



**HMIC Inspection Report**  
**Nottinghamshire Police**

**October 2007**



**ISBN: 978-1-84726-474-9**

**CROWN COPYRIGHT**

**FIRST PUBLISHED 2007**

## **Contents**

### **Introduction to HMIC Inspections**

Programmed frameworks  
Risk-based frameworks  
The grading process  
Developing practice  
Future HMIC inspection activity

### **Force Overview and Context**

Geographical description of force area  
Demographic profile of force area  
Strategic priorities  
Force developments since 2006

## **Findings**

### **National summary of judgements**

**Force summary of judgements**

### **Neighbourhood Policing**

#### **Performance Management**

#### **Protecting Vulnerable People – Overview**

#### **Protecting Vulnerable People – Child Abuse**

#### **Protecting Vulnerable People – Domestic Violence**

#### **Protecting Vulnerable People – Public Protection**

#### **Protecting Vulnerable People – Missing Persons**

## **Appendix: Glossary of Terms and Abbreviations**

## **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 both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://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 has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

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

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

### **Programmed frameworks**

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

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

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

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

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

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

### **Risk-based frameworks**

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

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

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

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

## The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

### *Excellent*

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

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect Excellent forces to have introduced and evaluated new ways of delivering or improving performance.

### *Good*

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

### *Poor*

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

## Developing practice

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

## Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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

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

## **Force Overview and Context**

### **Geographical description of force area**

Nottinghamshire is a medium-sized shire county in the East Midlands covering an area of 2,085 square km (805 square miles) with a population of 1,034,739 in some 433,974 households. The largest conurbation in the force is the city of Nottingham. Other main towns are Mansfield, Kirkby-in-Ashfield, Sutton-in-Ashfield, Newark-on-Trent, Worksop and Retford.

The county has a diverse local economy featuring well-known companies in the fields of healthcare, pharmaceuticals, engineering, textiles and professional services, as well as several government bodies, including the Inland Revenue and the Driving Standards Agency.

### **Demographic profile of force area**

Within the county there are large black and minority ethnic communities, principally Indian, Pakistani, Bangladeshi and Afro-Caribbean, mainly situated within the City of Nottingham area. It is estimated that up to 31 March 2006, the number of people who arrived in Nottingham from the ten states that joined the European Union in 1 May 2004 was 2,770, or 1% of the city's population. There is a growing Polish community in the county, especially in Nottingham and Mansfield, and the police authority has launched a number of initiatives, including hosting police officers from Poland to engage with this community. A population profile of the county shows that, as has been the case for a number of years, all the county's districts and boroughs have very similar population totals and age group percentages, with the exception of a large number of very young people in Ashfield and a large percentage of school-aged children and young adults in Mansfield. Unemployment statistics show that the county rate has reduced significantly over the last few years and is now below the regional and national level.

The force HQ is located just north of Nottingham. The force consists of 2,371 police officers, 1,420 police staff, 357 special constables and 262 police community support officers (PCSOs), an increase of 151 on last year. The force's revenue budget for 2006/07 was £179 million.

The four territorial BCUs are A division, B division, C division (often referred to as the City division) and D division. Each is commanded by a chief superintendent, supported by a superintendent (four superintendents in the case of the City division); a chief inspector (operations) (the City division has four chief inspectors, and D division has an extra chief inspector responsible for Neighbourhood Policing); and a detective chief inspector (the City division has three detective chief inspectors).

Human resource (HR) managers and business managers on each division provide professional support to the local management team. The two HQ divisions, operations and support, are supported by business and HR managers.

A division (Mansfield and Ashfield) is sub-divided into four local area commands (LACs); B division (Bassetlaw, Newark and Sherwood) into four LACs, and D division (Broxtowe, Rushcliffe and Gedling) into six LACs. C division (Nottingham City) is subdivided into two operational units (North and South), each headed by a superintendent, and the division has six LACs.

The current chief officer team consists of a Chief Constable, deputy chief constable (DCC), assistant chief constable (ACC) (crime), ACC (operational support), director of finance and



corporate services, director of information and network services and director of human resources. The Chief Constable, Stephen Green, has been in post since 2000, while the DCC, Howard Roberts, was promoted in June 2003 from his then post of ACC. The police authority chair, John Clarke, has held this office since 2000.

There has been a substantial redirection of resources from force HQ to divisions and a radical change in the policing model and ethos. The policing style within the force changed significantly with an internal reorganisation in April 2002. The force restructured from five to four territorial policing divisions, giving co-terminosity with local authority boundaries and crime and disorder reduction partnerships.

## **Strategic priorities**

The force has developed a set of four strategic priorities, designed to deliver:

- current national community safety and policing plans and priorities;
- the authority's and force's three-year strategic plan, 2005–08;
- the force and divisional strategic assessments, which consider how emerging issues impact on policing;
- local policing priorities identified in consultation with local people and stakeholders;
- crime reduction strategies produced by local community safety partnerships; and
- local area agreements (LAAs) between Nottingham City and Nottinghamshire County Councils and the Government. Policing contributes, in particular, to the delivery of the Safer and Stronger Communities element of the LAAs.

The four priorities are:

- **Getting Close**  
Developing and delivering citizen-focused, customer satisfying policing
- **Getting the Volume Down**  
Reducing acquisitive crime, managing prolific offenders and problem drug use
- **Getting Serious**  
Tackling life-threatening crime and organised criminality
- **Getting Safe**  
Reducing violence, anti-social behaviour and road casualties

### ***Getting Close***

Getting Close symbolises the force's commitment to getting close to people by delivering and continuously improving the service it provides to local communities and individual citizens. Community policing and reassuring the public are identified in consultation as a vital issue for communities. The force and the police authority consider the development of customer-focused policing to be crucial and it will continue to be a very high priority in 2007/08.

### ***Getting the Volume Down***

Getting the Volume Down describes the force's objective to reduce offences of volume crime such as burglary, theft, vehicle crime, robbery, violence, drug offences and criminal damage. Feedback from surveys and consultation with the public indicates that volume crime levels and the speedy investigation of crime remain among the greatest concerns of local communities. As such, reducing and detecting offences of volume crime will continue to be a priority for the force and the police authority. In 2007/08 the force will continue to commit resources to tackling volume crime and the illegal and problem drug misuse that fuels offences of acquisitive crime in particular.

### **Getting Serious**

This comprises force plans and priorities for countering the most serious life-threatening violent crime, such as homicide; tackling organised criminality; and minimising the threat of terrorism and domestic extremism. Policing activity in these areas is spearheaded by a number of dedicated units and squads within the force crime directorate and the force intelligence directorate.

### **Getting Safe**

Through this priority the force aims to tackle the more common types of violence and anti-social behaviour, promote safety on the county's roads and deal with the illegal use of vehicles on and off the roads.

### **Policing for You**

In addition to the described strategic priorities, the force has a new force vision: Policing for You. This vision encapsulates the objectives and the style of policing that the force is committed to delivering. Policing for You is defined in full as:

*“Policing for you by working in partnership to protect and reassure through a visible and accessible service that is flexible and responsive to community and individual needs.”*

Policing for You represents a series of commitments by Nottinghamshire Police to the public. These are:

- to provide a service that we are proud to deliver;
- to deliver the service that the public expects;
- to deliver a service that understands people as individuals and their circumstances;
- to make the best use of our people and our resources; and
- together, to all be responsible and accountable for delivering our commitments.

The vision has at its heart a style of policing that engages, understands and meets the needs of everyone they serve – whole communities and individual citizens alike – so that they are more likely to be satisfied with and confident in the service the force provides, and feel that the force goes the extra mile to help and support them when needed.

### **Force developments since 2006**

HMIC reinspected the baseline 2006 frameworks for Volume Crime Reduction (2A) and Improving Forensic Performance (3D). These frameworks were considered to be areas of particular vulnerability for the force, so the inspection activity centred on identifying any improvements in performance in order to mitigate any previous underperformance in these areas.

The force has improved the delivery and performance of its forensic science services since the baseline assessment of 2006. It has developed a scientific support force strategy that details the objectives and performance targets for the department. The strategy also outlines developing practices that seek to enhance service delivery and improve victims' satisfaction with the service provided. An example of this is the establishment of 'car clinics' that allow victims to have cars forensically examined quickly after a theft from the vehicle. **The progress in Improving Forensic Performance (3D) is sufficient to have raised the grade from Poor/Stable in 2006 to Fair/Improved in 2007.**

The force is also seeking to improve forensic recovery rates through a programme of effective performance management, fingerprint training, the use of new fingerprint techniques, and adoption of good practice from other forces. Footwear scanners are now used in all custody suites, leading to an increase in footwear analysis. The force is cognisant of the important role forensic evidence plays in the successful prosecution of offenders, and is improving its working practices in this area.

A structured approach to reducing volume crime is evident at the strategic level. Performance on volume crime is a prominent feature of the monthly performance Focus meetings, chaired by the DCC, and the force has a volume crime investigation plan (Operation Focus). Operation Focus consists of a violent crime strategy board and acquisitive crime group. There is a detection improvement board but this does not come under the scope of Operation Focus. The force has achieved reductions in volume crime, although without significantly closing the gap between itself and forces in its most similar force (MSF) group. The reinspection did reveal some gaps at the tactical level; staff were unaware of individual performance requirements, and the delivery of training to improve the investigative process was not well communicated – few had been trained. **Although HMIC recognises that the force is moving to improve performance, Volume Crime Reduction (2A) remains at the grade given previously.**

## Findings

### National summary of judgements

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

### Force summary of judgements

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

## Neighbourhood Policing

GRADE	GOOD
-------	------

### National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

### National contextual factors

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

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

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

### Contextual factors

Citizen focus is a priority for Nottinghamshire Police, combining community engagement, the quality of service commitment (QoS) and Neighbourhood Policing in one change programme. Building on a strong pathfinder site, the implementation of Neighbourhood Policing embeds the ten national principles of Neighbourhood Policing across the organisation. Partners, both in the Nottingham City unitary authority and the county council, are fully engaged with Neighbourhood Policing. Robust structures and processes associated with Neighbourhood Policing have ensured that the work to implement local Neighbourhood Policing teams in each division is progressing well, together with pilot work to apply National Intelligence Model (NIM) principles effectively to Neighbourhood Policing.

The force is continuing to roll out safer neighbourhood teams (SNTs) so that all parts of Nottinghamshire will have a dedicated team in place by the end of March 2008. The force is developing opportunities for communities to make contact with their SNT and identify local policing priorities. Action in response to the issues raised is fed back through local area forums. This work is being carried out in conjunction with partner agencies to develop a joint approach to managing local neighbourhoods. The force is working with the local criminal justice board (LCJB) to establish community justice courts in Nottingham, to give the local community a say in how criminal and anti-social behaviour are tackled.

## **Strengths**

- Police authority and force commitment to Neighbourhood Policing are evident in the annual policing plan and it is featured in one of the main strategic priorities, Getting Close. This symbolises the force's commitment to getting close to people by delivering and continuously improving the service it provides to local communities and individual citizens. Community policing and reassuring the public are identified in consultation as a vital issue for communities. The force and the police authority consider the development of customer-focused policing to be crucial and it will continue to be a very high priority in 2007/08. The chief officer team is committed to providing quality services through Neighbourhood Policing, and development of the new force vision will assist in achieving these improvements.
- Staff are very aware of the commitment to Neighbourhood Policing and the requirement to engage with the public, identify priorities and – in conjunction with those communities and partner agencies – find solutions. Staff are also aware of the developing strategy for citizen focus and the need to provide quality services alongside volume crime reductions.
- The force has invested in a detective superintendent post, seconded to the crime and drug partnership. This post is the lead for Neighbourhood Policing in the City division and not only provides a central point of contact but also makes partners more aware of the crime agenda, and how partnerships can develop solutions together. The secondment of a senior police manager also helps to engage partners at an appropriately strategic level. The force has also seconded a chief superintendent to work within the county council while a superintendent is seconded to the East Midlands Government Office.
- Partners at both the strategic and tactical levels have been involved in the planning of Neighbourhood Policing requirements, such as the development of neighbourhood areas. At the tactical level, partners are involved in engagement activities and can influence the identification of priorities and problem-solving activity.
- A human resources strategic plan supports Neighbourhood Policing; recognition is given to Neighbourhood Policing teams through APEX (Achieving Performance Excellence) awards and incremental special priority payments for both safer neighbourhood managers and sergeants. Experience gained on an SNT is also positively recognised through force career development processes.
- The force has worked closely with the ACPO national Neighbourhood Policing team and conducted an assessment to ensure that the implementation of SNTs meets requirements and the ten principles outlined in the national guidance. Action plans are used to monitor and progress the further work that is required.
- The force has implemented 'activation criteria' for Neighbourhood Policing; these set the minimum standard required in order for an SNT to be confirmed as 'in place and functioning' as prescribed by the project requirements. This ensures a consistent approach among all SNTs. There is also evidence of checking for compliance against criteria, and any beats that do not meet the requirement are de-activated until the minimum standard can be met.
- Partners are actively involved in the tasking and co-ordination process. At BCU tasking and co-ordination meetings, partners from both the BCU and local area level are represented, providing feedback on previous tasking and details of current work. They are consulted about priorities and their views are taken into account on the

appropriate actions assigned to staff (both police and partners) during the next phase of work.

- Joint problem solving follows each community panel; here, police staff, partners and community members use the scanning, analysis, response, assessment (SARA) problem-solving model to identify ways to tackle the priority issues that have been identified.
- The force has brought community engagement, QoSC and Neighbourhood Policing under the umbrella of a single change programme in a search for synergy to deliver improved services to the public.
- At the BCU tactical tasking and co-ordination meetings, the tasking of neighbourhood teams is linked to NIM products such as problem and target profiles, which identify particular neighbourhood crime and disorder issues. Tasking resources is also linked to priorities identified from strategic assessments.
- In relation to continuity and succession planning for SNTs, force research (commissioned by the director of HR) shows a high level of retention and thus continuity among safer neighbourhood managers, sergeants and PCSOs. Succession planning is devolved to BCU level and monitored through the force abstraction policy to prevent the long-term absence of safer neighbourhood staff.
- The force has identified learning needs for officers and staff during the implementation of Neighbourhood Policing across the county. One example of this was the production of a manual to explain how the collection of neighbourhood intelligence links into the current NIM process. It also explains how the collection and processing of community intelligence will ensure that resources are tasked and deployed appropriately to tackle those issues that have been highlighted.
- Issues of organised crime and counter-terrorism are linked to Neighbourhood Policing, in that requirements and actions are outlined in both strategic assessments and control strategies.
- The force has carried out research into levels of sergeant supervision for SNTs. The results indicate that no supervision gap exists, and that the workload for sergeants in the new role is appropriate and manageable.
- The force has introduced a 90% threshold for SNTs to be available and working on their allocated neighbourhoods; the abstraction rate is actively monitored at the citizen focus board. An automated system is in place across the organisation to record abstraction rates. Abstraction figures are used as the proxy measure of retention and are discussed at divisional meetings with senior management teams.
- The force has consulted with partner agencies on the development of Neighbourhood Policing, including the geography and other factors that define what constitutes a neighbourhood. This work is reviewed by the Neighbourhood Policing project team and the programme boards to ensure that Neighbourhood Policing continues to deliver service improvements with partner agencies and communities.
- Contact details can be found on the force website, along with information on local crime prevention and local priorities. The SNTs also use newsletters and leafleting to inform communities of team details and contacts. Force control room staff have good knowledge of where to direct a caller for information about safer neighbourhood

managers and their teams. Force control room staff also have Neighbourhood Policing updates on their training days.

- SNTs employ a variety of methods to engage with local communities. The community engagement strategy includes beat profiles that use MOSAIC lifestyle mapping (to inform what type of engagement activity is likely to be most effective); demographic profiling; and crime profiling (including repeat locations and repeat victims). Communities are then informed of the identified priorities through a variety of methods, eg posters in local shops, and the internet.
- SNTs use Neighbourhood Watch newsletters and posters to communicate team details, contacts and priorities. 'Patch walks' are advertised and carried out in conjunction with local councillors, environmental and anti-social behaviour teams, neighbourhood watch co-ordinators, the fire service and housing associations.
- SNTs collate neighbourhood priority surveys, which can be completed on-line as well as at engagement events. These forms seek to identify anti-social behaviour issues in a priority order, and identify one longer-term issue that communities feel should be concentrated upon over an extended period. This promotes community involvement in the collection of data generated by the community, as well as partner data, to define problems.
- Local priorities are identified through a variety of methods, which the community can influence through local forums, patch walks and surveys. These are then agreed and subjected to problem-solving discussions/analysis at the local area forums. Local priorities are incorporated in the tasking and co-ordination process and results fed back to communities. There is formal sign-off of process at the local forums on issues previously identified as priorities.
- The recruitment of PCSOs is on target to achieve the full complement of 265 before April 2008. Some 219 are currently deployed, with the remainder awaiting attendance on the training courses to which they have been allocated as part of the overall force coverage plan. A recruitment tracking process includes a breakdown of diversity and sickness.
- Joint tasking arrangements exist to deal with partners and operate at force, division, LAC and very local levels. Recent changes in the City division's joint tasking with partners have been judged as successful and are being used as a model for other divisions.
- Joint problem solving is becoming embedded across the force, with partner data as well as police data being used to identify issues and assist in the identification of solutions. The resulting actions to address the issues can be assigned to both police and partners, or to one agency as appropriate, but the resolutions to priorities remain with the joint problem-solving panel to ensure an accurate tracking of performance.
- Citizen focus is central to the force's new Policing for You vision and the supporting strategic work programme being developed by the command team. The ACPO lead for Neighbourhood Policing (ACC operations) is driving the implementation of the vision throughout the SNTs. The police authority is a significant contributor to the vision and a joint consultation strategy is planned. A detailed paper on Policing for You, a joint report by the Chief Constable and the chief executive of the police authority, was presented to the police authority in June 2007. The police authority chief executive sits on the programme board, while police authority members assist on project board workstreams led by the command team. The strategic outcomes of



the Policing for You vision are centred on customer satisfaction and confidence, so the force anticipates further improvements in performance in these areas as the workstreams are implemented throughout 2007/08.

## **Work in progress**

- The force's acquisitive crime group supports the move for analysts to profile geographically, rather than by crime type, in support of Neighbourhood Policing. It is hoped that this methodology will identify the impact of crime on neighbourhoods in ways that analysis by crime type does not. This move is awaiting the sanction of the NIM user group but all preparatory work has been completed.
- The Neighbourhood Policing project, working with local colleges, has produced a guidance document for Neighbourhood Policing and the NIM. It sets out corporate methodologies for identifying neighbourhood priorities, identification of signal crimes and how they relate to NIM principles, the agreement of priorities at local forums, problem solving and a performance framework. Once this has been implemented fully through planned training it should be a positive contribution to the sustainability and further development of Neighbourhood Policing.
- Intelligence from SNTs has improved markedly in quality, which is monitored centrally; the implementation of safer neighbourhood training is expected to improve understanding further. A trial is under way on D division, involving matrix scoring and feedback to staff on the quality of intelligence delivered.
- The corporate development department's current audit regime does not have an audit and compliance programme for Neighbourhood Policing processes, practices and service delivery. The planned new audit framework and programme will mainstream both the existing Neighbourhood Policing and quality of service audits undertaken as part of the citizen focus programme. This audit programme will link various areas of service, such as call handling and Neighbourhood Policing, to identify which will best deliver improved customer service. The police authority has requested a full evaluation of PCSO development, to be reported by September 2007.
- Accreditation for special constable training is established and a plan has been developed showing how special constables will support Neighbourhood Policing. The force is moving to staff training accreditation for Neighbourhood Policing but wants to ensure that it provides career progression opportunities for all.
- Performance data is presented to the citizen focus family board (which includes a police authority member) on a monthly basis, covering abstraction data, PCSO numbers, sickness, numbers of complaints, ABC data of time on visible patrol, retention and vacancies, numbers of hours worked by volunteers and special constables, and the number of local priorities recorded on the briefing and tasking system (BATS). A review and development of BATS will be undertaken, to include qualitative measures around local priorities. The force recognises the benefits of capturing satisfaction data at a local level and will extend survey sampling to provide statistically sound data at BCU (and ultimately at LAC) level when the force has completed its transition to telephone surveys. A process for feeding back individual survey results to supervisors and officers, recognising good practice and issues of concern, provides an opportunity to acknowledge good performance and rectify performance weakness. The crime performance and intelligence data for beat

managers, which the force already captures, will be reviewed to ensure that it reflects the role within an SNT and is included in the performance framework.

- The BATS system has been rolled out across the force and its implementation will be reviewed throughout Autumn 2007. The neighbourhood section of BATS currently has more than 300 local priorities, each with a problem-solving plan. These local priorities will inform future strategic assessments. The force is currently working with the developers of the MOSAIC demographic lifestyle package and the Blue 8 mapping system to incorporate MOSAIC into BATS, thus creating a richer demographic profile of all neighbourhoods. The neighbourhood section of BATS has been separated from the main BATS system to enable partner agencies to use sections of the system in the future, in particular the problem-solving templates for local priorities.
- In addition, each SNT has been tasked with producing a reassurance patrol plan linked to neighbourhood priorities. This is a default plan for patrolling officers to attend key places at the appropriate times in order to provide reassurance; for example, patrolling outside schools at closing time as appropriate, given the neighbourhood priorities identified.

### **Areas for improvement**

- Not all SNTs work from premises that have appropriate facilities for briefing, so some of them may not be fully informed. For example, video conferencing is not yet available in some locations. SNTs have access to some IT but do not receive a full daily briefing about their neighbourhoods. The director of intelligence aims to roll out a consistent briefing process to all SNTs.
- The force recognises that improving the briefing and tasking system, so that partners can access local profiles and provide updates, would facilitate a more effective and efficient use of the system for all agencies involved in Neighbourhood Policing.

## Developing Practice

**INSPECTION AREA:** Neighbourhood Policing

**TITLE:** Specific activity-based costing (ABC) analysis for Safer Neighbourhood teams

**PROBLEM:**

It is difficult for all to understand the role that officers within SNTs are performing on a daily basis. Increasing demands are being placed upon beat managers and PCSOs from a number of sources, often taking them away from their primary role.

**SOLUTION:**

A bespoke ABC analysis has been conducted for SNTs teams. This sweep aims to capture the tasks that PCSOs and beat managers are completing on a daily basis, to check compliance against the defined role within the strategy. Data analysis is pending.

**OUTCOME(S):**

Expected outcomes include a greater understanding of the role performed by beat managers and PCSOs throughout the force. This will identify the depth of work being undertaken around safer neighbourhoods, particularly in relation to engagement, problem solving and visible patrol. The sweep will also provide additional data around abstraction of staff to other areas and other tasks that fall outside the scope of SNTs.

**FORCE CONTACT:** Inspector Chris Mclean – 0115 9672623

## Performance Management

GRADE	FAIR
-------	------

### National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

### National contextual factors

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

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

### Contextual factors

Performance management centres on the Focus process, a monthly meeting of BCU commanders and heads of department, to assess their contributions. This accountability is then cascaded down through the organisation. Focus assesses performance across the policing performance assessment framework (PPAF) domains, and citizen focus has been clearly identified as a priority. The force has previously branded organisational change under Better to Best, supported by a project board, marketing, intranet site, suggestion system, dedicated staff and command lead by the DCC.

The Policing for You vision will mark the next phase (moving on from Better to Best) in performance improvement through delivery of high quality, bespoke services. This is seen as a way of closing the gap with forces in Nottinghamshire’s MSF group, whose performance is used for comparison by the Home Office. The force has managed to stabilise the gap with its MSFs but needs further progress to reduce this gap, in particular for volume crime.

### Strengths

- Performance management is led by the DCC. The NIM is integrated with the performance planning cycle, which has continued to be developed and brings together the control strategy, key national and local objectives, and finance and key performance goals.
- The newly implemented corporate planning cycle pinpoints when corporate activities need to be undertaken so that all force requirements are taken into account, and

promotes understanding of how each element links to, and affects, other processes. The cycle includes business planning, police reports, consultation and surveys, activity-based costing, budgeting, human resource planning and performance scrutiny. This process now aligns the personal development review (PDR) process with the business planning cycle, to ensure that individual staff objectives contribute to delivery of force objectives.

- Staff are aware of the reward and recognition policy and are positive about the introduction of the APEX awards, which are seen as inclusive. APEX awards are important contributors to force development, being a positive recognition of their impact on performance.
- Through the programme management office a strategic work programme, with chief officer leads, has identified responsibility for specific areas of work. Chief officer portfolios have been changed to ensure that they are leading the appropriate workstream for their area of responsibility and are thus accountable for published targets. Local targets and outcomes are contained in local policing plans, with BCU commanders and key staff members responsible for their delivery.
- The performance focus has moved to exception reporting and now incorporates citizen focus, to develop quality measurement as well as quantitative accountability measures. Actions and requirements from force Focus are cascaded throughout the organisation at the divisional, level 2 and support service level. Police authority members, specifically the chair of the police authority performance scrutiny board, attend Focus meetings and this ensures an open accountability regime. Police authority members also have regular meetings with divisional commanders.
- The Policing for You vision has been developed directly from customer feedback and listening carefully to the needs of the people of Nottinghamshire. The strategic business review process has at its heart the link with survey data and has done so for over 12 months; this has directly influenced the strategic approaches taken by the force. The Getting Back to You campaign, which has been instrumental in moving satisfaction data, is a direct result of again listening to the survey data.
- The police authority restructured partly to develop closer working relationships with the command team. Roles and responsibilities for the scrutiny of performance have been clarified, and improved scrutiny and review now fully engages the police authority. For instance, several command team/police authority away days led to a protocol clarifying their relationship, and this has helped the authority to influence the new force vision. The authority has membership on all the main project groups established under the Policing for You vision.
- The Chief Constable chairs the strategic budget group linking finance, strategic developments and operational performance and resource allocation. The head of corporate development leads the best use group, which supports the efficiency plan and benefits realisation, reporting to the strategic budget group. The strategic risk group evaluates specific issues to determine appropriate action and mitigation. These elements, alongside the force performance Focus regime, ensure that devolved decision making leads to desired outcomes with a corporate approach.
- The volume crime investigation plan is an example of how chief officers provide leadership of key performance business areas. The command project portfolio outlines specific strategic development responsibilities for chief officers. Command officers also chair or attend the LCJB, the drugs strategy board and weekly

command performance meetings. Chief officers also lead in developing additional performance improvement strategies and projects, such as those dealing with burglary, demand management and criminal justice.

- There is evidence of timely review by the police authority of key parts of the force's business planning and performance, including serious crime (through the use of reporting templates for homicides and scenes of crime), specific topics such as stop and search, the dangerous persons management unit and evaluation of specific force-wide operations such as Operation Kingdom and Operation Converter. The police authority has influenced 2007/08 force targets and ensured they remain challenging.
- The force provides appropriate support to the police authority to enable it to scrutinise performance. This includes comprehensive management information and use of exception reporting in respect of volume crime, including attendance by volume crime 'silvers' at the performance scrutiny board. The police authority has also taken the initiative to invite partners – including members of the LCJB, the Crown Prosecution Service and the road casualty reduction partnership – to the scrutiny board to assist the force, holding them to account for performance and encouraging joint targets.
- The performance management pack for the Focus meetings has been completely revised. The first section provides a view of all statutory performance indicators at force, MSF and most similar BCU level. The production of management information has been revised to improve analytical capability and capacity and these results are now being fed into Focus on a monthly basis. A clear process within the customer service training development group ensures that customer feedback informs current and proposed training programmes for officers and staff.
- In relation to the QoSC, training programmes have been developed to ensure that staff are committed to, and can deliver, a quality service. Customer satisfaction data now features routinely at Focus and strategic business review boards. Feedback from customer satisfaction also features in all areas of service development, eg citizen focus, Neighbourhood Policing, demand management and the force-wide burglary summits. Performance development reviews for all staff also incorporate a customer service objective.
- The force is developing the QoSC to include additional activities and enhanced standards of service. A 'mystery shopper' project will identify potential improvements in customer service practice.
- Over the last 12 months, processes for the production and quality assurance of the annual data requirement (ADR), submitted to the Home Office, have been scrutinised intensively to ensure that they are timely and accurate. This scrutiny has flagged some problems and, where necessary, the ADR has been resubmitted. The review of process has minimised errors and provided the capacity to improve quality assurance processes.

### **Work in progress**

- A new force vision is being developed with the police authority. This will be communicated to staff by a variety of means, including workshops.

- The Protective Services performance framework is currently being updated, although performance indicators already exist for public protection, and performance at level 2 forms part of the Focus regime. Performance data does not currently capture enough detail to inform decision making at force level in relation to other areas of operational activity (ie, compared with the scope and detail of data available for volume crime).
- The force is developing the use of modelling techniques to ensure that data collection provides useful insights into the effectiveness of processes. Computer simulation techniques have been used to determine the best use of resources to meet published targets for answering 999 calls and other incoming calls for assistance from the public. This technique was used to review the force response policy, to ensure that the public calls for assistance are appropriately graded and resource needs identified. The technique enables the force to accurately predict the likely performance of staff dealing with a workload that varies by hour of the day, and day of the week. Profiling demand has provided valuable management information to assist in the allocation and deployment of resources.
- PDRs are not fully embedded and, in order to address poor completion rates, the process this year has been aligned with the force business planning cycle, with a target of 90% PDR completion by June 2007. The force is changing the culture to one in which staff see the PDR process as balancing personal development opportunities with the requirement to deliver force performance objectives.
- The HR people strategy links training and development, occupational health and personnel. The resulting action plan has a mandatory set of key performance indicators around diversity, PDRs, sickness, etc. These are monitored by the director of HR at monthly departmental meetings and at force Focus. HR key performance indicators will also be monitored by the new police authority HR committee. This board also monitors specific key performance indicators at relevant force-level board meetings – for instance, the race and diversity strategic board.
- A model for changing working practices to improve forensic performance has been established through a review of Operation Converter, and work is carried out on divisions to identify performance or quality issues relating to specific officers.
- Telephone surveys started recently and some improvement in certain categories of customer satisfaction are emerging. In addition, the QoS actions have been placed into PPAF domains so that the link between quality of service and force performance can be reinforced.
- The force is planning to create capacity to improve the service to victims of crime and non-victims through the use of technology. It will also pilot a project to improve the service to victims of burglary (and corresponding satisfaction levels) by recording and using their experiences to promote organisational learning and understanding.

### **Areas for improvement**

- Development of performance indicators for Neighbourhood Policing is still at an early stage, with inconsistencies across divisions and a lack of understanding as to how some of the current measures contribute to the delivery of the force objectives through the PDR process.
- The force has recognised that, in developing its new vision and having a desire to implement change as quickly as possible, it has had only limited opportunity so far to

communicate changes to its partner agencies. Initial feedback is positive but the force will need to progress its vision in consultation with partners.

- A need remains to identify the costs of activities, although work is progressing with personnel, finance and performance planning, through the performance framework and strategic business review meetings.
- The force needs to ensure that improvement in volume crime performance – progressed through Focus, with a violent crime strategy board and an acquisitive crime group – is linked to the work of the detections improvement group, which currently does not come within the scope of the Focus structure although its members do attend Focus meetings.



## Developing Practice

**INSPECTION AREA:** Performance management

**TITLE:** Migration from postal to telephone methodology for the collation of the PPAF survey data

**PROBLEM:**

All of the PPAF surveys, with the exception of racist incidents, were conducted by an external agency using the postal methodology. In order to meet the Home Office requirement to change to telephone methodology by April 2007, Nottinghamshire Police made the decision to bring the survey process in-house rather than employing an agency, principally on the grounds of flexibility and cost.

**SOLUTION:**

The force has undergone a major change to its working practices, including the purchase of new software to facilitate the data collection for the PPAF surveys. It made the decision to implement the change for the fourth quarter data for 2006/07, thus resulting in a very tight timescale to implement the project. Training on the software took place at the end of January 2007, after which each of the surveys was designed on the package and tested prior to commencing the actual data collection.

Under the new system, the basic details of the crime or incident are imported from the relevant source system onto the scripting package. These details are then available on-screen for the interviewer to have some knowledge of the circumstances. This also enables the exact crime or incident to be discussed during the interview if more than one offence has been reported. A system of routing has also been written within the scripting package that will take the interviewer to the relevant questions on-screen, depending upon the previous answers given.

This change in methodology has significantly improved the timeliness of the data, as it is input directly to the database while the survey is being conducted. In addition, the system has flexibility to provide individual survey responses to BCUs electronically. This process enables the first-line supervisors on BCUs to identify areas of good practice as well as opportunities for improvement.

The approach that has been taken to redesigning the working practices, along with the software used, has reduced the administrative burden, thus enabling the force to increase capacity. It also promotes a programme of better use of the diagnostic data collected.

**OUTCOME(S):**

This change to data collection methodology has, through the use of the software and by changing working practices, enabled a more flexible approach.

The improved efficiency that is evident so far will enable better use of the data, which will drive force activity and thus in turn improve the services provided to our customers.

**FORCE CONTACT:** Melinda Lee, Performance Information Officer – 0115 9672532

## Protecting Vulnerable People – Overview

### National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

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

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

### Contextual factors overview

The force has taken account of national guidance, with particular cognisance of the Children Act 2004, the Laming Report, the Bichard Inquiry, HMIC and National Centre for Policing Excellence (NCPE) capability assessment frameworks, and the joint inspection by HMIC and Her Majesty's Inspectorate of Prisons on Managing Sex Offenders in the Community. The force has assisted in the development of the new NCPE public protection guidance and was invited by the ACPO lead to sit on the delivery board overseeing the introduction of the guidance.

A thorough review of Nottinghamshire Police's response to public protection demands has been conducted, in terms of existing resources, structures and terms of reference. The child abuse unit and the dangerous persons management unit (DPMU) operate from the central crime directorate, with domestic abuse and missing person enquiries being divisionally managed. The crime directorate retains the policy lead for all four areas of protecting vulnerable people (PVP), providing advice, guidance and scrutiny of divisional processes and results.

### Strengths

- The force has created effective partnerships and has good inter-agency relationships, described as being built on honest and open dialogue. This has led to

early consultation on policy formation and an ability to address problems. There is joint partner agency training throughout PVP disciplines.

- Force control room staff have received awareness inputs from the dangerous persons management unit, the child abuse investigation unit (CAIU) and (DV) specialist staff to ensure a victim and witness focus when crimes are reported and then recorded.
- A system is in place for six-monthly mandatory referral for three of the PVP disciplines, using external and internal counsellors. The force is currently moving towards a risk-assessment-based medical examination through which specialist staff can identify vulnerability to short-term or long-term ill-effects on health.
- All job descriptions for PVP staff are updated regularly and are compliant with the integrated competency framework to ensure a consistent approach to skills development.
- Neighbourhood Policing also has a virtual element for areas other than those defined by geography, and a dedicated beat manager for care homes enhances the PVP response.
- PVP is identified as a priority in the local policing plan 2007/08.
- PVP issues are standing agenda items on the police authority divisional members' meeting with their divisional commander.

### **Work in progress**

- Currently, the corporate development department conducts bi-monthly compliance audits for missing persons and DV work. Under the proposed new audit programme – designed to address more qualitative issues and outcomes – critical risk issues including outstanding sex offender visits, DV risk assessments and missing persons will feature. In addition, HMIC specific grading criteria (SGC) will be used to form a framework for independent audit checks by corporate development to verify the force's perception of compliance with the SGC.
- The vulnerable persons panel in the City division and joint tasking and co-ordination (weekly hotspot tasking) with partners are positive developments, but they are not consistently replicated across the organisation.

## Protecting Vulnerable People – Child Abuse

GRADE	GOOD
-------	------

### National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

### National contextual factors

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

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

### Contextual factors

The force public protection department (PPD) is a multi-disciplinary department comprising the CAIU, the sexual exploitation investigation unit and the dangerous persons management unit. The head of department (detective superintendent) is also the force lead for missing persons and the ‘rape champion’, while the deputy head (detective chief inspector) champions the force response to vulnerable adults.

Current staffing levels were reviewed by the departmental head some two years ago. They have been further reviewed following the revised terms of reference for staff, the new risk matrix assessment and the introduction of duty management teams and revised shift patterns in January 2007. This led to an improved service to victims of crime and is commented upon positively by partner organisations.

In 2000 the force introduced a dedicated and bespoke case administration tracking system (CATS), specifically for managing child abuse referrals. It was sponsored by a commercial company, Capital One, and designed in consultation with child abuse investigation specialists. This system has continued to improve and develop and is now used in at least 12 forces, with other forces expressing strong interest in adopting CATS.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

## Strengths

- The chief officer lead for child abuse investigation is the ACC (crime), who takes an active role in the monitoring of performance through the monthly Focus group, as well as scrutinising the performance data collated by the PPD.
- Staff in the specialist CAIUs are vetted to an appropriately high standard.
- Following process mapping of the existing CAIU referral arrangements, a new procedure was introduced in early 2007. This, together with a redeployment of CAIU staff, has reduced the time taken to deal with referrals at key points such as allocation and completion of referrals. In addition, improved management information now identifies any blockages in the process. This is viewed as a positive development by specialist staff, and partners have had an opportunity to discuss how any change would affect them.
- There is active scrutiny and supervision in respect of the specialist CAIU; supervisors do not carry a separate caseload, in order to ensure a focus on supervision, quality investigation and the management of risk.
- The police authority has established an Every Child Matters working group to review its own and force arrangements.
- Monthly auditing for quality control and timeliness of CAIU work is valued by staff; the results of this work are starting to be reported at the level 2 Focus meetings.
- The force has produced clear guidance for staff. This stipulates the requirements of any child abuse investigation, including when the investigation should be carried out jointly with social services. The development of the guidance was completed in conjunction with social services and it was evident from inspection fieldwork that very positive partnership relations exist, along with a commitment to providing a quality service for victims and witnesses.
- Documenting the processes for child abuse investigations, from receipt of call to finalisation of the investigation or court proceedings, has clearly identified the roles and responsibilities of all staff, from the investigators through to managers at the strategic level.
- The work of the CAIU is set out in force policy and procedural guidance, which incorporates the requirements of the *ACPO Guidance on Investigating Child Abuse and Safeguarding Children*. This guidance was also taken into account when developing the new child abuse investigation process.
- As a result of the developments in the specialist CAIU, which included a review and revised risk assessment, dedicated staffing levels have been established. The unit has also introduced duty management teams, with revised shift patterns to ensure that staff are available to respond to demand as well as having time to complete ongoing investigations. The unit currently employs an additional detective sergeant to work on implementation of national policy and guidance.

- The CAIU sergeant reviews and signs off all referrals, thus ensuring that work meets the required standard; officers will, if appropriate, be asked to revisit areas that need further investigation.
- Staff trained in the IMPACT nominal index (INI) work in the central CAIU, and INI checks are completed in respect of all investigations.
- All detective officers have initial safeguarding children training and are trained in video interview techniques for child witnesses. This training is carried out with partners to ensure a consistent approach across the force.
- All CAIU officers must undertake the Initial Crime Investigators' Development Programme and Achieving Best Evidence training. They also access the full menu of joint local safeguarding children board training. The force has taken part in the national pilot for the specialist child abuse investigators course, and is currently waiting to access regional training in this area.
- The force has a case tracking system for all child abuse investigations. This allows supervisors to actively monitor cases and ensure that force standards for child abuse investigations are met. This tracking system was designed in consultation with child abuse investigation specialists, and continues to be developed with other forces that have adopted the system to improve their management of investigations.
- Performance information is currently gathered and monitored by senior managers on:
  - the number of unresourced referrals (typically 0%, following the introduction of the duty management team response);
  - the number of referrals allocated to divisions;
  - completion and closure rate of referrals, by division;
  - intelligence submissions;
  - section 7 enquiries – strategy meetings; and
  - caseload per officer.

This performance information (the format of which is under review) is also reported monthly to chief officers at the performance Focus process, and forms part of the monthly management reviews with detective sergeants.

- All staff in the PPD maintain close links for the purposes of sharing information. A specific example is the work of CAIU staff in a joint endeavour with DPMU colleagues when applying for sex offender prevention orders, to ensure that all child safety issues are taken into account.

## **Work in progress**

- Child abuse CATS and the DV CATS are not integrated, although CAIU staff do flag DV risks on CATS entries via MEMEX, the force intelligence system. The force is developing a mechanism to negate the need for double-keying.
- Some auditing of cases is undertaken at the divisional level but the force recognises that the amount needs to be increased to ensure consistent standards, both in specialist departments and in work on divisions.

- The ACC (crime) plans to establish a public protection strategic improvement board, to further enhance performance monitoring across the public protection arena and deliver service improvements.
- The current referral system for allocating low-level child abuse investigations to divisions is not consistent with the principles enshrined in national guidance and *Working Together to Safeguard Children*. Child abuse investigations are being undertaken by officers who lack appropriate training. While such cases may be relatively minor in nature, a consistent approach and level of service are required. However, referrals are:
  - routinely risk assessed by specialist CAIU staff;
  - reviewed and allocated by a divisional detective inspector;
  - overseen or investigated by ‘named officers’ on divisions;
  - subsequently subject to scrutiny via audit; and
  - received back in the CAIU for quality assurance and finalisation.

### **Areas for improvement**

- Divisional officers with 15 months’ service receive a three-hour training input on child protection, but no other training is given to divisional officers who undertake joint child abuse investigations.
- Some divisional officers display a lack of understanding of the requirements of joint working. For example, a detective inspector had to stop a multi-agency meeting on a child death to advise a divisional officer of the need to share information.
- The completion of an appropriate strategy discussion summary by a supervisor, and details of the decisions made, are not consistently recorded on CATS.
- Divisional officers do not always inform the central CAIU of joint investigations in which they are involved, and as a result these will not be recorded on CATS. Divisional officers can be slow in updating CATS, and updates sometimes have to be chased up.
- The CATS system is accessible via the central CAIU but is not accessible to divisional officers undertaking child abuse investigations. Not all divisional investigations are being recorded on CATS.
- Recognising that low level child abuse investigations are not always robustly dealt with by divisional officers – often because of other heavy operational demands on them – the City division is in the process of recruiting a child abuse investigation officer, and is also providing appropriate investigation training to one of the DV officers. Other divisions have named officers to assist in child abuse investigations, but this does not always provide the support required.
- Divisional officers investigating child abuse complete the initial strategy discussion and attend any strategy meeting or case conferences. This can, however, be problematic where such officers are working shifts.

## Developing Practice

**INSPECTION AREA:** Child abuse investigation

**TITLE:** Child abuse referral process

**PROBLEM:**

An internal review identified a number of problems with the child abuse referral process; these, if not addressed, could increase the risks both to the victim and to the organisation's reputation. In addition, it was recognised that management information did not address case progression or identify blockages sufficiently early to expedite decision making and the resolution of abuse allegations.

**SOLUTION:**

The corporate development department agreed to prepare a detailed process map; this would identify key decision points and key process points when progress could be evaluated, and provide a point of reference for any officer needing to obtain information on the referral process. The process mapping was conducted as a joint exercise and was subject to considerable checking and validation to ensure that data capture points, key performance indicators and efficiency issues were recorded and understood.

**OUTCOME(S):**

As a result of the analysis, the deployment of officers has been reviewed and the following outcomes have been achieved:

- The average number of referrals pending has fallen from 17.0 to 7.41.
- The average number of referrals ready for allocation has fallen from 12.16 to 3.89.
- Referrals are completed in a shorter timescale. The average was 20.53 days in 2005; 7.27 days in 2006; and 13.88 days in 2007.

These reductions represent a significant reduction in risk to victims and also to the force's reputation. In addition, improved management information now identifies where blockages are occurring in both system and resources. The results were achieved at a time when the CAIU was operating two to three staff below establishment. The knowledge gained is now informing a review of current computer software and a national review of performance indicators for child abuse.

**FORCE CONTACT:** Detective Inspector Dave Taylor – 07970 263204



**INSPECTION AREA:** Child abuse investigation

**TITLE:** Nottingham City and Nottinghamshire safeguarding children boards protocol in respect of referral criteria and information sharing relating to concerns of harm arising from sexual activity of young people under the age of 18

**PROBLEM:**

While the new national *Working Together* guidance makes recommendations for information-sharing between agencies in respect of under-age sexual activity, there is no national protocol. A continuing reluctance on the part of some agencies to share information is, some professionals feel, contravening the human rights of their clients and could lead to unnecessary criminalisation. However, the failure to share relevant information can also lead to increased vulnerability or allow inappropriate and criminal behaviour to continue unchecked.

**SOLUTION:**

The force has led on the introduction of a protocol between agencies, launched by the two relevant local safeguarding children boards. In brief, the protocol facilitates appropriate information sharing without leading automatically to criminal offences being recorded. The protocol was written following consultation with the force crime registrar, the data information sharing officer and relevant members of the safeguarding boards. It recognises the balance between giving young people access to safe, confidential health services and promoting and safeguarding their welfare. It gives clear advice on risk of harm factors, power imbalance, disabled children and young people, information sharing and confidentiality, and also outlines the procedures for making referrals to children's social care. Detailed guidance sets out the actions to be taken which are dependent on the age of the children involved. Outcomes also take into account information from both children's social care workers and appropriate force members. There is also guidance available on the action to be taken when a decision is made not to refer.

The protocol reflects the recommendations of the Bichard Report as well as other relevant legislation.

**OUTCOME(S):**

This protocol has increased understanding and confidence between the relevant agencies in respect of this sensitive issue. It has led to referrals being made and information being shared that previously would have remained as single-agency intelligence or would even have been left undocumented.

**FORCE CONTACT:** Detective Supt Jackie Alexander, Head of Public Protection – 07799 656588

## Protecting Vulnerable People – Domestic Violence

GRADE	GOOD
-------	------

### National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

### National contextual factors

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

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

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

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

### Contextual factors

Nottinghamshire Police recognises the complex issues that surround domestic abuse, such as its effects on children, the vulnerability of victims, and the reluctance they may feel to report an attack for fear of reprisals. Each division has a domestic abuse support unit (DASU) that provides specialist support and advice both for victims and for police investigators. The units work closely with statutory and voluntary partners in a multi-agency approach to reducing domestic abuse, and are represented on the local domestic violence forums.

A new awareness campaign to help victims of DV was launched in the Mansfield and Ashfield areas of Nottinghamshire in January 2007. This is a partnership between the police, local partners and Crimestoppers. It encourages anyone who suspects that someone

they know is being abused to call Crimestoppers anonymously. Any information given is referred to the local DASU, which carries out a risk assessment of the victim and then ensures that help and protection are available; this should reduce the risk of further abuse and/or serious harm to the victim.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

## **Strengths**

- The division has just trialled a multi-agency risk assessment conference (MARAC) and robust structures are in place for dealing with all levels of risk in relation to identified victims of DV.
- The DASU's primary role is to ensure effective risk assessment and management of high risk cases. It also works with the probation service to monitor offenders subject to the Integrated Domestic Abuse Programme. Staff are available to give advice or support investigations, as directed by senior detectives in divisions.
- Staff are clear about roles and responsibilities in respect of victims and the perpetrators of DV, and appropriate Centrex training modules have been delivered to specialist and front-line officers. All front-line officers have received DV modules 1 and 3, while beat managers and specialist officers receive enhanced training modules.
- All specialist staff are required to attend Nottinghamshire Domestic Violence Forum (NDVF) modular training (1 and 2), which is equivalent to the Centrex DV package module 1. Divisions are also encouraged to send staff to the NDVF modules 3 and 4, which concentrate on understanding perpetrator behaviour. Those staff who undertake risk assessments are trained in Centrex module 5 and the SPECSS plus risk assessment model (which is a list of potential risk factors pertaining to domestic violence incidents namely Separation, Pregnancy, Escalation, Cultural, Sexual assault and Stalking). Many of the DASU staff have accessed multi-agency training supplied by the local safeguarding children board – looking at, for example, children, black and ethnic minorities communities and those with disabilities within the sphere of DV. A number of long-serving DASU staff have been awarded the Teesside University Certificate in Professional Development for DV.
- All DV incidents involving children that are repeat incidents or where the child is on the at-risk register are referred to social services, to ensure that additional risks are identified and partner agencies can take appropriate action.
- The monthly force management information pack contains data on a range of DV indicators, notably:
  - total number of DV incidents;
  - total number of DV crimes (broken down by crime type);
  - comparison of DV violent crime to all violent crime;
  - offender relationship to victim;
  - total number of DV-coded crime, by division;
  - number of repeat victims;
  - sanction detection rate for DV crime, by force and division; and
  - detection rate by violent crime type.

This performance information is used both to identify areas of risk and to adapt operational activity in order to try to prevent DV incidents. For example, to reduce incidents of serious harm through escalation of violence, a policy was introduced to reduce risk of serious injury after incidents where injuries could have been greater than actually occurred.

- The ACC (crime) is the chief officer lead for public protection matters, including DV. The ACC takes an active role in the monitoring of performance through the monthly Focus group meeting, as well as in scrutiny of the performance data collated by the department.
- DV incidents are reviewed on a daily basis at the daily tasking meeting to ensure that actions have been carried out, and to identify victims at greatest risk.
- A specialist DV adviser in each operational response team has received specialist DV training in the form of the Centrex modules.
- DV is one of the key strands of LAAs, capturing the number of incidents reported and the sanction detection rate. This helps to ensure that action is monitored and discussed with partners.
- A DV problem profile has recently been completed in conjunction with partner agencies, to inform agencies as to the true nature and extent of DV across the county.
- Officers attending DV incidents are informed by control room staff of any relevant flags and intelligence relating to offenders who may be present. This ensures that officers can take necessary precautions and also provide an appropriate service to victims or witnesses. The attending officers carry DV packs, which include pull-out information for the victim.
- All DV incidents or crime records remain open and cannot be closed until the risk assessment has been completed by the DASU.
  - Each of the four territorial divisions has a dedicated DASU. Staff numbers vary according to workload, but each unit comprises a sergeant, constables and clerical support.
- The DV policy includes the requirement for a 'rolling handover' of any incidents that involve an outstanding suspect, ensuring that arrests are made as quickly as possible.
- All DV records previously recorded on the force standalone database have been back-record converted and are now on the force case tracking system for DV.

### **Work in progress**

- During 2007 new call takers have been trained using various modules of the Centrex DV training, although longer serving call takers have not benefited from this training. However, all call takers/dispatchers have access to DV information – including refuge centre details – to advise callers as appropriate.
- DV currently features in the violent crime strategy. Discussion is ongoing about formation of a public protection gold group to address domestic abuse issues, and the links to the wider public protection agenda. Such a change would demonstrate

the level of importance attached to this area of work and could further facilitate the identification of, and interaction with, hard-to-reach groups, where reluctance to report incidents is problematic.

- DV is regarded as a priority by divisional management. Robust risk assessment processes are in place to identify those at greatest risk, using the SPECES model. However, the differentiation of outcomes for victims, and the investigation resulting from the risk assessment process, are less clear.
- The ACC (crime) plans to establish a public protection strategic improvement board, to enhance the monitoring of performance across the public protection arena and oversee service delivery improvements.
- Through improved IT and risk assessment processes a clearer indication of demand has influenced growth in resources for the DASUs. The force is awaiting the result of activity analysis across the units, and a modified risk assessment pilot project, to inform future staffing levels.
- A DV incident is recorded on three main systems:
  - force command and control;
  - the force crime management system; and
  - the CATS DV dedicated IT system (some additional paper-based records are in continued use while the system is being further developed).

CATS DV is currently a database developed by a consortium of forces, based upon the original child abuse CATS. It allows the collation and management of information concerning DV cases beyond individual crime investigation. It is accessible to all DV units and there are plans to roll it out to front-line service providers.

### **Areas for improvement**

- There is a problematic variation in managing DV risk. The DASU on the City division currently manages only high-risk DV cases while other divisions proactively manage medium-risk cases; the rationale for this variation relates to volume and capacity, but nonetheless the issue should be addressed.
- In the review of the medium risk DV process (managed by beat sergeants) consideration needs to be given to the capacity of these officers to deal with high caseloads. One sergeant currently has responsibility for supervising over 100 medium-risk victims, and maintains a standalone Excel spreadsheet to ensure that officers are maintaining contact every four to six weeks.

## Protecting Vulnerable People – Public Protection

GRADE	GOOD
-------	------

### National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

### National contextual factors

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

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

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

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

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

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

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

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

- defensible decisions;

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

## **Contextual factors**

The PPD comprises three closely related core units: the CAIU, the sexual exploitation investigation unit and the DPMU. These units not only work closely with each other but are also linked to divisions and inter-agency partnerships, notably the city and county local safeguarding children boards and multi-agency public protection arrangements (MAPPA) groups. Cross-agency working, service level agreements and information-sharing arrangements and protocols ensure that public protection partners work closely at both strategic and practitioner level.

The force has developed a multi-agency co-location arrangement for police and probation workers dedicated to the management of dangerous offenders. This team has sought effective ways to manage registered offenders and has been a catalyst for joint visits to MAPPA offenders being managed in the community.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

## **Strengths**

- The ACC (crime) is the chief officer lead for public protection matters, which include those relating to sex offenders and dangerous offenders. The ACC takes an active role in the monitoring of performance through the monthly Focus group, as well as in scrutiny of the performance data collated by the PPD.
- There is robust management of registered sex offenders (RSOs). Good use is made of the Violent and Sex Offenders Register (ViSOR) system, which is comprehensively completed. In particular, home visits are recorded and scheduled, while risk assessment and risk management plans are regularly reviewed and updated.
- Force control room inspectors, and most force control room managers, have been trained to use ViSOR and can access the terminal, which is located in a secure place in the force control room.
- A significant increase in the number of public protection officers (PPOs) – from 4 to 20 – has enabled a shift in their responsibility from high-risk RSOs only to all RSOs. Current staffing levels were determined in the review of DPMU and were implemented in September 2005. This increase has enabled specialist trained staff to manage cases in a consistent and appropriate way. The officers are clear about their role in managing risk to prevent further offences from being committed.
- The HQ PPD is responsible for 'missing' sex offenders – ie, those who are failing to comply with the requirement that they notify the police of their place of residence – and category 2 offenders, and undertakes regular reviews of all missing offenders.

There is also active management of sex offenders still in prison; examples were given of offenders in prison being dealt with for breaching sex offender prevention orders.

- A dedicated detective sergeant in each divisional PPU team effects robust management of actions and investigation activity.
- Offenders falling outside the MAPPA process (eg unconvicted offenders) are a divisional responsibility. They are identified and prioritised through DV risk assessment and NIM processes. Divisional resources are allocated through the tasking and co-ordination process, to manage the identified risk associated with these individuals.
- All risk management plans are updated on the completion of a home visit or on receipt of new information. Each case is then assessed on the information available at that time and actioned in a timely manner.
- There is regular completion and review by supervisors of risk assessments and risk management plans following the completion of every home visit.
- Risk assessments are completed immediately following the transfer of a new ViSOR nominal.
- There is comprehensive completion of the ViSOR system and activity log, maximising the business benefits derived from the system.
- Home visits are completed in accordance with force policy on frequency and timescales. Compliance with the visiting regime – including some randomly timed visits – is monitored. Home visits are undertaken by two officers in every instance.
- An audit of eight nominals is completed every month by the central ViSOR team. Results are reported to supervisors and any concerns about individual records are dealt with. Any trends or process issues form part of management information for senior officers to address.
- A service level agreement details the expectations of officers in completing ViSOR records; such records are created for all registered sex offenders and all MAPPA 3 cases. This is a key element of the accountability structure, which sets out roles and responsibilities for staff up to and including chief officers.
- A ViSOR terminal funded by the force has been installed in probation offices, and probation staff have been trained in its use by police officers.
- Force policy is to pursue prosecution for breach of notification requirements. The caution route is used only in exceptional cases.
- A monthly performance meeting scrutinises public protection data, including the number of RSOs, the categories of offenders, visits and interventions.
- All specialist officers are subject to a mandatory requirement to attend the Foundation Course in Understanding Sex Offenders. Upon completion of this course, officers attend subsequent courses on risk management and offender interviewing. Risk Matrix 2000 training was delivered to the central DPMU team, and all dedicated DPMU staff have received training in ViSOR. The force provided a one-day local training course on Understanding MAPPA. DPMU officers also attend the local safeguarding children board's Introduction to Child Protection course. One



officer at the HQ DPMU has received training in financial investigation, to help in tracking 'missing' RSOs.

- The PPD sits within the force crime directorate, and comprises the CAIU, the sexual exploitation investigation unit and the DPMU. The DPMU is responsible for the administration of ViSOR, management of sex offenders resident in prison, audits, management of missing nominals (ensuring a corporate approach) and the force single point of contact. Each division has a dedicated DPMU that is responsible for the management of offenders resident on the division.

### **Work in progress**

- The force control room provides out-of-office-hours ViSOR access but little use is made of this facility. The DPMU is aware of this deficiency and plans to relaunch use and access of ViSOR force-wide.
- The ACC (crime) plans to establish a public protection strategic improvement board that will further enhance the monitoring of performance across the public protection arena, and oversee service delivery improvements.

### **Areas for improvement**

- Nottinghamshire uses Risk Matrix 2000 to risk assess juvenile and female offenders, although it was designed specifically for male sex offenders. This is not in itself problematic, provided that the force acknowledges the need – in the absence of an accredited alternative assessment process for juveniles and females – to temper its use for these categories to avoid any inappropriate risks being referred.
- MAPPA minutes are not entered into the ViSOR system, and reference to MAPPA meetings and summary of the meeting content within the activity log are not consistent.

## Developing Practice

**INSPECTION AREA:** Public protection

**TITLE:** Co-working improvement group (co-location group)

**PROBLEM:**

The comprehensive assessment of the risk of re-offending is one of the most important contributors to the formulation of effective risk management plans that are based on clearly evidenced defensible decisions. The effectiveness of this task depends largely on the quality and timeliness of the information exchange process, and co-ordination of the working practices of the statutory agencies with a responsibility for protecting the public from the risk of harm.

**SOLUTION:**

A co-located team, initially comprising mostly police and probation staff, was formed in 2005 to identify opportunities for police and probation staff throughout Nottinghamshire to work together more effectively. The remit was then broadened as the group correctly identified that reviewing and sharing the public protection working practices of each agency could achieve more. This resulted in the team being renamed the co-working improvement group in 2006, with membership widened to include representation from the youth offending teams.

**OUTCOME(S):**

The following are some of the most significant outcomes from the work of the group.

- Joint police (DPMU) and probation public protection team visits to RSOs are now routine across the city and the county.
- Probation public protection teams and divisional police DPMUs are routinely engaged in structured tactical briefings on offender risk management plans as part of their core activities. This contrasts with previous practice, where such collaboration was reserved mainly for offenders managed within MAPPA.
- ViSOR is now available to police DPMUs, the probation public protection team based in the city (Derby Road) and the prison service at HMP Whatton (a prison in Nottinghamshire that accommodates sex offenders).

Local public protection practice across the agencies is scrutinised and benchmarked with national MAPPA data collated from each of the 42 MAPPA annual reports, last published in October 2006. This ensures that the offender category gate-keeping process is consistent across Nottinghamshire and is in line with national practice, while also reviewing the appropriateness of the collective decision-making around MAPPA risk management levels.

A final outcome is a shared culture in which each agency involved in public protection work collaborates in the delivery of more comprehensive offender management plans, achieved through a mutual understanding of what each agency can offer to the overall risk management package.

**FORCE CONTACT:** Detective Supt Jackie Alexander, Head of Public Protection – 07799 656588

## Protecting Vulnerable People – Missing Persons

GRADE	GOOD
-------	------

### National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

### National contextual factors

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

### Contextual factors

The day-to-day management of missing persons is divisionally based, with the force crime directorate retaining responsibility for developing and leading on policy.

A database, COMPACT, is used throughout the force to record and manage missing persons enquiries and investigations. Missing persons work has a high profile within Nottinghamshire among front-line operational and investigative staff, control room staff and supervisors.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

### Strengths

- The ACC (crime) has portfolio responsibility for missing persons, thus ensuring a strategic link with the other PVP disciplines. A proactive and strategic direction for missing persons, aimed at further improvements, is being provided at chief officer level and monitored through an improvement plan.
- Force control room staff have access to the COMPACT database (for recording and managing missing persons enquiries) and all handlers and dispatchers are trained in its use. A robust risk grading and supervision process for missing persons is evident in the force control room. Call handlers, who have been appropriately trained, make an initial risk assessment, and dispatchers have the opportunity to re-grade if appropriate. High risk missing persons are assigned to a manager for supervision. Missing persons logs form part of the 30 incidents per day that are audited by the force control room incident registrar.

- There is evidence of understanding among front-line officers of the importance of complying with the missing persons policy, questioning missing persons and updating COMPACT, especially where missing persons have returned prior to the arrival of responding officers.
- Another initiative on the City division, run in conjunction with the National Society for the Prevention of Cruelty to Children, conducts return interviews with identified repeat missing-from-home individuals. This has been seen as a positive development, allowing young persons to discuss issues they may not ordinarily raise with police officers, and thus preventing further incidents.
- A multi-agency initiative to address street prostitution has had a significant impact through a proactive policy of arrest and a focus upon young persons missing from care homes. This has assisted in reducing instances of repeat missing persons who were engaging in prostitution and subject to sexual exploitation.
- The force is piloting a multi-agency forum (partners agencies working together) to manage children in social care accommodation who are repeatedly reported as missing. This had led to a reduction in the number of young persons reported missing from at least two premises.
- A clear line of accountability for missing person investigations is evident. Investigations are handed over at the conclusion of an officer's shift, while sergeants and inspectors review risk assessments at designated time intervals. Senior investigating officers are required to review investigations as appropriate, according to the risk and vulnerability of the missing person.
- The force has both policy and detailed guidance on the requirements for all missing persons investigations, including directions on recording, risk assessment and action. The policy is up to date and compliant with national guidance. The use of COMPACT and compliance with policy are monitored, with results made available to senior officers for monitoring purposes.
- The City division has established a vulnerable persons panel (separate to the social care forum above) where individuals, including missing persons, can be discussed in a multi-agency forum. Any actions with or for partners can then be agreed, and results reported at the next meeting.
- Missing persons are discussed at divisional daily management meetings so that staff and senior managers are aware of cases in their area and can monitor the progress of investigations.

### **Work in progress**

- Considerable frustration arises when children's homes persistently report unauthorised absences as missing persons cases. The force control room operators record these as such absences, rather than missing persons, where circumstances dictate, to try to avert the premature and unproductive deployment of officers. This complies with national and force missing persons policy. The recruitment of a missing persons manager should help to tackle the problem by developing policy and practice with care homes to reduce reoccurrences.

### **Area for improvement**

- The requirements of the COMPACT system are detailed and officers experience difficulty in collecting all relevant data at the initial visit; they often contact the reporting person themselves while online, to complete the required elements. This is further complicated by the fact that the entries are mainly in free text format, which makes searching difficult, and so information is often repeated.

## Developing Practice

**INSPECTION AREA:** Vulnerable missing persons

**TITLE:** Compact compliance/establishment of silver missing persons group

**PROBLEM:**

In late 2005, anecdotal evidence suggested that the force database for recording missing persons cases was not being used systematically or in accordance with force policy. An independent, detailed audit was commissioned by the force lead for missing persons, conducted by the corporate development inspectorate. This demonstrated that policy was not being complied with and that COMPACT was not being used in up to 75% of missing persons reports. While these were invariably traced within a few hours, a significant proportion concerned children aged between 12 and 16 and therefore particularly vulnerable, posing a risk both to potentially vulnerable children and to the force's reputation.

**SOLUTION:**

- COMPACT compliance was set as a force target and reported on monthly, through the Focus process up to command team and police authority level.
- The management of missing persons was formally registered as a project under the crime project family board set up by the ACC (crime). This board, which meets every six weeks, ensures ease of access to chief officers and an opportunity to address barriers and to monitor performance and improvements against targets.
- A silver missing persons group was established, with divisional representation of at least detective chief inspector level. Best practice was shared and each division was required to submit a divisional management plan. The group has continued to meet quarterly.
- Training was incorporated into the force crime directorate seminar in October 2006, which was aimed at chief inspectors and above.
- A one-day training seminar dedicated to missing persons was delivered in early 2007 to sergeants, inspectors and control room staff.
- A regional missing persons group was established and data is now shared.
- A business case has been accepted for the establishment of a dedicated missing persons manager, whose role will have an emphasis on reducing repeat and vulnerable cases. The recruitment process is under way.

**OUTCOME(S):**

- Over the course of this initiative, considerable improvements have been secured in respect of compliance. In the 12-month period from December 2005 to December 2006, compliance improved from 29.8% to 67.06%, with one division consistently achieving between 90% and 100% compliance for the last five periods.
- Other outcomes include a better understanding of the vulnerability of young repeat missing persons, and the commitment of the force to address the issue of missing persons from a more strategic perspective; a reduction strategy will be implemented through the new role of missing persons manager.
- Divisions have also introduced their own qualitative audits, and missing persons now forms part of the daily tasking and co-ordination process on divisions.

- In one sector of the city a multi-agency vulnerable persons group has been established. This group meets monthly to address the issues of vulnerable people – including missing persons – from a multi-agency perspective.

At the request of the police lead, the local safeguarding children boards have re-established a multi-agency missing persons working group, to address the issue of vulnerable missing children.

**FORCE CONTACT:** Detective Superintendent Jackie Alexander, Head of Public Protection  
– 07799 656588

## Appendix: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ADR	annual data requirement

### B

BATS	briefing and tasking system
BCU	basic command unit

### C

CAIU	child abuse investigation unit
------	--------------------------------

### D

DCC	deputy chief constable
DPMU	dangerous persons management unit
DV	domestic violence

### H

HMIC	Her Majesty's Inspectorate of Constabulary
HR	human resources

### L

LAA	local area agreement
LAC	local area command
LCJB	local criminal justice board

### M

MAPPA	multi-agency public protection arrangements
-------	---



MSFs most similar force(s)

**N**

NCPE National Centre for Policing Excellence

NIM National Intelligence Model

**P**

PCSO police community support officer

PDR personal development review

PPAF policing performance assessment framework

PPD public protection department

PPU public protection unit

**Q**

QoSC quality of service commitment

**R**

RSO registered sex offender

**S**

SARA scanning, analysis, response, assessment

SGC Specific Grading Criteria

SNT safer neighbourhood team

**V**

ViSOR Violent and Sex Offenders Register