

Her Majesty's Inspectorate of Constabulary



HMIC Inspection Report
Norfolk Constabulary
Neighbourhood Policing
Developing Citizen Focus Policing

September 2008



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Introduction to HMIC Inspections

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

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

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

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

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

HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectors.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;

- strategic services – such as information management and professional standards; and
- the embedding of Neighbourhood Policing.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

Neighbourhood Policing

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

Developing Citizen Focus Policing

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 2 at the end of this report.

Developing Practice

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

The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

Meeting the standard

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

Force Overview and Context

Norfolk Constabulary:

- has one basic command unit (BCU) or county delivery unit (CDU);
- has 52 safer neighbourhood teams (SNTs);
- has 117 officers dedicated to Neighbourhood Policing;
- has 274 PCSOs dedicated to Neighbourhood Policing; and
- is a member of seven crime and disorder reduction partnerships (CDRPs) that cover the force area.

Geographical description of force area

Norfolk Constabulary is responsible for policing the county of Norfolk, an area of some 2,068 square miles. It has a coastline of 90 miles with ports at Great Yarmouth, King's Lynn and Wells, 249 miles of waterways (of which 124 miles are navigable) and 6,331 miles of roads.

Exceptional policing demands arise from Norwich International Airport, the Royal residence at Sandringham and Norwich City Football Club. The force is also responsible for offshore emergency plans, which include the key economic site of Bacton gas terminal; terrestrial policing extends out 12 miles into territorial waters.

Demographic description of force area

Norfolk is a sparsely populated, largely rural county with a resident population of some 829,000 and 371,700 households. Around 38% of the population live in the three major urban areas of Norwich, Great Yarmouth and King's Lynn, 18% in various market towns, 40% in parishes of more than 300 residents and the remaining 4% in parishes of less than 300 people. There are an estimated 4.7 million visitors to the county annually.

Strategic priorities

The force's strategic priorities for 2008–11 include the following:

- improving confidence and satisfaction;
- reducing crime and increasing detections;
- optimum management of resources; and
- building capacity in its protective services.

The force control strategy priorities that drive these activities are:

- prioritising the six most vulnerable neighbourhoods;
- reducing anti-social behaviour;
- protecting vulnerable people; and
- tackling serious and organised crime.

Force Performance Overview

Force development since the 2007 inspections

Following a restructuring of the force in the early part of 2008, there is now one newly created CDU, headed by a chief superintendent with a high degree of delegated authority. The CDU is broken down into seven districts, headed by superintendents. Under these superintendents sit 32 local delivery unit inspectors, to provide more leadership and support to the 52 SNTs that are coterminous with ward and parish boundaries.

In addition to the CDU, the force also has a protective services command led by a chief superintendent, which includes major investigations, intelligence, vulnerable people, forensic sciences, roads policing and specialist operations.

The force has continued to improve performance during 2007/08, achieving an 11.1% reduction in all crime from the previous year. It also achieved its best detection rate to date in 2007/08 (32.4%), and the detection rate is currently 39%.

To continue to improve performance, the force will progress a number of initiatives, including:

- implementation of the new CDU structure and protective services command;
- additional superintendents and inspectors at local level, followed by additional sergeants;
- a review of front-line operational processes through Operation Quest (jointly funded by the Home Office);
- a support services review designed to streamline the departments reviewed and provide the most effective support possible to front-line policing;
- the establishment of a new corporate communications department to professionalise media relations and the marketing of the force, externally and internally;
- a substantial investment in protective services, resulting in the creation of new posts to meet identified requirements; and
- the continuation of the review of force forms – since May 2007, the force has discontinued 277 forms and is trying to reduce the remaining 650 as far as possible, putting all forms on an electronic database that is accessible from the home page of the force intranet.

Neighbourhood Policing

<p>2007/08 Neighbourhood Policing Summary of judgement</p>	<p>Meeting the standard</p>
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Meeting the standard

Following the moderation process, Norfolk Constabulary was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

Neighbourhoods are appropriately staffed (coverage).

Summary statement

The force is deploying across its districts the right people in the right place at the right times to ensure that its neighbourhoods are appropriately staffed.

Strengths

- The force is keeping its safer neighbourhood team (SNT) boundaries under review, although the original number of 52 was established in conjunction with partners and 'future proofed'. The neighbourhood policing programme board has, however, considered and recommended some minor adjustments to existing SNT boundaries as a result of communities raising issues of local affiliation (see below).
- The neighbourhood policing project lead has presented to the county strategic group for crime reduction regarding SNT boundaries and the fact that they are not set in stone. Members of the group, as well as some SNTs, have consulted with their communities around this issue and there have been minor amendments to a small number of SNT boundaries.
- The contact and despatch centre (CDC) have a 'dashboard' whereby call takers can immediately identify the SNT responsible for the area the caller is from and, if appropriate, offer the caller information on their local SNT, their priorities and the date of forthcoming panel meetings. The call taker can also email the caller a link to the SNT's page on the force website.
- The force has recruited above its level of police community support officers (PCSOs) (280) to cater for anticipated staff turnover.
- All SNTs are in place and well embedded, with only around ten vacancies at present as a result of natural wastage; these posts are being filled at the present time. The need to plan ahead around PCSO recruitment is fully recognised and the force recruits small batches of PCSOs at a time and trains them alongside student constable intakes, so that the first four weeks of training is identical, before the PCSOs split and continue with their own training programme.
- The force briefing and tasking pages have a link that officers can click on to in order to access Sharepoint (the force's comprehensive computerised SNT information package). This allows response and other staff to see details of neighbourhood priorities. All non-SNT staff have read-only access to Sharepoint.

- New officers to the force are sent a letter explaining that they will be posted to a SNT and are expected to serve up to four years in that environment. Internal applicants for SNT roles are expected to serve for two years in their new SNT. To cope with the increased numbers of new officers, more tutor constables are being posted to SNTs.
- All SNTs distribute a dedicated poster setting out contact details, the current priorities and next action group meeting. This also includes pictures of each team member. Each SNT has a named contact at PC/PCSO level.
- An abstraction policy is in place, which clearly sets out the definition of an abstraction for all SNT staff. An abstraction target has been set at 10% and this is subject to continuous review by the districts and the force. Abstraction data is broken down and provided to district commanders.
- SNT abstractions are considered at the fortnightly county delivery unit (CDU) tactical tasking and co-ordination group (TTCG) meeting with the basic command unit (BCU) commander directing action as and when required if levels are excessive or increasing.
- The monitoring of SNT abstractions is moving from the duty management system to a dedicated abstraction facility on Sharepoint. A number of SNTs are already using the new system, which is user friendly and requires completion of a simple online form with drop-down options. Sharepoint is able to generate a wealth of management and statistical information regarding abstractions at the touch of a button.
- The new Norfolk Policing Model is focused on the need to manage demand. The force carried out a scientific examination of a number of factors including the volume of calls for service, anti-social behaviour (ASB) demands, crime workloads, vulnerable localities index data and demographic information, to ascertain where the main focus of work was present across the 52 SNTs. This identified six SNTs that have been termed 'priority SNTs'. Two of these six are used as 'test bed sites' whereby new initiatives are tested for effectiveness: for example, Respect Action Weeks where police and partners come together in response to community concerns to address relevant issues. Extra force resources such as the minority ethnic liaison officers (MELOs) or the major investigation team can be drafted in to assist if considered appropriate. Project and partnership resources are targeted on the six priority SNTs and co-ordinated through the CDU TTCG.
- Having identified the six priority SNTs in terms of demand and workload, the Chief Constable has committed to ensuring those teams have the appropriate increases in resources within a year. In the interim, the CDU has established a group that can reallocate resources to fill any gaps in SNTs in real time.
- A matrix records the skills profile of all SNT staff. There are a small number of PCSOs and officers with linguistic skills who are deployed in areas where their skills can be utilised to good effect in cognisance of the neighbourhood profiles. The skills matrix must be considered when posting members of staff to each SNT to ensure an equal distribution of those with secondary specialisms such as authorised firearms or search trained officers.
- The force provides a comprehensive induction package to PCSOs and offers a two-day multi-agency course for all staff (PCSOs, police officers and sergeants) joining

SNTs.

- A training needs analysis (TNA) was carried out to ascertain the requirements of a neighbourhood policing development programme. A number of methods were used to investigate the potential learning requirements including: focus groups; peer and supervisor feedback; complaints and satisfaction survey results; and consultation with the National Policing Improvement Agency (NPIA). All SNT role profiles were reviewed to identify the skills and knowledge required to be competent in various neighbourhood policing roles. Any of the core responsibilities already covered on existing training courses were established, and the remaining areas were mapped against the list of prioritised training requirements identified from the focus group meetings. The findings of the TNA identified a number of learning priorities including: community intelligence; Sharepoint; joint problem solving as well as other areas for consideration, which included analyst networking, priority setting, neighbourhood profile awareness and a wider understanding of PCSO roles and powers. This TNA is considered an example of good practice by the NPIA and has been used to drive the training programme around neighbourhood policing.
- The provision of training for SNTs is very advanced and all courses and training opportunities available are recorded on Sharepoint under individual role profiles. These are divided into: role specific courses, the completion of which is mandatory and; General Skills, the completion of which is dependent upon existing skill and experience levels and managed through line managers. It is recognised that no SNT officer is unique and as such a range of training, best suited to individual need, can be provided.
- The force has used the Core Leadership Development Programme neighbourhood policing modules as the basis for developing its own bespoke training programme.
- SNT staff have received training in respect of problem solving, delivered by partners, in respect of the scanning, analysis, response, assessment (SARA) model and the problem analysis triangle (PAT).
- PCSOs are required to carry out a problem-solving project as part of their training and qualification process, on completion of which PCSOs receive a formal National Vocational Qualification (NVQ).
- The force has reorganised from three BCUs to one with seven districts within it. SNT establishments have also been re-examined and the number of inspectors has increased from 16 to 32 in charge of SNT/local delivery units, thereby ensuring greater resilience at inspector level.
- The force has introduced a new reward and recognition system entitled the Norfolk Safer Community Awards (NOSCAs), with eight individual categories, open to a mixture of police officers, police staff and the public. A document has been prepared which sets out eligibility and criteria. The categories are:
 - innovator of the year;
 - problem solver of the year;
 - young citizen of the year;
 - community citizen of the year;
 - investigator of the year;
 - outstanding performer of the year;

- SNT of the year; and
- outstanding team of the year.
- Staff were aware and supportive of the new means of recognition for staff (the NOSCAs). SNT staff spoke of receiving letters of thanks from the public and senior officers, with some of their work being acknowledged in force orders. Some SNT members have been formally recognised by their communities, with an example of a mayoral award given to a Thetford PCSO.
- Nominations are made for the Police Review Community Officer of the Year and a number of methods exist to recognise good work at a more localised level: for example, commanders' commendations and letters of appreciation from senior officers.

Work in progress

- With the force drive to post new recruits to SNTs there is a recognised need to further increase the tutoring capacity on SNTs, although the number of PCSO tutors has increased since the last inspection.
- From June 2008, new PCSOs will undertake their initial training together with new police officers and then return together for a number of other training modules.

Areas for improvement

- Knowledge of Sharepoint among non-SNT staff was poor, with many not aware of its existence.
- The force must ensure its message around the restructuring of SNT/response roles is clearer as staff expressed disquiet around the change process. For instance, staff seem aware of the fact that response policing is being reviewed but a number of response officers have already been, or will soon be, posted to SNTs without being replaced. This leaves SNT officers occasionally having to cover response roles. The force must be more open around its future plans so as to avoid speculation and uncertainty among its staff.
- A number of SNT staff displayed little knowledge of the existence of an abstraction policy, or what did or did not constitute an abstraction. Given that these staff will be responsible for completing their abstractions on Sharepoint, this is an area the force must address as a matter of priority.
- The picture regarding abstractions was mixed. Some SNT staff stated that abstraction was commonplace for crime scene seals, identification parades, custody and response work, whereas others stated that abstraction was increasingly rare. With the move to a CDU, the force should be achieving a greater consistency around abstraction.
- While supervisory ratios have improved in many areas, particularly with one sergeant per SNT, ratios in a number of teams are still disproportionate with examples found of sergeants supervising a mixture of 18 PCs/PCSOs. This is exacerbated by the fact that in some areas inspectors have, at least for the time being, dual responsibility for SNTs and response teams with some of the latter not having a dedicated sergeant.

Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.

Summary statement

Most neighbourhoods in the force area are actively engaging with their local police and its partners.

Strengths

- The force has built upon, and improved, its Sharepoint system and has now implemented version 2. This is a computer based system, designed by SNT practitioners and accessed by way of the force intranet (although there are plans to make it accessible to partners), which has been the subject of interest from Suffolk and Bedfordshire. A 'home page' contains links to:
 - training pages: containing a comprehensive but simple user guide to build on the training provided to all SNT staff over recent months. This link also holds all SNT role profiles from administrative support through to SNT inspector and sets out what training courses are available that are relevant to the specific role. These courses can be applied for by way of an online booking form.
 - all force policies, procedures and guidance relevant to SNTs;
 - abstraction information: where officers complete a simple section of this link to detail the abstraction they have carried out. The online form takes a matter of seconds to complete and submit but is such that it allows for management information to be produced by using a series of filters to identify, for example, the type of abstraction.
- Each of the 52 SNTs has its own dedicated home page on Sharepoint though all conform to a corporate standard. From the home page there are quick launch links to:
 - Neighbourhood profiles. This is an evolving document which any member of the SNT can update. The system records and can show each and every occasion the profile has been updated. The profiles are broken down into: demographic detail; Mosaic data (provided by the force analysts); crime trends (provided fortnightly by the force analysts); a list of key groups and individuals which forms the basis of the SNT's engagement plan; and the current neighbourhood priorities. The profiles are automatically updated when a separate dedicated section for priorities is updated.
 - Engagement plans and issues. This section incorporates the points of contact of groups and individuals along with their preferred means and frequency of engagement or contact. This information can be fed into the SNT calendar on Sharepoint so that prompts are automatically generated. All contact with these groups/individuals is recorded and becomes readily accessible to other SNT members. This section also enables the recording of engagement issues that may not ultimately be accepted as a priority but will, nonetheless, be the subject of SNT and/or partner action. Included within this section is an engagement activity audit record which shows who raised the issue, its category and the ultimate outcome.

- Updates/priority setting. Every time a priority setting meeting is held, the details are recorded in this section which incorporates date/venue/chair details/number of attendees. This can be forwarded to any number of identified recipients, such as the force media section and analysts. A basic confidence and satisfaction measure is included herein, measured by a show of hands at the meeting to gauge success in the tackling of existing priorities. Ultimately, this section identifies the three new priorities agreed by the meeting.
- Problem-solving Action Plans. One template is used by all SNTs for each of the agreed priorities and this is based on the SARA and PAT models. This shows the date the problem was accepted, and all activity undertaken is recorded in this section. Ultimately, the date the problem is signed off by the panel is also shown.
- The force works to a clearly defined and well understood 'confidence cycle'. This sets out the use and importance of neighbourhood profiles, which in turn identify engagement opportunities, in turn leading to engagement plans, which lead to the identification of neighbourhood priorities and then problem-solving activity. Feedback links into the profiles so that the process continually evolves. The significance of this cycle was reinforced to SNTs at a force-wide development day held in April 2008.
- Neighbourhood profiles have improved significantly in terms of content and quality to the extent that they are now the key drivers of engagement activity for SNTs, which are encouraged to make contact with groups and individuals in their areas and identify the most appropriate means of engagement with them. Sharepoint acts as an extremely effective tool to record contact details and engagement activity, which can be viewed by other SNT members.
- The results of engagement activity are fed into dedicated priority-setting panel meetings. Each panel is the final arbiter in respect of the three priorities to be formally adopted and will consider representations from all present at the meeting, although those not adopted are still the subject of police and/or partner action. Panel meetings are chaired by either partners or members of the public.
- Great Yarmouth SNTs make use of community groups to carry out surveys of local residents as they are well known locally and offer a non-police perspective. The information from these surveys forms part of the neighbourhood priority setting process.
- The force uses a range of engagement activity beyond, and in addition to, the traditional evening meetings. Examples include surgeries, street briefs, door-knocking and interactive websites.
- Each SNT has an 'engagement plan'. These incorporate planned activity in a diary/calendar. SNTs have access to an 'engagement toolkit' using this for reference when preparing their engagement plan. SNTs use their neighbourhood profiles to help choose the most appropriate means of engagement with each community. This in turn allows for consideration of local preferences and demographics to make sure the team is engaging with a representative sample of the public.
- A bespoke newsletter has been prepared for each of the 52 SNTs including details of the team members and the current priorities. Sufficient have been produced for each and every household in the county. These newsletters will be republished and distributed three times a year with part funding secured through an agreement with Anglian Home Improvements.

- SNT staff carry out letter drops and reassurance visits following major crime operations to inform local residents what has been taking place and seek further intelligence. Activity such as this has led to noticeable increases in community intelligence submissions.
- Engagement activity is widely advertised on the force SNT website www.safernorfolk.co.uk. Numerous examples were provided of information being passed out in this manner.
- The police and a number of other partners are members of a citizens' panel which aims to co-ordinate consultation and surveying activity. The panel allows members to access each other's techniques so that, for example, questions relating to one particular agency can be added to a survey carried out by another.
- Quality assurance around engagement activity is considered more around outcomes, such as increased reassurance and confidence levels, as opposed to processes, the latter being captured and monitored via the engagement pages on Sharepoint. Quality assurance features as a specific workstream within the neighbourhood policing project as all engagement plans are examined to identify potential gaps and opportunities to address them.
- The force has four counter-terrorism intelligence officers (CTIOs) based across the seven districts to forge links between Special Branch and SNTs, thereby seeking to mainstream counter-terrorism work.
- Recognising, in part from the previous HMIC inspection, that there were gaps in the provision of training around community intelligence, the SNT training programme incorporates a 'gathering and using intelligence' course, which specifically caters for community intelligence.

Work in progress

- Frustration was expressed from a number of quarters that partners are unable to access Sharepoint – a matter currently being examined by the force.
- The quantity and quality of community and organised crime intelligence submissions tends to depend on the emphasis placed upon it by the respective district superintendents. Little work is done to identify areas where intelligence submissions are either strong or weak. The force is working to re-engage the district superintendents in the process via the CDU commander, and a 'lead superintendent' has been identified in respect of counter-terrorism issues.
- The whole qualitative process around the measurement and assessment of intelligence is being examined as a workstream of the QUEST project currently in place to consider various aspects of force business. Force systems are effective at recording numbers of intelligence submissions but the force acknowledges that work is required in respect of what is being requested, why and what is happening as a result.

Areas for improvement

- Public attendance at panel meetings is variable, with numbers falling into single figures at some. While this is countered by a range of alternative engagement techniques to identify issues affecting local people, the overwhelming majority of

local priorities seem to be those of 'white middle-class' England. The force must continue its work to engage with minority and emerging communities and reflect their needs through local neighbourhood priorities.

- An independent advisory group (IAG) has been in place for four and a half years. While the IAG carries out good work in respect of advice on policies, there has been little involvement with the SNT agenda. Given the wide range of knowledge and community access available through the IAG, this is unfortunate. Engagement appears targeted at the groups identified by, and known, to the SNT officers themselves, yet during the inspection process, IAG members identified minority communities and potentially sensitive locations that did not appear on the engagement/contact lists on Sharepoint. SNTs are urged to make better use of the expertise available through the force IAG to inform engagement activity.
- SNT staff spoke of Sharepoint creating additional and unwelcome bureaucracy and duplication. An example was given of a stop-and-account incident. A form will be completed at the time of the stop. The officer will also create an entry in their pocket book. An update to the intelligence briefing system and tasking results sheet may also then be required. This in itself causes issues because if another officer is updating the system at the same time this in effect 'locks' the system. In addition, the requirement to prepare intelligence reports and entries on Sharepoint means that a significant amount of time is taken up for a relatively simple process.
- Partners are not always aware of the content or availability of SNT neighbourhood profiles.
- The force is still in the middle of a debate as to how precisely to integrate SNTs into organised crime group (OCG) processes. While the force states that there is a definite role for SNTs, what this looks like remains unclear. Identified OCGs are split between the force TTCG at level 2 and the CDU TTCG at level 1 but uncertainty remains as to how or what is passed to SNTs. That said, evidence was found of specific intelligence requests being passed out at level 1 in respect of nominals although it was not made clear that the individual was a member of an OCG. The need to maintain operational security is acknowledged but the force must address these issues as soon as possible and decide how and what role its SNTs will play in the intelligence gathering picture and eventual disruption of OCGs.

Joint problem solving is established and included within performance regimes.

Summary statement

Joint problem solving involves the police with partners and communities across all neighbourhoods. Joint problem-solving activity is partly evaluated, which demonstrates moderate problem resolution at neighbourhood level.

Strengths

- There is in place a force problem-solving group, including partner representatives, which aims to improve the capacity and capability of the force in respect of problem solving. The group monitors the health of problem-solving initiatives and has issued

guidance, by way of a submissions template, to SNT staff around how and what to submit to the group in terms of good practice.

- A number of the more complex or involved neighbourhood priorities are managed by the district-based partnership tasking and co-ordination groups (PTCGs). Part of this process involves the use of results analysis to examine the impact of problem-solving activity. The impact of problem solving at a more localised level and on a smaller scale is not formally monitored, but is assessed by the public and panel representatives at neighbourhood meetings.
- Evaluation of problem-solving activity and larger PTCG or crime and disorder reduction partnership (CDRP) projects routinely takes place, particularly to ensure appropriate use of funds.
- Sharepoint is the means used to record all problem-solving activity and generate management information. This includes a wider quality assurance function to identify whether problems in any particular area are reoccurring some months after they are signed off as dealt with.
- The partnerships department which came into effect on 1 April 2008 with the 'Norfolk Policing Model' has a remit to support the delivery of problem solving across the 52 SNTs with professional expertise. The Safer Neighbourhoods project has collated basic performance information across the 52 SNTs allowing a targeted approach to support and develop problem solving on a priority basis.
- The force recently held a Respect Action Week in Thetford whereby a large number of agencies worked together to address community safety issues identified through engagement and consultation.
- The force has made three nominations for the Tilley Problem-solving Awards in 2008.
- There are several examples of well established co-location across the force area, with premises housing joint community safety teams. These include Haven Bridge House at Great Yarmouth and Vantage House in Norwich where agencies work side by side and share access to data and expertise. Additionally, the Norfolk County Council community safety team are based at force headquarters.
- Further examples of co-location exist at City College in Norwich, at the University of East Anglia and also Thorpe School in Norwich. Various other locations are utilised for SNT surgeries or drop-in meetings.
- The assistant chief constable (ACC) has personally engaged with a number of parish councils to improve and develop engagement opportunities.
- A number of partners are contributing non-personalised data to the Norfolk Data Observatory and all in turn can access and use this data. Some data is routinely shared and is used by force analysts, who are now working more closely with CDRP analysts to inform SNT profiles.
- The force has enhanced knowledge around the joint strategic assessment (JSA) process by way of inputs through the multi-agency county strategic group for crime reduction. Partners at CDRP level have faith in the process, as analysis has flagged

up the issues that are of the most concern to local communities. This has been evident as the PTCG process is dealing with a number of issues at a tactical level that were also identified strategically through the JSA. Partner involvement in the JSAs has been strong with, for example, youth offending teams, trading standards, county council youth and community services and the fire service all actively contributing.

- The first JSA has now been completed and the process for gathering data and producing it has been identified and refined with a good level of knowledge across partner agencies. The priorities set by the JSA are broadly in line with those of the local area agreement (LAA).
- The force benefits from a well established PTCG structure where key partner agencies work together to tackle crime and disorder hotspots. PTCGs are action-based partnerships set up to deliver on CDRP priorities. Participating agencies contribute resources to the partnership and are able to redirect mainstream activity taking action to solve shared problems. The tactical assessment is the focus for prioritising activity and SNT priorities feature in both the partnership and police tasking and co-ordination group (TCG) documents.
- National Intelligence Model (NIM) principles are embedded in the force's problem-solving processes through use of the SARA model and the PAT looking at victim, location and offender information.
- Neighbourhood priorities are only signed off when the panel and those at the meeting and/or those raising the issue in the first place are satisfied that it has been completed. This, in turn, is recorded on Sharepoint ensuring the process from initial raising to final sign-off is fully auditable.
- A number of community problem-solving action plans were examined by the inspection team. There was clear evidence that these problems had been raised by the local community through community action group (CAG) meetings and SNTs and partners were involved in various joint problem-solving activities. Action plans contained an action log detailing all action undertaken including updates to residents (where applicable), dates/times of high visibility patrols, and action taken against any offenders. Unless the action plan was ongoing, there was evidence of communities formally signing off the action plans, usually through the CAG.
- Members of the county council community safety team are accredited by the Home Office to deliver problem-solving training and are the regional leads in respect of evidence-led problem solving. The team has delivered problem-solving training to every PCSO in the force.
- Recognising the need to further develop its problem-solving ability, the force has enlisted the help of a special adviser (one of four helping with the overall modernisation programme) who is a former Tilley Award winner and spends four days a month with the force. This has included raising awareness levels in respect of problem solving and developing an action plan to drive forward the problem-solving agenda. This is building on the existing links with the county council, which provides problem-solving training to the force and partners.
- Joint problem-solving training has been provided for the last two years and is regularly evaluated by way of student feedback.

Work in progress

- Sharepoint does not at present allow for easy searching of problem-solving activity for good practice. SNT staff can access other SNT sites but this can be time consuming. The force is examining ways to improve this including the use of Sharepoint chat rooms and discussion forums.
- The force has commissioned a review into the status of problem solving within the force. The findings revealed that although senior staff SNTs were supportive of problem solving, owing to the fact that this had not been articulated as a corporate objective, no explicit plans or infrastructure were in place. Furthermore, there were good examples of joint partnership problem-solving activity taking place but this was on an ad hoc basis and not consistent across the force. As a result, a six-point implementation plan has been developed to ensure a more consistent approach to problem solving both internally and externally.
- Information sharing between partners is steadily improving, evidenced by way of an increased partner input to the JSA. The Norfolk Data Observatory acts as a repository for partner data and although it is at an early stage, the range of data will allow for the monitoring of the LAA. The commitment to shared data is evident, but in practice this is still very much a work in progress.
- The county council community safety team is working to refine problem-solving training so that it includes partners, SNTs and local people. As the force has simultaneously employed the services of a specialist problem-solving adviser who has devised an action plan to embed problem solving there is a need to ensure they work together in this area and avoid duplication.
- The force is seeking to develop and enhance its provision of problem-solving training for managers by way of action learning sets where individuals bring a problem from their workplace to the wider forum and the group works together to solve it.

Areas for improvement

- The force and panels must ensure that they do not become too rigid in their application of 'We must have three priorities, no more no less, and we must change them every three months.'
- Response staff were unaware that they could access Sharepoint but felt that they should be able to as they could provide updates in respect of local priorities/issues.
- Problem-solving activity is co-ordinated by way of the PTCGs although agencies, including the police, do carry out a lot of lower-level problem solving. There is, however, an issue around recoding and access. Police problem solving-activity is captured on Sharepoint while the district councils tend to use a paper-based system. Partners do not have access to Sharepoint and the police do not access the council's paper records. There is, therefore, a need to ensure problem solving is more joined up to allow for the identification and sharing of good practice and the avoidance of duplication.
- Staff are generally appreciative of Sharepoint and after an initial resource requirement to get it up and running, described it as easy to maintain and an effective way of evidencing their activity. However, the fact that Sharepoint has to be updated along with a number of other systems, in respect of the same issue, has

caused consternation among some SNT staff.

- The force and its partners could do more to encourage primary care trusts (PCTs) to contribute to the wider crime and disorder agenda, as PCT attendance at local, CDRP and local strategic partnership meetings was described as poor to non-existent.

The outcomes of Neighbourhood policing are being realised by the surveyed public.

	SPI 2a		KDI		SPI 10b	
	Percentage of people who think that their local police do a good or excellent job		Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
Norfolk	+2.9pp	+6.3pp	+4.6pp	+8.7pp	-0.2pp	-0.2pp

Summary statement

The SPI/KDI data shows that force performance is significantly better than the average for the MSF.

The SPI/KDI data also shows that force performance is significantly improved compared with two years ago.

Context

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 2 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

SPI 2a – percentage of people who think that their local police do a good or excellent job.

56.3% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different than the average for the MSF.

Force performance significantly improved in the year ending March 2008; 56.3% of people surveyed think that their local police do a good or excellent job, compared with 50.0% in the year ending March 2006.

KDI – percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.

57.1% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is significantly better than the average for the MSF.

Force performance significantly improved in the year ending March 2008; 57.1% of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with 48.4% in the year ending March 2006.

SPI 10b – percentage of people who think there is a high level of anti-social behaviour.

11.5% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 11.5% of people surveyed think there is a high level of anti-social behaviour, compared with 11.7% in the year ending March 2006.

Force-level and local satisfaction/confidence measures are used to inform service delivery.

Summary statement

The force partially understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery.

Strengths

- Variations in performance data between key performance indicator/SDIs are identified, considered and reported through senior management teams at force and BCU level with evidence of action plans being put in place as a result, for example around the gap between black and minority ethnic (BME) and white satisfaction rates.
- Each BCU (as was), has a number of customer satisfaction and service delivery workstreams, with the aim of improving key SPI out-turns, improving overall service delivery and related customer satisfaction and confidence. Each area also has a

different department to respond to dissatisfied customers identified from external (Swift) or internal (area) surveys.

- Confidence and satisfaction data is provided to the CDU and is available at district and SNT level. However, given the small sample size in some SNTs, the force, quite rightly, considers it inappropriate to make operational changes based on this data. Nonetheless, the data is considered at the CDU TTCG.
- Confidence and satisfaction performance data is widely produced and appears on charts across the walls of force buildings alongside the more traditional volume crime and detections information.
- Satisfaction and confidence measures routinely feature at force and district level performance meetings. The force pledge places increasing levels of satisfaction and confidence ahead of reducing crime.
- A series of mystery shopper activities has been undertaken by the force inspection and review unit (IRU). The latest work was a check of public enquiry offices on what was at the time, Western Area. The results were fed back to the area for the information of individual stations to address any issues found. Indicators assessed included greetings, local knowledge, conduct and presentation of staff and waiting times. The neighbourhood policing project team commissioned mystery shopper activity, which consisted of telephone, email, web checks and visits by independent persons. Every SNT was checked and the results fed back to the SNT sergeant for action on any points raised.
- At a neighbourhood level, some SNTs, conduct door-to-door surveys. The findings from these surveys feed into the neighbourhood profiles, and, as a consequence, they are considered when the setting of priorities takes place.
- External organisations are provided with a programmed visit to the CDC where they not only view the CDC in operation but are informed of the processes within. Visitors have included charities, schools, scout groups, Women's Institute and, most notably, complainants. The visits by complainants have helped to address misperceptions, for example, around the number of staff on duty in the CDC at any given time.

Work in progress

- The force is working to understand why there is a gap in satisfaction levels between white and BME groups and why there is a downward trend. The small sample size means that MELOs are able to visit those victims who have expressed dissatisfaction with their service to identify areas for improvement. Already, an area for improvement is to address the expectations of Asian women. The force will measure success by analysing any improvement in future survey data.
- The force has in place a number of customer satisfaction or service units that carry out a service recovery function through customer call-backs, lower grade incident management and the addressing of issues through dissatisfaction reports. Given the recent move to one CDU and seven districts, the force is in the process of standardising the work of these units to ensure a greater degree of consistency.
- A perceptions and confidence survey was piloted during February and March 2008, with a sample of 2100 randomly surveyed (300 respondents per district). The survey

asked questions on confidence in local policing, fear of crime, perceptions of local police, crime and ASB. The results of this pilot are being analysed and will be included in a performance assessment of user satisfaction, fairness and equality, and perceptions and confidence. The performance assessment is highlighting areas of concern for further analysis with a view to contributing to the Citizen Focus action plan.

Areas for improvement

- The force has recently introduced the corporate operational performance system (COPS), which provides performance information accessible via a link from Sharepoint. While providing volume crime data, this does not yet include confidence and satisfaction information.
- Local delivery unit inspectors were unaware that user satisfaction and confidence data was available at district level.

The force demonstrates sustainable plans for Neighbourhood Policing.

Summary statement

The force and the police authority (PA) have convincingly shown how they have ensured neighbourhood policing will be sustained beyond April 2008.

Strengths

- The neighbourhood policing project board is chaired by the ACC and continues to meet regularly. Sustainability and staffing are key themes of these meetings. Since the force reorganisation individual superintendents have been given different portfolio responsibility, one of which relates to neighbourhood policing.
- The neighbourhood policing project oversees nine separate workstreams: NIM; communications; human resources; training and evaluation; CDC and call handling; problem solving and community engagement; information and communications technology; performance and audit; and CDU implementation.
- The force delivery structures changed as of 1 April 2008 so that the neighbourhood policing project is itself now one workstream within an overall corporate programme under the Organisational Development Programme delivering against the new Norfolk Policing Model.
- The force has introduced a volunteer programme with the objectives of: releasing PC/PCSO time; making links with the community; providing a service not currently provided to the public – for example, opening up rural police stations. Key roles for volunteers include: community speed watch for which £30,000 sponsorship has been provided by the Department for Environment, Food and Rural Affairs; customer call-back; restorative justice panel members; SNT support through updating websites and Sharepoint. Each of these volunteer roles has a dedicated role profile.
- The force currently has 256 volunteers vetted and in post, with a further 37

applications being processed, with an ultimate aim to have over 300 volunteers in place by the end of 2008 and 700 by 2009.

- Arrangements have been made with John Lewis in Norwich to supply 650 staff to assist in role-acting scenarios during force training courses. It is estimated that this will save £30,000 per year.
- The long-term estates strategy is being refreshed to incorporate changes to the structure of the force, which has moved to having the one BCU with seven districts. As part of this, the force is examining co-location opportunities and the creation of response hubs.
- The long-term estates strategy is seeking to ensure a fuller integration between SNTs and other specialist areas of policing including response through co-location.
- The Chief Constable has carried out a series of 'straight talking' events to explain how he sees the future in terms of changes to the force's policing style and to offset concerns of any form of 'them and us' mentality arising between response and SNT staff. This has been compounded through work with the federation in an attempt to address similar concerns.
- HMIC phase 1 inspection areas for improvement, NPIA inspections of neighbourhood policing, Sir Ronnie Flanagan's review of policing and internal inspection activity have all contributed to driving improvements in the neighbourhood policing agenda and the key themes have been incorporated into an overarching, prioritised action plan.
- The ACC and BCU commander demonstrate a clear and demonstrable commitment to the ongoing success of neighbourhood policing.
- The PA is represented on the neighbourhood policing project board and the lead member reports back to the wider authority through the Scrutiny and Audit committee and the Citizen Focus committee.
- There is a demonstrable commitment from the PA to support the continued development of neighbourhood policing.
- The force is driving work with partners to develop an overarching community engagement strategy under the 'Norfolk Ambition' banner. An interim force strategy is in place but the ultimate aim is to co-ordinate all partnership activity under the one umbrella.
- To ensure a balance between the six priority SNTs and the remainder, the Chief Constable and PA have set aside £256,000 (roughly £5,000 per SNT) to carry out problem-solving initiatives.

Work in progress

- The neighbourhood policing project board did not cease to exist after 31 March 2008, but continues to ensure sustainability and a fully embedded concept. There are plans to make the project part of the wider Citizen Focus steering group (CFSG) to ensure full integration, and this is likely to have occurred by September 2008.

- The training department recognises the need to submit a growth bid if the success of the SNT training programme is to be assured. This is absolutely crucial as delivery of the mandatory training, particularly in relation to interviewing victims and witnesses – which is a three-day course – will prove challenging.
- As part of the overall sustainability of neighbourhood policing, the force is examining demand management as it is considered that the current systems do not necessarily allow for the best match of resources to demand. It is anticipated that this work will lead to the redeployment of up to 100 officers from response to SNT. This is simultaneous to the force and PA working to significantly increase the force establishment.
- The deputy chief constable is initiating a new performance meeting process with each of the district commanders and their learning and development unit inspectors, whereby formal reviews will take place on a quarterly basis. The aim of this process is to ensure robust local delivery of all policing services and will include, *inter alia*, confidence and satisfaction performance, volume crime, number of incidents, victim support service referrals, sickness data and personal performance indicators.
- In response to a specific HMIC area for improvement around access to, and availability of, vehicles for SNTs, the force has carried out a detailed mapping process to examine exactly which vehicles are based where and consider this against the needs of the respective SNTs, particularly in terms of geography and the size of their areas. This is leading to a realignment of some of the force fleet and the purchase of multi-purpose vehicles that can carry cycles as well as passengers.
- To ensure a fuller integration of partners in the SNT agenda, the PA is seeking to employ a dedicated partnerships officer. There is an acknowledgement that in some cases the police are still the driving force behind neighbourhood management.

Areas for improvement

- None identified.

Developing Citizen Focus Policing

2007/08 Developing Citizen Focus Policing Summary of judgement	Meeting the standard
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Meeting the standard

A Citizen Focus ethos is embedded across the force, establishing an initial baseline.

Summary statement

The force fully understands the needs of its communities. Identified service improvements are frequently made to improve local service delivery. The force comprehensively communicates the National Quality of Service Commitment (NQoSC) standards, the Code of Practice for Victims of Crime standards, and the force corporate/accessibility standards to its communities.

Service users' views are sought and are used to improve service delivery.

Strengths

- The force uses Swift, an independent market research company, to survey victims of crime to ascertain satisfaction levels. The findings are analysed within the police reform unit and contained within performance packs, which are distributed to district commanders for appropriate action.
- The force is one of a consortium using Swift to carry out victim surveys. Representatives from these forces and Swift meet on a regular basis to identify issues and share good practice arising from these surveys.
- Variations in survey data are monitored on a monthly basis within the police reform unit and any significant movements are the subject of action. There has been a general improvement in results across the SPI data for the last three years.
- Customer service units (CSUs) have been introduced across the force to perform a number of additional surveying and service recovery functions. These include calling dissatisfied respondents from the satisfaction surveys to identify the issues that gave cause to their response. Likewise, respondents who were very, or completely, satisfied are contacted to identify precisely what aspects of the service they found positive; this in turn is fed back to officers and police staff.
- Staff within CSUs carry out call-backs to callers of Grade D (no attendance required) incidents to ascertain if there is anything further the police can provide in relation to their call. The same staff also contact callers of Grade C (scheduled response) incidents and they should receive a visit within four hours of their call through an appointment booking system. The caller is contacted nearer the time to establish if they still require a police visit and whether there is anything further they require.

- Managers within the CDC conduct their own surveys to assess user satisfaction levels. Although the most recent survey involved a small sample, most of the issues raised among dissatisfied respondents related to service delivery beyond the control of the CDC: for example, the dismissive attitude of some officers attending incidents. However, issues that were linked to the CDC included frustration at being held in a telephone queue. Repeat complainants were identified and visited by their local SNT officer to explore any issues and address their concerns.
- The CDC sends emails to internal staff who come into contact with dispatchers, to gauge the quality of service provided. Of 20 emails sent, 18 have been received with a positive response.
- A series of mystery shopper activities has been conducted by the IRU. The latest activity was a check of public enquiry offices on what was, at the time, Western Area. The results were fed back to the area for the information of individual stations to address any issues found. Indicators assessed included greetings, local knowledge, conduct and presentation of staff and waiting times. Further mystery shopper activity is scheduled for other areas of the force.
- Other mystery shopper activity has been commissioned by the neighbourhood policing project team and has consisted of telephone, email, website checks and visits to public enquiry offices by independent assessors to enquire about the work of SNTs. Every SNT was checked and the results were fed back to the respective SNT sergeant for action on any points raised.
- PCSOs visit victims of all screened out crimes to offer reassurance and crime prevention advice. This process has improved satisfaction levels and led to a number of crimes being detected as a result of new information coming to light.
- The Norfolk Police Authority Citizen Focus Committee (NPA CFC) oversees the five service delivery workstreams of the force Citizen Focus strategy. These are:
 - improving the customer experience and public confidence;
 - delivering neighbourhood policing;
 - community engagement;
 - public understanding and local accountability; and
 - organisational and cultural change.
- The authority, through its CFC and its representative on the force CFSG, will monitor any action plans arising from these workstreams.
- Staff demonstrated a sound awareness of the Code of Practice for Victims of Crime and the Witness Charter. The Code of Practice for Victims of Crime has been communicated to all staff and is included in a number of training courses.
- While the force does not actively seek the views of the public on how it is performing against the NQoSC, its principles are contained within force satisfaction surveys. The quality of service the public can expect to receive from the force is communicated through the force website and a county council newspaper delivered free to all households, although the force acknowledges that this message requires reinvigorating.

- The force website also has a clear and simple link to the Code of Practice for Victims of Crime. This contains a concise explanation of the codes and the service victims can expect when contacting the force.
- The professional standards department (PSD) uses a system whereby trends in complaints are identified and shared with district commanders. For example, in one district a team of officers was identified as attracting a high number of complaints. The PSD alerted the district commander who took swift positive action, which resulted in no further complaints being received against this team.
- The force has a dedicated action plan in respect of compliance with the NQoSC, setting out each service standard and identifying a nominated lead to take forward each action.
- The Citizen Focus team is working with operational support departments and BCUs on a number of related initiatives to increase the quality of service provided. These are being project managed by the Citizen Focus working group (CFWG) where the implementation of a detailed action plan is reviewed and enforced. Examples of this work are:
 - mapping victim satisfaction and dissatisfaction;
 - allowing victims access to their case status online;
 - establishing focus groups with dissatisfied victims of crime to identify key improvement areas; and
 - reviewing victims' letters and the information provided.

Work in progress

- The force is looking to increase the number of analysts, recognising the need to interpret data from surveys so that there is a link between survey activity and meaningful outcomes.
- The force acknowledges that staff awareness of the NQoSC requires improvement and, as such, force performance against the NQoSC was being reassessed in June 2008. An internal advertising campaign will be launched including the production of a brochure to promote the Citizen Focus message, which includes the NQoSC principles. These will also be communicated through a podcast on the force intranet and through posters and leaflets.

Area for improvement

- Awareness of the NQoSC among front-line and CDC staff was particularly limited. There is also a lack of awareness among some staff across the force that internal colleagues in other departments should be regarded as customers. The internal customer message needs to be reinforced as well as raising awareness overall of the NQoSC and the implications to the force of not meeting it.

The force has integrated Citizen Focus and operational activity, such as contact management, response, neighbourhood policing, investigation and through the criminal justice process.

Summary statement

The force has implemented corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is fully integrated into BCU and force performance management processes.

Strengths

- A Citizen Focus strategy has been produced based on a number of actions relating to the Citizen Focus agenda and a 'Citizen Focus: Where are we now?' report, as well as a baseline assessment of where the force was positioned in relation to Citizen Focus. The strategy is built around the force's new vision, mission and values statement, will inform all Citizen Focus work, and any action plans arising from this work will be implemented where appropriate.
- A CFSG, chaired by the ACC for customer services, has been established to oversee and co-ordinate the development of the Citizen Focus strategy and related activities, to implement the strategic direction set by the chief officer group. The steering group liaises closely with the NPA CFC and is supported by a CFWG, which includes cross-departmental membership. The group ensures that appropriate controls are in place to ensure that synergies within the Citizen Focus corporate workstreams are achieved, cross-cutting issues are identified and duplication of effort within the force is minimised.
- The CFSG is accountable to the force strategic tasking and co-ordination group and as such is responsible for providing oversight of the Citizen Focus aspects of the strategic assessment and subsequent inputs to the control strategy and the annual three-year rolling policing plan.
- Chaired by the Citizen Focus co-ordinator, the CFWG is accountable to the CFSG and responsible for the delivery of specific areas of Citizen Focus work. It is also responsible for implementing activities and actions resulting from the Citizen Focus strategy.
- The role of the CFWG also includes:
 - co-ordinating the delivery of the Citizen Focus strategy and action plan workstreams;
 - managing the Citizen Focus survey requirements of the force and recommending actions for improvement;
 - monitoring compliance with the NQoSC;
 - supporting the force contribution to neighbourhood management and community engagement; and
 - overseeing the force reports to the NPA CF committee.

- An interim guide for uniform and appearance standards has been published to provide officers and staff with clear guidance on standards of appearance. The aim is to ensure staff present a professional image of the force to members of the public. The guidance covers uniform, headwear, hair, jewellery, sunglasses and officers performing plain clothes duties. There is an expectation that supervisors and managers will adopt a robust and consistent approach to ensure compliance with the guidelines.
- In support of the guide, staff have been issued with cards containing personal and supervisory standards of conduct and appearance.
- The CDC has corporate standards to deal with calls from the public. Unless a call is graded as A (emergency response) or B (priority response), in which case patrols are despatched as soon as possible, other calls are passed to the initial crime investigation unit (ICIU), where calls are tagged for the information of SNTs. Where applicable, victims are called back by a dedicated member of the ICIU to keep them updated on the progress of their call. Victims are asked to state their preferred method of contact together with a suitable time for a visit from a patrol, if needed. However, if a victim is identified as repeat, vulnerable or elderly, arrangements will be made for a patrol to visit, irrespective of the nature of the call.
- Customer service desks within the CDC ensure corporacy is maintained around standards of customer care. Staff on these desks contact all victims of crime, identify service recovery opportunities, examine letters alleging service failure and resolve lower-grade incidents by making early contact with victims/callers to arrange appointments for officers to visit.
- Members of the public are offered a number of options as to how they may wish to contact officers, for example through the force non-emergency number or by email. BlackBerry devices are issued to SNT officers and when these are not answered the call is automatically diverted to the force switchboard from where calls can be directed to their SNT office. All operational staff, including SNT officers, have contact cards which are given to the public to enable them to contact the officer dealing with their matter.
- A Citizen Focus ethos is embedded within the CDC. Evidence of this includes advice and guidance being offered at the point a call is first received; ringing back callers rather than keeping them on the telephone to speak with a call taker. A customer service desk within the CDC contacts between 40 and 50 such callers every day. While there is an expectation that these calls will be made within four hours, in reality they are usually made within 30 minutes.
- External organisations are provided with a programmed visit to the CDC where they not only view the CDC in operation but are informed of the processes within. Visitors have included charities, schools, scout groups, Women's Institute and, most notably, complainants. The visits by complainants have helped to address misperceptions – for example, around the number of staff on duty in the CDC at any given time.
- Exchange attachments have been arranged between SNT and CDC staff to improve understanding of each other's roles. CDC staff are required to complete a questionnaire during the course of their attachment and feed back their findings to colleagues.
- In April 2008 the force ran a Citizen Focus masterclass with speakers including Chief Constable Julie Spence (Cambridgeshire, and Association of Chief Police Officers lead for Citizen Focus) and representatives from the Police Foundation and the Metropolitan

Police. The aims of the day included the provision of a national overview, advice around the interpretation and use of satisfaction data and increased knowledge and understanding of Citizen Focus throughout the force. Over 130 staff and partners attended this event which was recorded and will be made into a DVD, available to all staff.

- The 'Quality Counts' training programme held in 2005, introduced the NQoSC to the force. Over 95% of staff have received this training and although no refresher training is provided, it now forms part of the induction processes for new staff and its concepts have been incorporated into other training programmes. It has also led to the introduction of corporate standards in dress and conduct.
- The ACC, as chair of the CFSG, champions Citizen Focus matters. Recent initiatives arising from the group have included a new standards document for all staff and contact cards to be issued to all operational staff.
- In June 2008 the force announced the winners of the very first NOSCAs. The inaugural NOSCAs event highlighted the work of officers, staff and members of the local community who have all given something back to the county and in the process have helped the force. Individuals or teams were nominated for awards that recognised their valuable contributions to the work of the constabulary and who, with their actions and words, have all supported the force vision of delivering excellent local services.
- The CDC manager has introduced certificates to be awarded to staff when positive feedback is received from internal surveys or supervisor quality assurance processes. On districts, good work is recognised by the CSUs and forwarded on to supervisors who ensure it is mentioned in information bulletins.
- The close monitoring of performance data has led to the identification of six priority SNT areas, where there is the greatest need to make a difference in levels of satisfaction and confidence. Performance data enables each district to see how it contributes to satisfaction and confidence with outcomes challenged by managers.
- Since the masterclass in April 2008, the Police Foundation and Metropolitan Police advisers have conducted workshops with members from the six priority SNTs to help bridge the practical and theory gap with the aim of improving satisfaction and confidence levels. The advisers identified actual problems and complaints from these SNTs, for example ASB and burglary, to help officers think more broadly in their approach to tackling these issues. Areas in greatest need of reassurance visits have also been identified and the advisers have worked with the SNTs on how to structure these visits to obtain maximum effect.
- The CFWG is accountable to the CFSG and responsible for the delivery of specific areas of work directed by the CFSG as well as being responsible for implementing activities and actions resulting from the Citizen Focus strategy. Results from surveys are fed into the Citizen Focus action plan which becomes the responsibility of the CFWG.
- A citizen panel, made up of multi-agency partners including county council, local authorities, PCT and police, works together to ensure the views of the people of Norfolk are considered in the development and delivery of local public services. The panel offers a unique opportunity to reduce duplication, and benefit from economies of scale, providing robust and accessible data. There are collaborative agreements with surveys so that partners can merge their own questions into one overall survey, or there may be

the need for a one-off question to be addressed by a partner which can be included into a more comprehensive survey being conducted by another. Meetings of partner representatives also allow for the sharing of ideas and good practice.

- Confidence and satisfaction data is provided to the CDU and can be broken down into district and SNT level. However, given the small sample size in some SNTs, the force rightly considers it inappropriate to make operational changes based on this data. Nonetheless, this data is discussed at the CDU TCG meeting as the force is striving to place the importance of this data ahead of crime performance.

Work in progress

- The initial fieldwork conducted by the Police Foundation has presented emerging findings from the public in relation to the service they are receiving and also around internal staff attitudes to Citizen Focus. From this the force has recognised that efforts must be maintained to provide the embedding of Citizen Focus.
- Understanding and appreciation of Citizen Focus across the force is mixed. Within the CDC, for example, Citizen Focus has been embraced with supervisors monitoring calls; satisfaction data is published and displayed; call takers have details of SNT priorities and meetings to hand to give to the public at the end of a call. However, in other areas, further work is needed to develop and embrace Citizen Focus to enable a seamless process of working across all areas of business.
- The force is taking part in Operation QUEST, a Home Office sponsored programme, which is focused on operational process improvement and developing the skills within the constabulary to implement performance improvement. Operation QUEST is focusing on three areas of operational policing: CDC, volume crime and intelligence. The primary objective of these is to implement changes to operational processes to relieve pressure on front-line staff and allow them to be more effective. The programme aims to improve local policing and ensure high quality and consistency of service to customers. Many of the opportunities being progressed are closely aligned to the structural changes taking place as part of the transition to the CDU. A number of projects have now been authorised by the business performance unit to be progressed with the aim of implementing as many as possible within the next six months, and where this is not feasible, to plan a series of longer-term projects to be implemented over the next 12-18 months.
- During the early part of 2008 a perceptions and confidence survey relating to local policing was piloted using a random sample of 2,100 respondents (300 per district). The results are being analysed and will be included in a performance assessment. This is being used to highlight areas of concern for further analysis with a view to their contributing to the Citizen Focus action plan.
- The force is looking at ways of measuring improvement in confidence and satisfaction levels among the six priority SNTs following the work undertaken with the Police Foundation. This will include a before-and-after survey to obtain an absolute measure of change over a set period. The opportunity will also be taken during the reassurance visits to identify households willing to take part in customer surveys.

Area(s) for improvement

- There are currently no dedicated resources to the Citizen Focus project team with staff performing a number of other roles. A dedicated team would enable staff to develop a greater understanding of training and development required around Citizen Focus.
- While the force is aiming for a standard approach to the way victims are treated when reporting crimes, a two-tier standard still exists. For example, all victims in South Norfolk are visited at the time of reporting, whereas in other districts a proportion of crimes are screened out by the ICIU and will be the subject of a reassurance visit from a PCSO at an unspecified time in the future.

The force can demonstrate that the relevant SPIs remain stable as a minimum.

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
Force	+ 3.3pp	+3.4pp	-8.5pp	4.9pp

Summary statement

The SPI data shows that force performance is significantly better than the average for the MSF.

The SPI data also shows that force performance has significantly improved compared with two years ago.

Satisfaction of users from minority ethnic groups with the overall service provided is unchanged.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 4.9 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Context

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay

terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’

Note: When comparing the force’s performance with previous years, year-on-year statistical significance is explained as follows: ‘the difference in the force performance between the years compared is unlikely to have occurred by chance.’

There is a summary of the statistical analysis methodology at Appendix 2 at the end of this report.

Victims of crime and users of police services are surveyed using Norfolk Constabulary’s own user satisfaction surveys, which comply to national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

SPI 1e – satisfaction with the overall service provided.

85.6% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is significantly better than the average for the MSF.

Force performance significantly improved in the year ending March 2008; 85.6% of people surveyed were satisfied with the overall service provided, compared with 82.2% in the year ending March 2006.

SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.

Force performance was unchanged in the year ending March 2008; 79.2% of users from minority ethnic groups were satisfied with the overall service provided, compared with 87.7% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 4.9 percentage points less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

Strengths

- None identified.

Work in progress

- The force is working to understand why a gap exists in satisfaction levels between white and BME groups and why this gap is widening. The small sample size enables MELOs to visit victims who expressed dissatisfaction with the service and to identify areas for improvement in service delivery.
- The force recognises that lost opportunities exist through SNT officers not engaging with the IAG. However, in 2009 MELOs will be located on those SNTs where their specialist skills are required and where they can have the greatest influence to forge links with key individuals in minority communities.

Area(s) for improvement

- None identified.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	Assistant Chief Constable
ACO	Assistant Chief Officer
ACPO	Association of Chief Police Officers
ASB	Anti-social Behaviour
ASBO	Anti-Social Behaviour Order

B

BCS	British Crime Survey
BCU	Basic Command Unit
BME	Black and Minority Ethnic
BPA	Black Police Association

C

CDRP	Crime and Disorder Reduction Partnership
CMU	Crime Management Unit

D

DCC	Deputy Chief Constable
DV	Domestic Violence

G

GO	Government Office
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H

HICT	Head of Information and Communications Technology
HMIC	Her Majesty's Inspectorate of Constabulary
HR	Human Resources

HSE	Health and Safety Executive
I	
IAG	Independent Advisory Group
ICT	Information and Communications Technology
IiP	Investors in People
IS&T	Information Systems and Technology
L	
LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board
M	
MAPPA	Multi-agency Public Protection Arrangements
MPR	Monthly Performance Review
MSF	Most Similar Force(s)
N	
NCRS	National Crime Recording Standard
NIM	National Intelligence Model
NHP	Neighbourhood Policing
NPIA	National Policing Improvement Agency
NSPIS	National Strategy for Police Information Systems
O	
OBTJ	Offender brought to Justice
P	
PCSO	Police Community Support Officer
PFI	Private Finance Initiative
PI	Performance Indicator

PIP Professionalising the Investigative Process

PURE Police Use of Resources Evaluation

Q

QoSC Quality of Service Commitment

R

REG Race Equality Group

S

SARA Scanning, Analysis, Response, Assessment

SOCA Serious and Organised Crime Agency

SPG Strategic Performance Group

SPOC Single Point of Contact

T

TCG Tasking and Co-ordinating Group

Appendix 2: Assessment of Outcomes Using Statutory Performance Indicator Data

Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, ie deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.¹ The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant² in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

¹ The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

² It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.