involved in the management of the NIM has been identified as a gap with initial research highlighting approximately 35 police officers who would benefit from the training. In order to deliver this training locally, a licence needs to be obtained from the National Specialist Law Enforcement Centre, and the effectiveness evaluated.

Areas for Improvement

- Due to staff shortages, NIM audit and inspections have not taken place since November 2004. This issue is being addressed with audit and inspections programmed from April to August 2006 to review tactical TCG processes and force compliance with the national briefing model at levels 1, 2 and 3. NCPE is supporting the force by providing staff in the initial inspection to provide support and guidance.
- Training is provided to all analysts and researchers on i2 software and initial analytical techniques. Intelligence training is being delivered to operational officers on NIM processes, submission and grading of intelligence. The networked force intelligence system is being enhanced to enable officers to directly input intelligence on to the system. Intelligence training is provided to all operational staff on searching and inputting on to the system.
- There is a strong performance culture within the organisation and an eagerness to address problems quickly. In these instances the NIM process is being bypassed and, as a consequence, the force may be missing opportunities for exploring the full options that may be available.
- The NIM team are in the process of co-ordinating a review of compliance to the ACPO national briefing model across the force.

October 2006

7 Leadership and Direction

7A Leadership

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

There have been a number of changes at chief officer level and the Chief Constable is now looking for a period of stability in order to nurture the new team. The Chief Constable is personally driving performance throughout the force and is cognisant of the force's performance with regard to volume crime reduction and investigation. The Matrix teams and the FCOU are highly effective in dealing with organised and major crime, and roads policing has been successfully integrated into the objectives of denying the criminal the use of the roads using available legislation to have the maximum impact.

The force continues to develop its approach to modernisation through the now well-established and widely understood Blueprint for Service Improvement. During the year the chief officers have organised a regular cycle of strategic 'away days' and have maintained their commitment to supporting the delivery of NP and their presence during operations and other high-visibility events. COG meetings are now held at venues around the force and invitations are extended to area and departmental personnel to attend and participate in the meeting. The COG has also enhanced their accessibility to members of the force and public through the development of a regular programme of forums and through the innovative use of video and other technology.

Strengths

- The COG meets on an annual basis to consider senior appointments and deployments, with the Chief Constable also chairing selection boards to appoint all senior police officers within the force. In addition, nominated chief officers also chair selection boards for other ranks within the service.
- Each chief officer has a lead responsibility for respective Police Authority meetings, with the DCC maintaining responsibility for day-to-day contact and liaison with the Authority. The COG also provides a clear lead in terms of the setting and maintenance of professional standards and ethics, together with an overall responsibility for equality and fairness in line with the provision of the RES and other similar legislation.
- The Chief Constable chairs the policy-making forum (BMG) and together with other chief officers and senior managers provides direction insofar as the maintenance of strategic business is concerned. The Chief Constable has recently introduced a

October 2006

series of workshops to examine the culture of the force and any necessary changes that might be needed.

- A chief officer leads the force modernisation team which is tasked with bringing about major changes to the organisation of the force. Regular programme boards are held to which staff associations and trade unions are invited. The work of the force modernisation team Blueprint for Service Improvement is subject to regular updates and through the periodical publication (both internally and externally) of a brochure.
- The chief officers encourage all members of staff to ask questions on any issues affecting the force. This is through an intranet forum (there is a similar internet forum for the public) and through a monthly Talkback Live where chief officers subject themselves to a question and answer session at different locations across the force area. The COG meets three times a year with MPA members at an 'away day' to explore a range of issues affecting the force and Authority.
- The DCC is the diversity champion for the force and chairs the DSG (which consists of many of the senior managers). There is a race champions forum, again chaired by the DCC, which links practical delivery to strategic aims. The DSG maintains oversight of the RES, which itself has been the subject of internal audit to ensure that it is understood and implemented across the force. The force and its leadership take decisive action in confronting unacceptable behaviour throughout the organisation.
- The DCC is the nominated chief officer for the MPA performance scrutiny and review meeting (every six weeks) and for the production of the LPP. The DCC attends monthly informal joint officer group meetings between representatives of the force and MPA officers to discuss both performance and planning.
- The chief officers regularly perform high-visibility duties. They also participate in pre-planned operations.
- The chief officer team has introduced 'drains up' days involving a wide range of officers and staff. The purpose of these days is to openly explore organisational problems and the potential solutions. Examples of 'drains up' days have been call handling and more recently gun crime, where front-line staff who are directly involved in the issues attend to discuss the problems and agree a way forward.
- The SDD has a primary lead for the co-ordination of all NCPE doctrines and a senior manager is the SPOC. The DCC chairs a programme board to oversee progress with the implementation of all doctrines, and individual chief officers have project boards for individual doctrines. The policies manager (when appointed) will ensure that the doctrines are incorporated within the relevant policies. A strategic leaders' forum (representatives of chief officers and all management teams) meets quarterly to discuss 'blue sky issues' and is arranged by SDD.
- The force was one of the first to introduce NP and the current COG has continued to develop and enhance that model and further embed it throughout the force.
- The chief officers have introduced a number of innovative ways of consulting with and being accessible to the wider workforce and this approach is to be commended.

October 2006

- The chief officers readily make themselves available for media interviews. To support this, chief officers undergo bespoke media training. Recognising the number of changes within the chief officer team, further bespoke training was delivered in March 2006.

Work in Progress

- The Chief Constable awards commendations and regularly writes to members of the force to thank them for their work. Chief officers' issue Personal Development Portfolio reports for good work. The Chief Constable is currently examining how commendations can be awarded quickly following any event to ensure it remains relevant and timely.
- The force operates a Bright Ideas scheme. This allows staff to suggest ideas for improvement, which are then evaluated. At the Chief Constable's request the scheme is being reviewed to ensure that awareness of the scheme is heightened and that the evaluation process is streamlined. This will need to be considered against the savings and investment process which will reduce the relevant departmental budget.

Areas for Improvement

- Chief officers' morning briefing (three times per week) includes a consideration of media issues. The review regularly includes a discussion as to how to handle future media issues. The Chief Constable is keen to ensure that the force delivers appropriate response to issues identified in the media as well as a proactive approach to communicating developmental and operational work via the media. Appropriate training should be delivered to local area staff to deal with media issues in order to put a more local context into the reporting process.
- In line with a similar proposal last year the force should consider the appointment of a policies manager to ensure the introduction and maintenance of all force policies and procedures, particularly given the importance of this role is assisting the implementation of the programme of NCPE national standards.

October 2006

7B Performance Management and Continuous Improvement

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	12	26	5

Contextual Factors

Over the past year the force has continued to develop its approach to performance management. The latest LPP contains an exhaustive list of commitments to service improvement allied to a comprehensive set of performance targets. The force has the vision to be 'the best police force in the UK' and consequently the performance targets are aimed at placing the force either first or second when comparing it with those within its MSF category.

The Chief Constable chairs a regular crime fighting meeting at which area and departmental heads are held to account for performance. In addition, other chief officers hold other performance meetings within their own portfolios. The SDD is the main support arm to the chief officer team in respect of risk management, the preparation of the LPP, performance analysis, the conduct of service improvement reviews and corporate audits of force activities. The SDD also provides support to chief officers in ensuring that the conduct of force business is carried out in an effective and timely fashion.

Strengths

- The force has a robust approach to performance management with the Chief Constable and chief officers playing an integral part in maintaining and improving performance across a comprehensive range of targets.
- The COG considers performance issues every week at the Friday morning briefing. The issues are those that are a priority for the force, normally where performance is a concern and will change on a regular basis once the COG is satisfied that performance has improved.
- The central lead for performance assessment is provided by the Chief Constable (crime fighting meeting) and the MPA (performance scrutiny and review). Insofar as the crime fighting meeting is concerned, the SDD (research and performance unit) prepares a comprehensive briefing of current performance against the LPP targets, together with supporting performance measures for selected departments. Area commanders and operational departmental heads are subject to scrutiny on their performance. In addition there are other meetings that provide individual lead chief officers the platform to review performance within their individual portfolios.
- Areas of force performance are challenged and actions are agreed to address areas of concern. These actions are monitored through the performance analysis unit in

October 2006

SDD and are reviewed as part of the next review to the crime fighters meetings. The responsibility and accountability for performance is cascaded through the force with managers clearly held to account for the performance of their areas and departments. This is also supported through the PDR process where all staff have individual goals linked to their departmental or BCU objectives.

- The force has adopted a risk management approach to the identification of risk to this force. The governance structure is through a risk management group and ultimately to the strategic and co-ordination risk group, chaired by the DCC. Risks are identified and assessed in conjunction with the risk management group. Risk owners are identified and supporting risk control action is introduced. The impact of the risk control action is monitored. The force risk register is used to inform the force's internal inspection programme.. In addition the DCC also chairs the strategic co-ordination and risk group where he, together with other chief officers and senior managers, considers the major risks
- The DCC represents the force at the six weekly meeting of the MPA performance scrutiny and review committee, which monitors performance against the LPP of the organisation.
- The force has further developed its arrangements to maintain contact and liaison with the Police Authority and other external audit bodies including HMIC. This provides an accessible and professional service that benefits both the force and those bodies to which it relates.
- The communication and marketing department has a planned programme of public surveys, which help inform both targets and force activity as part of the LPP. The results of surveys, together with performance against targets, are addressed at the Policy Strategic Review Committee and as part of crime fighting meetings. The reassurance project, now a part of NP, utilises the local elements of the Community Action Groups to inform policing decisions.
- SDD retains a corporate record of all external inspections and monitors progress with implementation. If issues are not progressed then there is an escalation process to refer the matters through head of department/chief officer sponsor and ultimately the DCC. In addition all external inspection activity is reported to the Police Authority, PRSC. ASCU works to the ACC (area operations) and undertakes reviews of BCU activities in accordance with the ACC's priorities.
- The force has adopted a model for self-assessment, but as part of the planning process has also encouraged areas and departments to identify their own self-assessment tools which should be used to complement and inform as an integral part of planning. The headquarters P&D directorate has achieved accreditation for liP including a separate accreditation for home/work life balance initiatives. A number of BCUs and departments have also achieved accreditation.
- Performance objectives are set by the ACC (operations) within BCU commanders' PDRs. Progress against objectives is monitored on a six-monthly basis. The force has developed a BCU toolkit which provides management information on an individual/team basis. The force is developing a personal performance monitoring system that will enable the measuring of FPNs, stop search, all crime detections and a range of other performance areas.

October 2006

- The service improvement best value review programme is developed following consideration of a wide number of sources of information such as the force strategic assessment, risk register and performance analysis. The programme of reviews is flexible and MPA is part of the decision-making process for determining the level of review required. The Police Authority monitors implementation and determines whether a reality check is required during or after implementation of the recommendations. A post-implementation evaluation is carried out at an agreed time with the authority.
- The DCC through the SDD provides the lead in terms of both the strategic planning process, (linking the production of the LPP and LSP together with guidance on area and departmental plans), and the recent introduction of a programme management structure to identify and support corporate reviews. The strategic plans incorporate the evidence of the strategic assessments and provide a clear link to the NIM.
- The SDD provides the strategic lead in identifying the emerging issues, which can impact on policing methods and delivery and use of environmental scanning as part of that process. The SDD provides the relevant lead managers with a scoping appraisal, which allows judgements to be taken as to any changes in working practices that will enhance and improve service delivery.

Work in Progress

- Performance units at BCUs do not work with the intelligence unit and the force may be missing opportunities for evaluating performance. However, this has been recognised in force and work is ongoing at both force and BCU level.

Areas for Improvement

- The force needs to ensure that there is a clear structure and set of defined responsibilities for its approach to audit and inspection which currently appears disparate. Staff who are involved in audits should have both a good organisational knowledge and appropriate audit skills/qualification.
- The force has invested in a central research and (performance) analysis within SDD. This has contributed greatly to both the production of the LPP (and the targets contained within it) together with a much greater and clearer understanding across the force of performance matters. The potential to increase and improve this service should not be lost and the force is encouraged to build on this expertise and provision.
- The force has identified a budget shortfall and has initiated a 'vacancy freeze' within the organisation with all vacant posts coming under the scrutiny of a central panel. BCUs should ensure that they have conducted an appropriate risk assessment prior to 'giving up' such posts as this may lead to backfilling after the event.

Appendix 1: Glossary of Terms and Abbreviations

A

ABE	achieving best evidence
ACC	assistant chief constable
ACE	attacking criminal economies
ACPC	area child protection committee
ACPO	Association of Chief Police Officers
AMEC	Alcohol Misuse Enforcement Campaign
ANPR	automatic number plate recognition
ARV	armed response vehicle
ASB	anti-social behaviour
ASCU	area support and co-ordination unit

B

BCU	basic command unit
BME	black and minority ethnic
BMG	Business Management Group
BPA	Black Police Association
BTP	British Transport Police

C

CAG	community advisory group
C&C	command and control
CBRN	chemical, biological, radiological and nuclear
CDRP	crime and disorder reduction partnership
CID	criminal investigation department
CIT	cash in transit
COG	chief officer group
COMAH	control of major accident hazards

CPS	Crown Prosecution Service
CRB	crime recording bureau
CROPS	covert rural observation post
CSI	crime scene investigator
CSO	community support officer
CSU	central submissions unit

D

DCC	deputy chief constable
DI	detective inspector
DIP	drug intervention programme
DS	detective sergeant
DSG	diversity steering group
DSU	dedicated surveillance unit
DV	domestic violence
DWP	Department for Work and Pensions

E

EMD	estate management department
-----	------------------------------

F

FCIU	family crime investigation unit
FI	financial investigator
FIS	force intelligence system
FSS	forensic science service
FSU	family support unit

G

GONW	Government Office for the North West
------	--------------------------------------

H

HMIC	Her Majesty's Inspectorate of Constabulary
HMRC	Her Majesty's Revenue and Customs
HOCR	Home Office Counting Rules
HOLMES	Home Office Large Major Enquiry System
HR	human resource(s)
HSE	Health and Safety Executive

I

IAG	independent advisory group
ICF	integrated competency framework
ICIDP	Initial Crime Investigators' Development Programme
ICU	international crime unit
IIP	Investors in People
IM	information management
IMPACT	intelligence management, prioritisation, analysis, co-ordination and tasking
IPDLP	Initial Police Learning and Development Programme
IS	information systems
IT	information technology

J

JAG	joint agency group
JNCC	joint negotiating consultative committee
JDQs	job Description Questionnaires
JPSCC	joint police staff consultative committee

K

KIN	key individual network
KSI	killed or seriously injured

L

LPP	local policing plan
LRF	local resilience forum
LSCB	local safeguarding children board

M

MAG	multi-agency group
MAPPA	multi-agency public protection arrangements
MCJB	Merseyside criminal justice board
MD&T	management development and training
MEPT	major events planning team
MIRSAP	major incident room standardised procedures
MIT	major incident team
MPA	Merseyside Police Authority
MSF	most similar force

N

NAFIS	National Automated Fingerprint Identification System
NCHS	National Call-Handling Standards
NCIS	National Criminal Intelligence Service
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NCS	National Crime Squad
NFU	Northern firearms unit
NIM	National Intelligence Model
NP	neighbourhood policing
NSIR	National Standards for Incident Reporting
NST	neighbourhood support team
NVQ	National Vocational Qualification
NWRIC	North West regional intelligence cell

P

P&D	personnel and development
PCSO	police community support officer
PDR	performance development review
PI	performance indicator
PIP	professionalising the investigative process
PITO	Police Information Technology Organisation
PNC	Police National Computer
PND	penalty notice for disorder
POCA	Proceeds of Crime Act
POP	problem-orientated policing
PPAF	policing performance assessment framework
PPO	public protection officers
PPU	public protection unit
PRINCE2	Projects in Controlled Environments 2
PSD	professional standards department
PSU	Police Standards Unit
PURE	police use of resources evaluation

Q

QA	quality assurance
QoSC	quality of service commitment

R

RART	regional asset recovery team
REOP	regional emergency operational planning
RES	race equality scheme
REWG	race equality working group

S

SARA	scanning, analysis, response, assessment
SDD	strategic development department
SIO	senior investigating officer
SNEN	single non-emergency number
SOCA	Serious Organised Crime Agency
SPI	statutory performance indicator
SPOC	single point of contact
SPP	special priority payment
SSD	scientific support department

T

TCG	tasking and co-ordination group
TSU	technical support unit

V

ViSOR	Violent and Sex Offenders' Register
VOSA	Vehicle and Operator Services Agency

W

WAVES	witness and victim experience survey
WORM	weekly operational review meeting

Y

YOT	youth offending team
-----	----------------------