

Her Majesty's Inspectorate of Constabulary



**HMIC Inspection Report**  
**South Wales Police**  
**Neighbourhood Policing**  
**Developing Citizen Focus Policing**

**September 2008**



*South Wales Police – HMIC Inspection*

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## Introduction to HMIC Inspections

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

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

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

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

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

## HMIC business plan for 2008/09

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

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

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

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

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

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

## Programmed frameworks

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

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

## Neighbourhood Policing

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

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

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

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

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

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

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

### **Developing Citizen Focus policing**

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

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

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

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

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

## Statutory performance indicators and key diagnostic indicators

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

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

### Neighbourhood Policing

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

### Developing Citizen Focus policing

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

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

## Developing Practice

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

## The grading process

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

### Meeting the standard

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

## Force overview and context

South Wales Police has:

- 6 basic command units (BCUs);
- 70 Neighbourhood Policing teams;
- 456 Officers dedicated to Neighbourhood Policing;
- 327 PCSOs dedicated to Neighbourhood Policing;

- and is a member of seven community safety partnerships (CSPs) which cover the force area.

## Geographical description of force area

South Wales Police covers an area of 812 square miles, made up of a mixture of densely populated urban areas, valley communities, coastal areas and rural communities. Though it comprises just 10% of the land mass of Wales, the force area contains 42% of the country's population (1.25 million), and South Wales Police is the largest Welsh force in terms of officer and police staff numbers. As at 31 March 2008, South Wales Police employed 3,252 police officers, supported by 1,769 members of police staff, 328 PCSOs and 334 special constables.

The police authority has agreed a net revenue budget of £240,301,000 for 2008/09, compared with £232,099,000 in 2007/08 – an increase of 3.5%.

## Demographic description of force area

The force headquarters (HQ) is in the town of Bridgend, which forms one of six divisions: Bridgend (population 129,878); Cardiff (population 315,116); Merthyr Rhondda Cynon Taff (population 286,985); Neath and Port Talbot (population 135,332); Swansea (population 224,642); and Vale of Glamorgan (population 121,235). Each division is coterminous with its unitary authority and community safety partnership, except Merthyr Rhondda Cynon Taff, which covers the authorities of Merthyr and Rhondda Cynon Taff.

## Strategic priorities

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

The vision for South Wales Police and South Wales Police Authority is 'Keeping South Wales Safe', and both have committed themselves to maintaining communities that have full confidence in the police service. This joint vision indicates the strength of feeling and



commitment in both bodies in ensuring that they meet their commitments to the people of South Wales.

During 2008/09, the specific priorities for the force are:

- making every contact count;
- reducing crime and detecting crime;
- providing an emergency service;
- protecting our communities; and
- ensuring it is efficient and effective.

The new vision and strategic priorities have been developed following the introduction of a performance-driven planning process that is based around the assessment of policing and community safety (APACS) performance measurement framework.

Every division and department has an 'at a glance' plan, with specific performance targets in place that is based on, and contributes to, delivery of the force's annual plan. This ensures that there is a clear line of sight from vision to service delivery.

Performance against the departmental/divisional plans and the annual plan is monitored through the governance structure.

## Force performance overview

### Force development since 2007 inspections

Since the inspection in 2007, the force has progressed in a number of areas, including the development of a performance-driven annual plan, discussed above, that is aligned to APACS and underpinned by divisional and departmental plans.

Other key developments include the following:

- **Call management**  
Improving call handling is the top priority for the force and a proposal has been submitted to establish a 'one-stop shop' in terms of a customer service contact centre for the force that encompasses both first contact and incident resolution. The initial phase of the proposed programme will comprise:
  - reviewing existing working practices to ensure that the most effective use is being made of technology, shift patterns and existing resources;
  - reviewing the function of the switchboard to enhance the existing functionality and resolve more calls at the first point of contact;
  - investing in the 101 single non-emergency number (SNEN) to sustain its current position and roll it out across the force area so that it can take all non-emergency calls for the force; and
  - process re-engineering the tasking and demand management units (TDMUs) and occurrence bureau, creating a virtual link between these units.
- **The development of a corporate identity**  
Clarity of vision and of the force's five key priorities have been established, reinforcing the message 'One Force, One Vision' with all staff working towards the same goal of 'Keeping South Wales Safe'.

- **The introduction of a performance management board**

The performance management board (PMB) is a monthly forum chaired by the deputy chief constable (DCC) and attended by divisional commanders and departmental heads. Its purpose is to examine compliance with force policies within divisions and departments in order to improve performance. The compliance reviews highlight good practice and areas for improvement, both at strategic and individual levels, through a formal written report and monthly presentation.
- **Strengthening the internal inspection and audit processes**

In line with the development of the PMB as stated above, the force is committed to strengthening its internal control and audit functions. To this end, areas identified in recent inspections by HMIC, and specific issues identified as weaknesses, have been targeted as part of an ongoing process.
- **The Welsh extremism and counter-terrorism unit (WECTU)**

This unit went live on 1 April 2008. Its operational centre is in Bridgend but satellite offices are sited throughout the four Welsh forces. Phase 1 of the development of the WECTU will take place over the financial year 2008/09. During this period a full governance document and operational manual, including service level agreements, will be developed.
- **Workforce transformation project**

Stemming from a recommendation from the division/HQ review, South Wales Police is currently undertaking workforce transformation to match skills with tasks; to provide more capacity and productivity; and to make the workforce more cost efficient. Workforce transformation will also look at which posts require a warranted officer to undertake that role. To date, 85 posts have been remodelled, which equates to a £1.3 million saving. Of these posts:

  - 53 have been disestablished and replacements assigned;
  - 32 are in the process of being disestablished; and
  - 28 officers have been assigned to front-line roles.

The wider programme has looked at improving the way in which sickness absence is managed and has also carried out a review of the 30+ scheme and its current participants, resulting in significant changes to processes. In addition, the programme has rationalised many issues in relation to resource planning.
- **Implementation of Socrates**

The force has recently implemented a forensic tracking and performance management system to replace the silo systems that were in place.
- **All-Wales collaboration**

The national policing plan for Wales has been formally agreed and adopted by all four police authorities. Collaborative ventures include:

  - serious organised and cross-border crime;
  - major crime, including the scientific support unit;
  - local policing, including links with the joint emergency services group;
  - public protection; and
  - business support.

In addition to these developments, a number of initiatives are currently in progress, including the following:

- **A review of the force governance structure**  
The current structure has been in place for approximately six months and it is timely to review its effectiveness. The revised structure will also take into consideration a number of developments, including the introduction of PMBs and the police authority's review of its processes and governance structure.
- **Resource usage**  
This includes the implementation of a duty management system and a review of shift patterns in use for response and neighbourhood officers across the force.

## Neighbourhood Policing

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

Following the moderation process, South Wales was assessed as meeting the standard. Neighbourhood Policing has been implemented to a consistent standard across the force.

### Neighbourhoods are appropriately staffed (coverage).

#### Summary statement

**The force is deploying across all its BCUs, the right people in the right place at the right times, to ensure its neighbourhoods are appropriately staffed.**

#### Strengths

- There are 232 defined neighbourhoods in South Wales, all of which are coterminous with local authority ward boundaries, other than a small number in Swansea where busier wards have been split, taking account of the Office for National Statistics lower layer super output areas. Super output areas were devised by the Office for National Statistics to overcome a number of drawbacks with electoral ward-based data; the areas are consistent in population size and the boundaries will not change.
- Each neighbourhood has been assessed using a traffic light matrix (RAG [red, amber, green] matrix) and scored as to the level of resourcing necessary dependent on factors such as crime, demographics and deprivation levels. The named contacts have support teams either in their neighbourhood or covering a number of neighbourhoods depending on the RAG matrix factors.
- A dedicated neighbourhood sergeant is the lead for small neighbourhood clusters and has a team of officers and staff covering the cluster to support the named contact. The teams vary in size dependent on RAG matrix scoring factors.
- Neighbourhood clusters are grouped into sectors in a BCU, each of which is led by a uniformed inspector. BCUs have flexibility as to the responsibilities of sector inspectors. In some BCUs they are dedicated to Neighbourhood Policing, while in others they lead both the neighbourhood and response teams.
- Cardiff BCU is in the process of developing from Neighbourhood Policing to the next stage of combined neighbourhood management, which involves the local authority devolving services under managers to six inspector-led sector levels. As part of this process, neighbourhood boundaries have all been reviewed, taking into account super output areas. No changes were recommended by this review.
- On an annual basis, neighbourhood ward boundaries are reviewed, monitored and enforced through BCUs completing a neighbourhood assessment matrix, which incorporates both police and partner data. This process involves consultation with partners and local communities although no neighbourhood boundaries have been changed as a consequence of this process.

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- Every identified neighbourhood in South Wales has a named contact. These are mainly PCSOs as they are less likely to be abstracted from neighbourhoods to perform other duties. The named contact has either direct dedicated support or neighbourhood cluster support tasked by the sergeant. The size and deployment of support teams is determined by the RAG matrix factors.
- The following resources are dedicated to Neighbourhood Policing (with the exception of a number of neighbourhood inspectors with dual responsibility for response policing):
  - 27 neighbour/sector inspectors;
  - 72 dedicated neighbourhood sergeants;
  - 401 dedicated neighbourhood constables;
  - 327 PCSOs; and
  - 235 special constables.
- A document entitled *Guidance on the Recruitment and Selection for Neighbourhood Policing Teams* (dated January 2008) outlines the processes required to ensure BCU commanders consider succession planning the Neighbourhood Policing teams and ensure appropriate staffing with officers who have the appropriate skills and background to deliver Neighbourhood Policing.
- Succession planning for neighbourhoods is achieved on two levels; at force level, the extended police family (EPF) working group and force resource management group meet monthly to consider BCU resourcing issues and post new officers and staff as necessary. At BCU level, the BCU commanders chair monthly resource management meetings to plan for forthcoming vacancies in Neighbourhood Policing teams.
- There is a strong message from the ACPO lead that vacancies will not be carried on Neighbourhood Policing teams. Neighbourhood resourcing is reviewed at force performance meetings.
- On 31 March 2008, the force had 327 PCSOs in post, which is 100% of the total allocation.
- The abstraction policy has been updated and simplified since the last inspection. The policy sets out activities expected of neighbourhood officers and staff and includes:
  - activities directly related to role, such as briefings, problem-solving meetings, relevant court appearances, preparation of case papers;
  - prisoner handling;
  - rest day, annual leave or public holiday; and
  - mandatory training and training for their Neighbourhood Policing role.

Any activity falling outside the above criteria is considered as an abstraction.

- The abstraction target for each neighbourhood is to achieve no more than 20% abstraction for neighbourhood officers and staff. The abstraction rate is monitored both at BCU and force-level performance meetings.
- Abstractions are recorded on an abstraction form by officers and staff on a paper-based system, which is overseen by line managers en route to the BCU performance analyst. Abstraction data is analysed by the force performance management unit and published on the force information system (FIS).

- Officers and staff interviewed demonstrated a consistent awareness of the abstraction policy: they were aware of the type of activities that constitute an abstraction from their neighbourhood.
- 'Understanding Complex Communities' is a four-day training course targeted initially towards 48 neighbourhood officers working in diverse communities. The aims of the course are to equip them to understand Muslim communities, to increase trust and confidence and to build communication enabling them to better prevent and recognise radicalisation at an early stage. The strategic aim of Phase one is that officers and staff need to understand what 'normal' looks like and to recognise 'abnormal' in relation to radicalisation. Phase two of this training will capture more officers and broaden to include other faiths.
- Each BCU has a chief inspector lead responsible for delivery of the BCU element of the counter-terrorism strategy. There is a strong focus to ensure that community intelligence is actively sought and that Neighbourhood Policing teams are properly briefed. The counter-terrorism strategy is overseen by a chief inspector in the force operations department and provides the force link with the regional overt counter-terrorism tactical tasking and co-ordination group (TTCG).
- Each BCU has a Special Branch single point of contact, with responsibility for briefing staff at all levels in the BCU in respect of counter-terrorism issues and overt operations. Briefings are tailored to ensure more in-depth briefings are delivered according to the intelligence picture. Records are retained of all briefings. In the last year Special Branch has conducted over 1,000 briefings in South Wales Police.
- Special Branch has an input on the neighbourhood and PCSO training courses to equip officers and staff with expectations and knowledge around community and counter-terrorism intelligence gathering.
- PCSO induction training is subject to regular ongoing review and evaluation, and has recently been extended from six weeks to ten weeks. The force aim to make this course National Vocational Qualification (NVQ) accredited.
- All officers and staff deployed in Neighbourhood Policing have undergone a five-day induction course delivered during the past three years. This course is based on the NPIA core leadership development programme – Neighbourhood Policing for police officers and wider police learning and development programme for PCSOs, and has been adapted to meet local needs.
- A five-day refresher training course has been developed based on the NPIA programmes for Neighbourhood Policing and adapted to meet local needs. The course includes a two-day joint problem-solving course, which has been developed based on the scanning, analysis, response, assessment (SARA) problem-solving model.
- The ratio of inspectors to sergeants, constables, and PCSOs in Neighbourhood Policing teams was set during the roll-out of Neighbourhood Policing. The range is currently at one sergeant per 7.7–12.5 constables and is felt to be appropriate by all groups interviewed. The implementation team has oversight of the ratios.
- BCU commanders chair resource management boards. Neighbourhood resourcing levels and the ratio of inspectors and sergeant and inspectors to constables and PCSOs is reviewed at this meeting, taking into account the demographics and crime complexities of each neighbourhood.

- On average, each Neighbourhood Policing inspector is responsible for two Neighbourhood Policing sergeants, 13 constables and 12 PCSOs, although this can vary, depending on the local requirements of the geographic location.
- A structure of formal commendation ceremonies exists throughout the force where officers, staff and members of the public are recognised for outstanding bravery, performance or delivery of a positive experience to the public. Neighbourhood officers and staff make up a reasonable proportion of persons receiving such level of formal recognition.
- In addition to commendations, the Chief Constable hosts a high profile annual award ceremony. This black tie event is usually compèred by a Welsh national television personality and attended by invited guests and media. The awards include 'best neighbourhood team', 'community officer/PCSO of the year' and special constable of the year'. To encourage innovative joint problem-solving initiatives, 'best problem-oriented partnerships (POPs) of the year' has been added to the 2008 ceremony. Nominations for awards can be made by any officer or staff member and are scrutinised by a panel, which incorporates partners and community representatives.
- 'Excellence Wales' was established in 2005, run by the Welsh Local Government Association, and funded by the Welsh Assembly Government, supported by sponsors. The scheme aims to improve services to customers by encouraging learning and sharing among Welsh local authorities and the wider local government family. Partnership working in Cardiff and the Vale of Glamorgan has this year been highlighted as good practice together with Cardiff 101, which received a certificate of recognition.

### **Work in progress**

- The RAG matrix has been updated to include more analytical factors and is currently being re-run. This will provide an indication of workload, crime, deprivation and other factors in the neighbourhoods enabling consideration to be given with regard to reallocation of staff or review of boundaries.
- In March 2008, the DCC introduced a monthly PMB meeting known as compliance CompStat. While force CompStat largely focuses on volume crime issues, the new meeting is aimed at quality and compliance and this meeting monitors neighbourhood abstraction rates. The meeting is developing to introduce other neighbourhood indicators incrementally.
- The assistant chief constable (ACC) (communities and operations) has recently introduced a system of compliance checking during his regular visits with individual BCU commanders, with emphasis being placed on Neighbourhood Policing issues.
- An intranet-based neighbourhood profile template has been designed and is being populated. The template ensures that a corporate standard and quality of content will be achieved. This will provide reassurance to the force that teams fully understand the communities they police, and encourage the development of meaningful key individual networks (KINs) and community engagement. National Intelligence Model (NIM) level 2 analysts have been involved in the product design to ensure the profiles will inform NIM processes.
- The vast majority of neighbourhood officers and staff interviewed were aware of the role they play in relation to counter-terrorism, organised crime groups and vulnerable communities. The teams have recently been tasked to help identify organised crime

groups and are starting to receive disruption taskings, although this is best described as embryonic.

- Call-handling staff have been provided with guidelines of the type of occurrences suitable for direct allocation to neighbourhood resources. This, when embedded, ought to alleviate issues raised during the last inspection of inappropriate allocation of calls.
- Some BCUs are tasking PCSOs in respect of reassurance visits to victims of crime. A directive has been given by the ACC (communities and operations) that corporately all victims of dwelling burglary and auto-crime will be visited by PCSOs to offer reassurance to victims and to provide high visibility patrols to reassure neighbours. This has been documented within the revised model of Neighbourhood Policing.
- At the time of inspection in April 2008, a dedicated Neighbourhood Policing training team was established in learning and development services. This team will deliver initial and ongoing neighbourhood training requirements. The team has conducted a training needs analysis to identify current training gaps and is currently developing a new programme of Neighbourhood Policing training which will be NVQ accredited.
- Learning and development services have developed a two-day presentation skills training course to equip officers and staff to chair and/or participate in public meetings. It is anticipated that this will be rolled out across neighbourhood officers and staff during summer 2008.

### **Areas for improvement**

- Neighbourhoods have been clearly defined by the force and shown on ourbobby.com. The Bridgend page contains a promise from a sector inspector that each neighbourhood has its own 'dedicated' policing team. Dip-sample reality testing demonstrated that a number of neighbourhoods on ourbobby.com were showing the same named contact, ward priorities and Partners and Communities Together (PACT) meetings for up to three neighbourhoods. The BCU commander had amalgamated these neighbourhoods without knowledge of the ACPO lead or consultation with partners and the community. The force must ensure corporacy of delivery so as not to confuse or mislead the public. A regular corporate review of defined neighbourhood boundaries and full consultation would enable the redefining of neighbourhoods where considered desirable or necessary.
- Neighbourhood boundaries have been in place for around three years. Although there is evidence of annual BCU boundary reviews being undertaken, the inspection found no evidence of a formal corporately driven review of boundaries in consultation with partners and the community to ensure Neighbourhood Policing is delivered effectively to all communities.
- The abstraction policy is applied differently across the BCUs in terms of the level of compliance with recording abstractions and to which neighbourhood-based staff the policy applies. This has the effect that figures supplied to the force performance processes are inaccurate. The force should ensure consistency of application.
- Although quantitative abstraction data is monitored and reviewed at local and force-level performance review meetings, the inspection found general acceptance of repeated failure to meet abstraction targets by BCUs with no action taken at any level to redress the situation. This is having the effect that officers and staff feel the



process toothless and are no longer completing abstraction returns. This will further skew future data.

- Although BCUs are largely failing to meet abstraction targets, these are not broken down to demonstrate abstraction of police officers and PCSOs. The vast majority of named contacts are PCSOs and it appears from focus groups that these are rarely abstracted.
- The *Guidance on the Recruitment and Selection for Neighbourhood Policing Teams* (dated January 2008) should encourage BCU commanders to carefully consider selection and deployment of neighbourhood officers to ensure they are deployed in response to neighbourhood profiles. Where possible, experience and life skills ought to be taken into account to reflect the community where deployed, taking into account new and emerging communities and the UK counter-terrorism strategy.
- Although call handlers have been provided guidance on occurrences suitable for direct deployment to neighbourhood officers, there is still no force guidance available for all officers and staff of the type of occurrence and crime investigation suitable for allocation to neighbourhood officers. It is common practice that officers are allocated occurrences and crimes that are not relevant to local policing issues, or people resident or regularly transient in the neighbourhood.
- Although all neighbourhoods are fully staffed, there is no evidence demonstrating the allocation of officers and staff to neighbourhoods taking into account the neighbourhood profile, in combination with the life skills of officers and staff. Such factors are not taken account of in succession planning.
- Consideration has not been given to security vetting specific neighbourhood officers in line with the level of terrorist threat so they may be briefed and tasked to a higher level in their neighbourhood.
- A corporate five-day Neighbourhood Policing refresher course has been designed for delivery to neighbourhood officers and staff at BCU level. Senior officers are of the opinion that this has been fully delivered to all neighbourhood officers and staff over the past twelve months. However, there are no training records to verify this and the inspection found very few officers and staff who had undergone any such training. One BCU has diluted the corporate course to a three-day course, taking out material they consider irrelevant. The force needs to reassure itself that corporate training packages are delivered as intended.

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

### Summary statement

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

### Strengths

- PACT has been adopted as the corporate packaging for community engagement. The PACT meeting format is the predominant form of community engagement supported, in the main, by PACT surgeries, postcards and ourbobby.com.
- PACT meetings are held regularly in every neighbourhood to listen to concerns, provide updates and agree local priorities. The meetings are widely advertised locally and on ourbobby.com to maximise attendance. The meetings are attended by police, councillors and community representatives, various partners including housing and individual community members. Persons other than police chair the majority of meetings. While formal minutes are not taken, relevant issues are submitted as community or criminal intelligence.
- A number of neighbourhoods with distinct communities, particularly where there is more than one village in a neighbourhood, hold more than one PACT meeting to service the needs of each community.
- The community engagement strategy contains guidance for neighbourhood officers and staff under the following titles:
  - neighbourhoods;
  - neighbourhood profiles;
  - KINs;
  - partnership resource audits;
  - community engagement techniques;
  - community cohesion;
  - Citizen Focus and the quality of service commitment (QoSC);
  - problem solving;
  - community intelligence;
  - communication;
  - marketing; and
  - evaluation.
- The community engagement strategy sets out how the force aims to develop an understanding amongst all staff of the importance of working together with partners and diverse communities, in providing community engagement through Neighbourhood Policing, and effective implementation of Citizen Focus policing and the QoSC. The strategy sets out a range of community engagement options, including:
  - PACT meetings;
  - visible presence;
  - face-to-face contacts;
  - directed patrols;
  - schools councils;

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- youth forums;
  - surgeries;
  - focus groups;
  - street meetings;
  - community events;
  - open days;
  - environmental visual audits;
  - consultation;
  - posters;
  - public information points; and
  - call handling, to name but a few.
- In recognition that some of the most inexperienced PCSOs are providing the single police presence at PACT meetings, often attended by ward councillors and other politicians, each BCU commander provides a briefing of points for inclusion in PACT meetings and supervisors are required to attend a number of meetings during each month.
  - Youth and school PACT meetings have been developed in the west of the force and are being rolled out as good practice across all neighbourhoods. The force was able to demonstrate where these have been used to good effect by combining the youth and adult PACT for each group to gain an understanding of each other's culture, perspective and issues affecting them. This has been shown to help reduce anti-social behaviour in areas where it has been trialled.
  - One BCU commander has facilitated a number of focus groups involving a mixture of communities and partners to gauge local feeling and levels of satisfaction informing service delivery development. This is viewed as good practice, which the force ought to consider driving corporately across all BCUs.
  - The public-facing website ourbobby.com is geographically layered, with a message from the Chief Constable on the front page. Each BCU page is introduced by the BCU commander with a localised message and contact details of the sector inspector at the front of each sector page. The website is easily accessed from the official South Wales Police website.
  - The public-facing website is well designed to ensure corporacy throughout, readability and easy navigation. Its content is comprehensive and each neighbourhood page contains:
    - a photograph of the named contact;
    - mobile telephone and email contact details of the named contact;
    - date and venue of next PACT meeting;
    - current priorities; and
    - regular updates on action taken in respect of priorities.

The regular updates are well received in communities, some of which have put in place their own network to update those without access to IT.

- To improve user experience and accessibility, a postcode finder has been added to the ourbobby.com public-facing website to help users identify their correct ward and local named Neighbourhood Policing contact.
- The local authority for Cardiff is working closely with the BCU to reduce the cost and burden of community engagement by maximising joint surveys through the 'Ask Cardiff' initiative, which involves a growing number of partners.

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- Information sharing between police and partners continues to develop and embed as normal business. Most BCUs have jointly funded analysts but in the absence of joint funding arrangements, police and local authority analysts work closely together and in some instances are co-located locally. At a neighbourhood level, relationships have developed to enable regular tactical information sharing to inform NIM processes.
- In order to maximise media opportunities for exposure of Neighbourhood Policing and Citizen Focus, the force has invested in a media officer employed in each BCU. The role is to develop links with local media to maximise media opportunities. Additionally, there is a dedicated Neighbourhood Policing press officer employed in corporate communications to provide corporate oversight and build links with the Welsh national media.
- All supervisors up to and including the Chief Constable are required to telephone, at random, a number of victims/informants of occurrences on a monthly basis to determine the level of customer satisfaction and note the results on Niche. In the case of first line managers, they are required to contact one informant/victim dealt with by each of their officers. In the case of exceptionally good or not so good feedback, appropriate feedback/action is taken in respect of the officers.
- The force community engagement strategy defines a myriad of engagement techniques. The quality of engagement is monitored by the force communities and partnerships department, community policing and reassurance unit. This is undertaken by the use of reality and compliance checks and surveys in BCUs. Additionally, PACT meetings are visited by all ranks, including the Chief Constable and BCU commanders. Analytical data is also monitored in terms of usage by the public of the force Neighbourhood Policing website, ourbobby.com.
- The inspection team attended an evening PACT meeting in Bettws Ward of Bridgend division without prior notice to the force. This meeting was chaired by the neighbourhood PCSO who was supported by a colleague from a neighbouring ward; the sector inspector was in attendance at the meeting. The meeting had clear structure and was attended by a number of local councillors and resident association chairs together with the housing association representative. Although no residents were in attendance, it was clear that this was through no fault of the local neighbourhood team who have made repeated efforts to encourage attendance. A crime overview was presented, and a number of specific local issues were taken on board by the team. The attendees had no issues suitable for adoption for joint problem solving on this occasion. All in attendance were extremely praiseworthy of the local police team.
- The inspection team held focus groups with mixed community members from Butetown and Talbot Green. Despite Talbot Green being a ward where the force believes community engagement is not strong, both groups were extremely complimentary about their local officers and the PACT process. They were unable to provide examples of innovative engagement but it is clear that the named contacts are a strong visible presence, taking time to stop and speak with all sections of the community in the street. There are strong links with local community groups and associations and schools. It is apparent that joint problem solving is taking place at local level, driven by the community priorities. There was evidence that the majority of residents are not engaged with the PACT meeting process although the groups felt that if residents were suffering a particular issue they would have the confidence to approach the team.

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- Neighbourhood profiles and KIN networks are located on a database on the force intranet site. The site is designed to link directly into the local authority census and deprivation data and force crime statistics by ward, which together with simple mapping and graphic software is an extremely useful tool for neighbourhood officers and staff.
- 'Understanding Complex Communities' is a four-day training course targeted initially towards 48 neighbourhood officers working in diverse communities. The aims of the course are to equip them to understand Muslim communities, to increase trust and confidence and build communication, enabling them to better prevent and recognise radicalisation at an early stage. The strategic aim of Phase one is that officers and staff need to understand what 'normal' looks like and to recognise 'abnormal' in relation to radicalisation. Phase two of this training will capture more officers and broaden to include other faiths.
- Each BCU has a chief inspector lead responsible for delivery of the BCU element of the counter-terrorism strategy. There is a strong focus to ensure that community intelligence is actively sought and that Neighbourhood Policing teams are properly briefed. The counter-terrorism strategy is overseen by a chief inspector in the force operations department and provides the force link with the regional overt counter-terrorism TTCCG.
- Each BCU has a Special Branch single point of contact, with responsibility for briefing staff at all levels in the BCU in respect of counter-terrorism issues and overt operations. Briefings are tailored to ensure more in-depth briefings are delivered according to the intelligence picture. Records are retained of all briefings. In the last year Special Branch has conducted over 1,000 briefings in force.
- Special Branch has an input on the neighbourhood and PCSO training courses to equip officers and staff with expectations and knowledge around community and counter-terrorism intelligence gathering.
- The vast majority of neighbourhood officers and staff interviewed were aware of the role they play in relation to counter-terrorism, organised crime groups and vulnerable communities. The teams have recently been tasked to help identify organised crime groups and are starting to receive disruption taskings, although this is best described as embryonic.

### **Work in progress**

- Ourbobby.com is currently undergoing development that will add internal analytical functionality to aid the identification of trends such as PACT priorities and increase compliance with the Welsh Language Act. This was due for completion in July 2008.
- 'Snap Online' is an interactive, web-based survey software package, which will be integrated with the force website enabling anyone to complete a survey. It is anticipated this will be online from early June 2008. At the time of inspection, the survey was in the design stage.
- In order to overcome difficulties in servicing vast quantities of community intelligence, the force has recently piloted and introduced the 'community intelligence diary blog'. Although this sits outside the intelligence function, it complies with NIM and management of police information (MoPI) in that it is fully searchable, overseen by supervisors and intelligence staff and weeded where necessary. The blog is based on paper shift diaries that were popular with the older workforce, and the

intranet blog design will appeal to the younger workforce encouraging the submission and dissemination of community intelligence. Although in its early stages of use, it appears to be extremely popular and is being continually developed. Both Special Branch and the director of intelligence were consulted during the design stages to ensure it meets the needs of those other functions. The director of intelligence is leading on its further development and training is now being provided to departmental staff.

### **Areas for improvement**

- There are no systems in place to oversee community engagement tactics deployed in neighbourhoods, and to ensure they are comprehensive and reaching all parts of the neighbourhood. The force ought to consider inclusion of such performance data in CompStat performance processes to encourage the increase of the number and range of community engagements.
- The inspection found that the range of community engagement techniques across the force was somewhat limited, narrowly focused and not driven by neighbourhood profiles. PACT meetings are clearly taking place in every neighbourhood. PACT surgeries are common together with the use of pre-paid postcards. There is evidence of efforts to meet with youths in school premises and minority ethnic groups. Little thought was demonstrated on how neighbourhood teams might engage with Mr and Mrs Average who may be considered a hard-to-reach group as the majority do not attend meetings or surgeries. Consideration of the use of alternate techniques such as targeted door knocking, leafleting, and street briefing, for example, would considerably widen engagement. The force ought to ensure that community profiles drive a wide and innovative range of engagement techniques to reach everyone resident, working, or transient in local neighbourhoods.
- Although there is evidence of the quality of community engagement being tested, the force ought to develop the breadth and depth of community engagement testing across neighbourhoods through means such as:
  - postcode mapping of who local teams are engaging with to identify gaps;
  - checking the list of PACT attendees and contacting previously active members that no longer attend to understand satisfaction levels;
  - asking people in high crime areas not identified in the KIN network or local profile whether they are engaged with their Neighbourhood Policing team; and
  - talking to people aged between 14 and 18 years and to people from eastern European and other emerging communities to test involvement with their Neighbourhood Policing team and that joint problem solving is taking place.
- Neighbourhood profiles and KIN networks are held on the force intranet site. A dip-sample inspection revealed the KIN network and ward profile information populated by the neighbourhood teams to be sparse in content. The tasking of incremental themed community audits would enable them to build a full picture of their communities and populate the KIN network and neighbourhood profile.

**Joint problem solving is established and included within performance regimes.**

**Summary statement**

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

**Strengths**

- A POP database has been established, which allows supervisors at all levels to oversee and monitor joint problem solving being conducted in the neighbourhoods and elsewhere in the force. Quantitative performance information is extracted from the system and used in local and force performance meetings. The force is considering how to introduce qualitative performance data into performance meetings. The database is user friendly and updated by the neighbourhood teams.
- The POP champions, BCU commanders and partners have been required to present their best examples of joint problem solving to the ACPO and external experts lead on a bi-monthly basis. The next round of presentations has been amended to include the constable or PCSO lead together with partners who delivered the problem-solving initiative. The ACPO level presentations are designed to drive joint problem solving in wards and other teams and to foster a sense of healthy competition encouraging innovation, learning and development.
- The central implementation team attends national briefings and seminars and monitors the force for good practice, which is disseminated to BCU commanders through the programme board.
- Each BCU has in place a POP champion at chief inspector level, supported by a crime reduction officer. The role of the champion is to drive joint problem solving at BCU level to ensure that it is taking place and to encourage innovation. The BCU management team monitor and evaluate joint problem-solving performance both at tactical tasking and co-ordination where appropriate or otherwise at BCU performance meetings.
- In September 2007, the Chief Constable employed an external consultant (Mr Mel Jehu) together with Professor Martin Innes, professor and director of the Universities' Police Science Institute, Cardiff University and Dr Colin Rogers, Senior Lecturer in Police Sciences, Glamorgan University, to drive a culture change in South Wales Police and make long-term formalised problem solving part of everyday business. The inspection found intense drive and enthusiasm at this level to make it happen. The force has moved on considerably since the HMIC Phase one inspection in this respect.
- There is a strong desire for the force to become a Tilley Award winner during 2008, which may not be unrealistic, with six nominations being considered by the Tilley panel. This would be an excellent achievement, demonstrating clearly how the force has developed since the HMIC Phase one inspection.
- Some examples of joint problem solving that have been submitted for consideration by the Tilley Awards panel are:

- Unchallenged criminal behaviour activity committed on Forestry Commission land – A jointly funded officer was embedded within the Forestry Commission and is actively working to co-ordinate a range of partners to identify and reduce such crime, some of which is serious in nature and most of which was largely unreported.
  - Anti-social behaviour in a residential village community – Neighbourhood officers worked together with partners over a period and deployed a range of tactics including enforcement, disruption, joint patrols with PCSOs and school liaison officers, youth outreach workers, council rangers, and housing officers. This has developed into a partnership with the Ospreys rugby team as a diversionary project where local youths meet players who educate them on the long-term effects of anti-social behaviour.
  - Cardiff night-time economy – Research has shown Cardiff to have the highest saturation of people per square metre of any night-time economy in the UK. A traffic light system analysis of licensed premises has been designed. Police and partner (health) information is pooled to establish the score of particular premises based on crime, occurrences and unreported assaults or drunkenness. Joint partner response is then targeted towards the higher scoring premises.
  - Human trafficking and sexual exploitation – Extensive partnerships have been developed to encourage intelligence and to provide comprehensive victim support and appropriate counselling to the individual when victims are identified.
- The Welsh Assembly Government governs local authorities in Wales, and in terms of partnership working has different timescales to England. This has the effect that a number of local authorities have been somewhat reluctant to move forward; and police have driven the agenda for greater partnership working. A number of examples were provided of difficult engagement at BCU level to convince local authorities to work in partnership but through determination these are largely overcome and joint strategic assessments will be produced by all CSPs this year. The single joint strategic assessment for the four valleys area, for example, involves one police BCU and two local authorities working together, which involved careful and protracted negotiation by the BCU commander.
  - Rhonda, Cynon, Taff and Merthyr BCU are piloting the co-location of neighbourhood officers and local authority service delivery staff in the same building to foster greater communication and joint working. Currently in the early stages, it is showing promising signs for inclusion in future estate planning.
  - Three of the six BCUs have joint-funded CSP-based analytical capability with access to local authority and police systems working to produce joint NIM-based intelligence products. The remainder have developed close working relationships developing shared intelligence products.
  - The 'Friday Night Squad' in Rhonda, Cynon, Taff and Merthyr BCU is an example of a local neighbourhood team working together with partners – namely, council enforcement officers, youth services and outreach workers, to deliver mixed tactical solutions to long-term issues of local youth annoyance and low level anti-social behaviour. The scheme proved so successful that it will be extended to other nights of the week, to be tasked as appropriate.
  - Hallowe'en and bonfire night traditionally cause a peak in anti-social behaviour and demand for police and local authority services. Operation Bang is an example of the



partners working together months in advance of the events to minimise the anti-social behaviour and demand peak. The strands include education, diversion and a concentrated effort to clear public places of potential bonfire material.

- The Chief Constable and DCC attend a strategic problem-solving group chaired by the chief executive of Neath and Port Talbot County Borough Council. The group entitled the 'South Wales Overarching Leadership Group' consists of chief executives, CSP leads, head of probation and head of the Crown Prosecution Service (CPS) for South Wales. The aims of this group include providing leadership and direction in tackling all aspects of public safety and protection at the local community level by bringing together the senior representatives of all the statutory agencies and CSPs in the force area. Achievements by the group include co-ordinating community regeneration through the 'Communities First' programme and securing funding for crime reduction initiatives via the Home Office crime director for Wales.
- Cardiff 101 was a government-funded partnership initiative to handle non-emergency calls from an SNEN for both the local authority and force. This has led to the local authority developing their tasking along NIM principles; and daily tasking takes place. As a result of working closely together, the authority has undertaken a review of its public-facing services and is adapting them to meet the demand, an example being the inception of 24-hour noise abatement response officers.
- Problem solving in South Wales Police has been designed to ensure NIM compliance. Analysts are involved at the outset and conclusion of each problem-solving initiative, which informs the intelligence picture. Where appropriate, problem-solving initiatives are driven at level 1 TTCG.
- The force has jointly funded an officer embedded in the Forestry Commission who co-ordinates intelligence and tasking, linking closely with partners and the relevant Neighbourhood Policing teams across the force area. This has significantly increased community intelligence and led to a number successful crime operations in the forestry area.
- Priorities identified through PACT meetings or other community engagement types are signed off as 'resolved to the satisfaction of the community' by members of the community attending PACT meetings, or through direct consultation with the community members who raised the issue outside the meeting environment. These processes are monitored through the set force performance indicator, 'the number of priorities resolved to the satisfaction of the community'.
- A training needs analysis was undertaken by the specialist force Citizen Focus and Neighbourhood Policing trainer in relation to problem solving for Neighbourhood Policing teams, which resulted in problem-solving training being delivered to Neighbourhood Policing officers.
- During 2007, the force ran a series of innovative police and partner joint problem-solving training initiatives for BCU officers and staff at all levels. A number were based on a speed dating model to appeal to younger officers and staff, these were viewed extremely positively by both by both police and partners. Since that time, although no similar corporate training has been delivered, there has been evidence of follow-on local BCU-led joint training initiatives.
- The local authority for Cardiff has recently trained their key local service delivery staff around the SARA joint problem model – in a course developed with South

Wales Police. This culminated in February 2008 with a joint seminar to discuss the neighbourhood management concept.

### **Work in progress**

- The force is working closely with local authority partners and the Welsh Assembly Government to design a common anti-social behaviour management database that will be accessible and used by all partners, to share information and thus improve outcomes. The database will be NIM and MoPI compliant.
- Following publication of the Beecham report, the Welsh Assembly Government has introduced six official pilot sites of local service boards (LSBs), Cardiff being one of these. The LSB includes additional partners such as fire services, health and, to some extent, probation services. There is a common feeling that local authorities will be unable to sustain LSBs and CSPs. This has introduced a fear that concentration on community safety issues may become diluted in the wider remit of the LSB agenda. There is a common feeling that the pilots are working in different ways and no best practice or directive for a single way of working has yet been disseminated.
- Cardiff BCU are about to pilot the next stage of Neighbourhood Policing – joint neighbourhood management. This involves the local authority devolving a number of services under a community manager to work at local sector level. There are six inspector-led sectors in Cardiff. This will involve co-location wherever possible, and will drive the desire to achieve joint NIM-based tasking of local services not necessarily chaired by police. Additionally, a single joint neighbourhood profile will be produced for each neighbourhood, greatly enhanced by partner information. There is a strong drive to involve health and other services to restructure in a similar manner, although no other service or partner has committed at this time.
- In April 2007, Rhonda Cynon, Taff and Merthyr BCU produced the first joint strategic assessment. The remaining BCUs are working to produce their first joint strategic assessments, due in April 2008, although the Welsh Assembly Government has granted local authorities an extension on the April deadline. All are expected to be complete by early summer and will inform the six-monthly control strategy reviews.
- Joint NIM TTCG meetings are embryonic in most BCUs and are police-led meetings to which local authority co-ordinators are invited. The force anticipates that the production of joint strategic assessments will act as the catalyst to drive joint tactical processes.
- Each BCU has a Neighbourhood Police training officer to deliver ongoing training, including joint training with partners. The training is not overseen or co-ordinated by the central implementation team. The force is missing opportunities to pick up and roll out good practice across the force.
- Community priorities are signed off at PACT meetings and the POPS database is updated accordingly. In order to reach a wider audience, the force intends to show priorities signed off together with the result on the ourbobby.com internet site with effect from May 2008.

### **Areas for improvement**

- The capacity of intelligence units to support problem solving both in terms of analysing the initial problem and the provision of meaningful results analysis is extremely limited as highlighted in previous HMIC inspections and the NPIA review

of intelligence conducted in 2007. Greater analytical capacity would benefit this process.

- Although good pockets of joint police and partner training were identified, no joint police, partner and community training needs analysis has been undertaken, which would inform the corporate training programmes of police and partners.

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

	SPI 2a		KDI		SPI 10b	
	Percentage of people who think that their local police do a good or excellent job		Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (pp = percentage points)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
South Wales Police	+0.4pp	+2.8pp	-0.3pp	-0.5pp	+6.1pp	+4.5pp

**Summary statement**

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

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

**Context**

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

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

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

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

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

Of the people surveyed in the year ending March 2008, 49.2% think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 49.2% of people surveyed think that their local police do a good or excellent job, compared with 46.5% in the year ending March 2006.

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

Of the people surveyed in the year ending March 2008, 47.1% 'agree local police are dealing with anti-social behaviour and crime that matter in this area', which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 47.1% of people surveyed 'agree local police are dealing with anti-social behaviour and crime that matter in this area', compared with 47.6% in the year ending March 2006.

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

Of the people surveyed in the year ending March 2008, 23.1% think there is a high level of anti-social behaviour, which is significantly worse than the average for the MSF.

Force performance was unchanged in the year ending March 2008; 23.1% of people surveyed think there is a high level of anti-social behaviour, compared with 18.6% in the year ending March 2006.

**Strengths**

- Public satisfaction data is reviewed by the DCC at the embedding Citizen Focus programme board in order to gain understanding of the figures and reasons for fluctuation. Actions arising from this meeting are incorporated in an action plan with nominated owners and milestones for delivery.
- There are three formal levels of performance monitoring:
  - BCU CompStat meetings are held monthly and chaired by BCU commanders. These meetings are heavily focused on sanction detection performance. All officers at BCU level including those posted to neighbourhoods focus their attention on achieving three sanction detections per month, and there are no individual performance indicators tailored to Neighbourhood Policing at this

time. These meetings aim to include qualitative data concerning customer satisfaction, relevant to neighbourhood teams.

- Force CompStat, held monthly and chaired at ACC level has started to review customer satisfaction data and in April 2008 reviewed the following headlines:
  - oversight of SPI 1 force-level Home Office figures for each stage of investigation;
  - basic quantitative analysis to assess whether victims of burglary, violent crime and auto-crime are more satisfied if the crime is detected;
  - telephone answering times;
  - PACT priorities completed by BCU;
  - use of problem-solving database by BCU; and
  - Neighbourhood Policing abstraction rates.

This meeting is constantly developing and the qualitative customer and victim satisfaction data will be incorporated.

- Force PMB is a new performance meeting initiated and chaired monthly by the DCC, which reviews qualitative and compliance data. This meeting is in its infancy and will develop to include qualitative data to monitor compliance with the Victims' Code of Practice, QoSC and customer satisfaction issues.
- The annual BCS collects information about victims of crime, circumstances in which incidents occur and the behaviour of offenders in committing crimes, and includes crime unreported to police. During 2006/07, 48.8% of people surveyed thought South Wales Police were doing a good job. For statistical comparison, police forces are grouped with forces that have similar crime levels and demographics. South Wales' performance was in line with the similar force average and has remained largely stable over the past three years.
- The force takes cognisance of the BCS and other national data undertaking analysis in order to understand the reasons behind the figures. The long-term commitment to Neighbourhood Policing and the Citizen Focus strategy are indicators of a force determined to improve levels of public satisfaction and confidence.

### **Work in progress**

- At the time of inspection, performance processes at all levels were quantitative and examined force-level figures only. The force recognises the need to break down quantitative measurements to BCU and ward level and introduce qualitative measures moving away from the current volume crime performance culture, and is incrementally introducing such measures.

### **Area for improvement**

- It is clear that the force wishes to move away from volume crime performance measures but at the time of inspection the front page of the FIS, which is seen by all officers and staff every time they log on, still depicts sanction detection performance. All front-line officers including neighbourhood officers have sanction detection but no other targets.

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

**Summary statement**

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

**Strengths**

- A BCU commander has facilitated a number of focus groups involving a mixture of communities and partners in order to gauge local feeling and levels of satisfaction informing service delivery development. This is viewed as good practice, which the force ought to consider driving corporately across all BCUs.
  - Public satisfaction data is reviewed by the DCC at the embedding Citizen Focus programme board in order to gain understanding of the figures and reasons for fluctuation. Actions arising from this meeting are incorporated in an action plan with nominated owners and milestones for delivery.
  - There are three formal levels of performance monitoring:
    - BCU CompStat meetings are held monthly and chaired by BCU commanders. These meetings are heavily focused on sanction detection performance. All officers at BCU level including those posted to neighbourhoods focus their attention on achieving three sanction detections per month, and there are no individual performance indicators tailored to Neighbourhood Policing at this time. These meetings aim to include qualitative data concerning customer satisfaction, relevant to neighbourhood teams.
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      - PACT priorities completed by BCU;
      - use of problem-solving database by BCU; and
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This meeting is constantly developing and the qualitative customer and victim satisfaction data will be incorporated.

  - Force PMB is a new performance meeting initiated and chaired monthly by the DCC, which reviews qualitative and compliance data. This meeting is in its infancy and will develop to include qualitative data to monitor compliance with the Victims' Code of Practice, QoSC and customer satisfaction issues.
- The public-facing policing plan for 2008/09 is a one-page reader-friendly document. The plan has been designed to introduce the vision statement 'Keeping South Wales Safe' with five priorities, the overarching one being to make every contact count. The document spells out what that means in simple terms.
- Cardiff BCU has introduced a victim care unit staffed by officers on light duties, with the responsibility for systematically calling victims of crime to provide an update on

the progress of their investigation. This is a short-term measure to address immediate performance problems while investigating officers become fully aware of their responsibilities under the Victims' Code of Practice and Niche software is installed to enable intrusive supervision of performance at individual, team and force levels.

### **Work in progress**

- The force embedding Citizen Focus programme board, chaired by the ACC (communities and operations) has now incorporated the embedding Neighbourhood Policing programme board and monitors and reviews all Citizen Focus and Neighbourhood Policing issues. The BCU/departmental Citizen Focus and Neighbourhood Policing action plans are also reviewed by this programme board. Both action plans are soon to be amalgamated under one Citizen Focus action plan.
- In April 2008, a new contract was awarded to an outside company who will undertake public satisfaction and confidence surveys producing data at ward-based level to enable the force to understand and address local issues that may impact on force-level performance.
- Public confidence and satisfaction measures together with other quantitative neighbourhood performance data is starting to form part of the performance expectations for neighbourhood officers and staff, although volume crime quantitative reduction and sanction detection measures additionally remain in place at this time.
- Behind the annual policing plan lie a number of targets for the force to increase public and victim satisfaction. These have been broken down into BCU level and will be distilled to neighbourhood, team, department and individual objectives and targets.
- The force is developing the performance management framework to incorporate Citizen Focus targets, and neighbourhoods will be highlighted on a traffic light system depicting their current level of performance. This will be included in the PMB chaired by the DCC.
- The greater use of a wide variety of community engagement techniques such as PACT face-to-face contacts, PACT street meetings, PACT surgeries, PACT postcards and ourbobby.com (ePACT) has increased the number of informal/formal contacts with members of the community to increase feedback on what matters most to communities, to inform service delivery at force and BCU level.
- Telephone answering times and police response times for non-urgent matters were an issue on such a scale that they were likely to be adversely affecting public confidence and satisfaction. A review has been commissioned to streamline the process and take cognisance of the excellent achievements in Cardiff of the 101 SNEN project. The project lead now line manages all emergency and non-emergency call handling and dispatch functions and has made a number of fast time changes to address a number of the main issues.
- Bridgend BCU will pilot local surveys specific to neighbourhood issues. PCSOs will be tasked to door knock, introduce themselves and explain Neighbourhood Policing, leaving the occupant to complete a survey. This initiative will widen community engagement opportunities ensuring over time that all premises in the neighbourhood are visited. If successful, this will be rolled out across the force.

## Areas for improvement

- There are no systems or process that enables the force to monitor individual and team performance in respect of compliance with the Victims' Code of Practice for contacting and regularly updating victims. This would enable local BCU command teams to address culture issues and ensure investigating officer compliance.
- Formal and informal surveys are clearly taking place throughout the force, but there is no system to enable information from neighbourhood teams and elsewhere to be captured in a central repository, analysed for common trends, evaluated and considered as a means of informing service delivery.

## The force demonstrates sustainable plans for Neighbourhood Policing.

### Summary statement

**The force and the police authority have convincingly shown how they have ensured Neighbourhood Policing will be sustained beyond April 2008.**

### Strengths

- Neighbourhood Policing is embedded in the ACPO and police authority funding plans for the forthcoming years.
- The force embedding Citizen Focus programme board commenced in January 2008 and is an amalgam of Citizen Focus and Neighbourhood Policing brought together under a single ACPO portfolio. Originally chaired by the DCC, it is now chaired by the ACC (communities and operations) and attended by BCU commanders, chief superintendent communities and partnership, heads of department including human resources, learning and development services, estates, 101 manager, and intelligence. The board monitors and reviews all Citizen Focus and Neighbourhood Policing issues, including BCU/departmental Citizen Focus and Neighbourhood Policing action plans.
- As Neighbourhood Policing has developed, there is evidence that the estate and infrastructure has grown to support implementation in terms of accommodation and access to information technology (IT). The force was able to demonstrate a number of innovative partnership accommodation solutions bringing neighbourhood officers closer to their community such as offices in schools, supermarkets and a cemetery.
- 'Failure to mainstream Neighbourhood Policing' appears as the fourth highest risk in the risk register, which is indicative of the determination to fully embed Neighbourhood Policing in the long term.
- Since January 2008 the ACPO lead for Neighbourhood Policing and the Citizen Focus agenda is the DCC, who has recently taken over the portfolio from temporary ACC Cooper. The two areas have been merged under one ACPO portfolio to form part of the ACC (communities and operations) portfolio. Neighbourhood Policing and Citizen Focus are included in the six strands of the Seren change and improvement programme, which is driven by the Chief Constable.
- The implementation team has been streamlined and remains in place to strategically oversee the change programme for Neighbourhood Policing. Since January 2008 this team has additional responsibility for the Citizen Focus agenda. The team



comprises a chief superintendent (communities and partnership), one chief inspector, one marketing officer, one Citizen Focus lead, one EPF co-ordinator, one EPF development officer, two field officers and two external consultants who support implementation when necessary. One of the consultants also delivers problem-orientated policing training.

- Areas for improvement from previous HMIC inspections combined with NPIA recommendations are included in the implementation action plan. This has led directly to the development of Neighbourhood Policing since the previous inspection, as detailed throughout the report. Following publication of the 2007 HMIC inspection into Neighbourhood Policing, BCU commanders were required to present their plans to address the identified areas for improvement.
- The police authority has seven members with specific CSP focus in order to enable local scrutiny. Local accountability boards are being piloted on two divisions. BCU commanders are held directly to account for local issues including the implementation of Neighbourhood Policing and the Citizen Focus agenda. PACT chairs are invited to attend these meetings.
- The police authority community leadership group meets quarterly to oversee the introduction of the Citizen Focus agenda and Neighbourhood Policing implementation. The ACPO chair of the embedding Citizen Focus programme board attends this meeting to provide update and enable police authority scrutiny.
- The Chief Constable and ACC (communities and operations) attend PACT meetings and neighbourhood team briefings unannounced to demonstrate supportive and intrusive leadership and maximise the effects of local level community engagement.

### **Work in progress**

- During the past three years Neighbourhood Policing has been allowed to develop under the autonomy of BCU commanders based on the pilot BCU and good practice. With a growing realisation that BCU commanders have, in some instances, been working against corporate standards, the DCC has recently introduced 'corporate obligations'. This will ensure corporacy where determined by the DCC but allow for local development in other areas in accordance with local needs and issues.
- The DCC has been leading Neighbourhood Policing and Citizen Focus as a temporary measure during a period of ACPO change. In April 2008 the role reverted to the ACC (communities and operations), who now chairs the embedding Citizen Focus programme board which incorporates Neighbourhood Policing. In the past, the Neighbourhood Policing portfolio has suffered owing to inconsistent ACPO leadership and a period of stability at this level would greatly benefit the embedding of Neighbourhood Policing.

### **Areas for improvement**

- The majority of neighbourhood officers and staff working in outlying neighbourhoods have established accommodation in offices based in the community. However, there is no access to force IT systems in any of these offices, which means that officers and staff have to travel away from their post to police stations to review email and tasking, and so on. The force ought to conduct a review of access to IT systems.
- The inspection found strong opinion amongst groups interviewed concerning limited access to IT equipment at police stations for operational uniform and CID officers

and staff. One of the effects of this is that officers are unable to record actions at the time, such as victim updates, because all available terminals are busy and may forget sometime later. This issue has been raised at every HMIC inspection over the past 15 months across a broad span of focus groups. As the roll-out of Niche has increased expectations on operational officers and staff to make use of IT, the force ought to undertake a review of the locations of terminals in order to best meet the needs of officers and staff.

## Developing Citizen Focus policing

<b>2007/08 Developing Citizen Focus policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

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

### Summary statement

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

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

### Strengths

- A range of methods are routinely used by the force to identify service users' views to make demonstrable improvements to service delivery which include:
  - monthly PACT meetings;
  - PACT postcards;
  - monthly force victims of crime survey regarding road traffic collision, violent, vehicle, dwelling burglary and racist incidents;
  - survey work at local level;
  - independent advisory group meetings in each BCU to assist and advise with diversity matters and vulnerable communities;
  - victim care units (Cardiff pilot) who call back victims to assess level of service to identify any gaps and cause remedial action to be initiated; and
  - ourbobby.com email and telephone access facilities.
- The Cardiff victim care unit is approaching its sixth month of operation and has seen a month-on-month improvement in the satisfaction of victims whereby the overall number of dissatisfied victims continues to reduce and the number of satisfied victims continues to rise.
- A BCU commander has facilitated a number of focus groups involving communities and partners, in order to gauge local feeling and levels of satisfaction to improve service delivery development. This is viewed as good practice, which the force ought to consider driving corporately across all BCUs.
- All supervisory officers including the Chief Constable attend neighbourhood PACT meetings unannounced in order to gauge the effectiveness and to seek public views face to face.
- A proportion of crime victims are contacted by the force compliance unit in order to

gain an understanding of what works well and where lessons can be learned by the force. Individual feedback for investigating officers is given through the relevant BCU commander.

- All supervisory officers, including the Chief Constable, make contact with a set number of service users that have made contact with the force by telephone in order to gain understanding of the experience and improve service delivery.
- The force has invested in an easily accessible and corporately branded internet website entitled 'ourbobby.com', which enables communities to access their neighbourhood via a post-coded look-up system that will link the enquirer to their relevant neighbourhood officer. Local priorities are displayed by ward and include the time, date and venue of the next ward PACT meeting.
- A front counter was visited by the inspection team who found the accommodation to be relatively clean and tidy. Posters were up to date, including details of a local murder reinvestigation and a Citizen Focus priorities poster. Three assault-proof service windows provide security in the front office area, one of which is partially obscured from the public waiting area, but none offer complete privacy. Crimestoppers and terrorism information were displayed on an illuminated rotating electronic notice board outside the station. A member of the public was waiting in the reception area and was seen promptly by the sole station officer on duty.
- Telephone answering times and police response times for non-urgent matters were an issue on such a scale that they were likely to be adversely affecting public confidence and satisfaction. Non-emergency call handling and assignment was handled in different ways by BCUs. The force has brought together all of these disparate functions together under the line management of a single superintendent. A number of early changes have been made to improve efficiency.
- Cardiff BCU has introduced a victim care unit staffed by officers on light duties, with the responsibility for systematically calling victims of crime to provide an update on the progress of their investigation. This is a short-term measure to address immediate performance problems while investigating officers become fully aware of their responsibilities under the Victims' Code of Practice and Niche software is installed to enable intrusive supervision of performance at individual, team and force levels.
- Over the past 12 months, there has been a noticeable increase in the external marketing of Neighbourhood Policing which, combined with the increased presence and visibility of PCSOs in communities and the bedding in of PACT processes in particular, appears to have led to increased public confidence.
- A two-day course has been delivered to call-handling staff to equip them with basic skills to undertake basic investigation at the point of initial call, both to minimise unnecessary officer deployment and to maximise investigation opportunities at an early stage.
- The police authority has appointed lead members for each of the seven CSPs who play an active part in community engagement by being visible and accessible at a local level. Some of these lead members chair 'local accountability boards' which hold BCU commanders directly to account for local issues including the implementation of Neighbourhood Policing and the Citizen Focus agenda.
- The police authority 'community leadership group' meets quarterly to oversee

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implementation of Neighbourhood Policing and the introduction of the Citizen Focus agenda. The ACPO chair of the 'embedding Citizen Focus programme board' attends this meeting to provide updates to the group and enable police authority scrutiny.

- The police authority has incorporated a survey questionnaire on their website to seek the views of local people. Each month the survey asks a different question. They are working with the force consultation lead to ensure that police authority and force surveys are complimentary.
- Crime scene investigators (CSIs) in South Wales are a blend of police officers and police staff who are able to undertake investigative actions beyond their core role to reduce demand such as basic initial investigation of residential burglary and local enquiries. During working hours (8am–10pm) CSIs are assigned directly to calls via the control room radio, and also keep victims updated regarding their estimated time of arrival. Outside working hours appointments are scheduled for the following day.
- The public-facing policing plan for 2008/09 is a one-page reader-friendly document. The plan has been designed to reinforce the vision of 'Keeping South Wales Safe' with five priorities, the overarching one being to make every contact count. The document spells out what that means in nine clear bullet points.
- A victim of crime booklet drafted by the police and CPS is sent out to all victims outlining the criminal justice process, such as 'what happens next' and the standards of service that can be expected. The booklet is published in a number of languages and is widely distributed across the force at police station enquiry desks.
- For the three-month period October to December 2007, 65 direction and control complaints were closed by the force.
- Quality of service complaints are processed and overseen by the professional standards department, they are then forwarded to individual BCU commanders for appropriate action.
- All staff with responsibilities under the Code of Practice for Victims of Crime have been reminded of their role and expectations in relation to victim contact. The force compliance unit is now undertaking random dip-sampling to ensure compliance.
- The force compliance unit reviews the survey results from victims of crime undertaken for Home Office SPI performance monitoring. All dissatisfied victim returns are scrutinised in order for the force to learn lessons from the dissatisfaction. The business development unit analyses the reports for trends and then forwards them to BCU commanders to take action as deemed appropriate. Investigating officers have been made aware of this process in order to drive the general quality of investigation and victim contact.
- All supervisors up to and including the Chief Constable are required to randomly telephone a number of victims/non-victims of occurrences on a monthly basis to determine the level of customer satisfaction and record the results on Niche. First line managers are required to contact one informant/victim dealt with by each of their officers and take appropriate action to deal with both good and not so good performance.
- *Your Role with Victims and the New Codes of Practice* is a comprehensive leaflet produced by the force to raise awareness and ensure that all officers and staff are

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aware of their individual responsibilities for compliance with the Code of Practice for Victims of Crime.

- Call-handling staff have been provided with a guideline framework of the type of occurrences suitable for allocation to neighbourhood resources. All handlers have access to neighbourhood contacts and priorities.

### **Work in progress**

- To reduce the burden on the public and maximise survey opportunities, a number of BCUs are seeking to incorporate police-based questions into combined local authority surveys and, in some instances, health and other emergency services survey work.
- The Citizen Focus lead is working with the Welsh Assembly Government 'Making the connections' Citizen Focus team to provide a blueprint for future partnership survey work.
- 'Snap Online' is an interactive, web-based survey software package, which has been purchased and will be integrated in the force website enabling anyone to complete and return it electronically to the force. It is anticipated this will be online from early June 2008.
- In April 2008, a new contract was awarded to an outside company who will undertake public satisfaction and confidence surveys producing data at ward-based level to enable the force to understand and address local issues that may impact on force-level performance.
- Bridgend BCU will pilot additional local surveys specific to neighbourhood issues. PCSOs will be tasked to door knock, introduce themselves and explain Neighbourhood Policing, leaving the occupant to complete a survey. This initiative will widen community engagement opportunities ensuring over time that all premises in the neighbourhood are visited. If successful, this will be rolled out across the force.
- To increase the emphasis of consultation and survey work, the force has recently appointed a new lead together with a small analytical support team. The consultation strategy has been drafted and includes processes to incorporate all consultation and survey work into the force planning processes.
- From June 2008, all survey work will be undertaken using 'Snap' software. This will bring together results into a central repository for analysis and in a format suitable for inclusion in performance meetings. This will allow the force to identify trends and make improvements to service delivery where necessary.
- In March 2007, the force introduced the Niche record management system (RMS) to replace historical computer systems. This significantly changed the call-handling procedures, converting its three back-office crime management units into TDMUs which are public-facing call-handling centres, recording non-urgent calls (grades 3 and 4) from members of the public, managing the crime system and allocating tasks originating from both of the above functions. This major change caused frustrations in terms of call waiting times and response times of officers to non-urgent calls. A review has been commissioned to streamline the process and take cognisance of the excellent achievements of the Cardiff 101 SNEN project.
- In January 2008, following a number of short-term ACPO changes, the DCC took

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control of the Citizen Focus and QoSC portfolio to provide drive and resilience until the ACPO team was resettled with a full complement. There has been a significant and increasing corporate drive in a relatively short period of time.

- The QoSC and Citizen Focus principles will feature on the ourbobby.com website, which will be demonstrative of the commitment to achieve its goals.
- A Citizen Focus newsletter is being developed by the force, which will be delivered to households, business and other premises throughout the force area outlining the force Citizen Focus principles.
- A new performance meeting entitled 'force performance management board' has been initiated and is chaired monthly by the DCC. The aim of this meeting is to review qualitative and compliance data and is developing to include qualitative data monitoring compliance with the Code of Practice for Victims of Crime, QoSC and customer satisfaction issues.
- Citizen Focus featured in the project Seren strands, but due to competing priorities including a major change programme introducing new computer systems and processes throughout the force, there was recognition at the time that the force would be unable to meet its responsibilities under the NQoSC. In January 2008, the issue was picked up by the DCC and has been subsumed into the embedding Citizen Focus programme.
- The Citizen Focus action plan now forms the basis for monitoring compliance with the NQoSC. The plan has evolved significantly over the last few months and contains a far more specific menu of actions and clarity of ownership for each area. Each BCU and department has a tailored plan, which is monitored by the Citizen Focus inspector who works directly to the project lead, supporting departmental and BCU leads as required. The formal monitoring and enforcement of actions is through the embedding Citizen Focus programme board which is chaired by the DCC. The ACC (communities and operations) will take the lead from May 2008 once the new ACPO team is embedded.
- Niche RMS, the service provider for the force crime management IT platform, has been approached in order to add functionality to the system requiring investigating officers to add flags whenever the victim is contacted and updated. This will enable supervisory monitoring of the system at all levels and inclusion in performance processes.
- Following consultation, the force has determined that the standard victim of crime letter was uninspiring and no longer fit for purpose. The letter has been redesigned to be more informative and impactful and will be introduced in May 2008.
- The ACPO lead has tasked a detective superintendent to streamline the call-handling process; the officer now has line management of the occurrence bureau and three TDMUs. With oversight of 101 issues, the officer is reviewing the entire call-handling processes for non-emergency calls and volume crime issues taking account of the relevant national guidelines and Citizen Focus agenda.
- The central analysis of results of the victim/informant call-backs being undertaken by supervisory officers would enable the force to analyse the qualitative data for common trends to inform service delivery. One BCU is currently piloting this and the force anticipates expansion to include all BCUs.

## Areas for improvement

- The force lead for consultation and survey is unsighted on local combined survey work. Benefit would be gained from corporate oversight concerning the design of survey questions and subsequent access to completed surveys for analysis by the central consultation team.
- The police authority website questionnaire sits aside from the force survey. The existence of the survey should be publicised on the force website in order to encourage greater completion rates by the public who may be unaware of the separate police authority website.
- Although in its infancy, the Citizen Focus action plan is narrowly focused around the 'making every contact count' strapline, call-handling processes and Neighbourhood Policing. Consideration ought to be given to widening the plan to include making other public-facing services more user friendly, review service delivery and responsiveness and drive the culture change necessary to embed the Citizen Focus principles into practices, processes and everyday policing.
- Quality of service complaints are initially determined by the professional standards department and then forwarded to BCU commanders for action. No analysis of these complaints is undertaken to enable the force to learn lessons from trends occurring at all levels.
- The force has recognised that it is failing to meet the NQoSC in the following five areas:
  - call-handling strategy;
  - survey work at local level;
  - quality of service training to all public-facing staff;
  - monitoring compliance with the NQoSC (ie freedom of information requests); and
  - performance structure for monitoring Citizen Focus.
- The DCC appointed a task and finish group to address each of these five areas, all of whom report directly to the embedding Citizen Focus Programme board. Although failure to comply with the NQoSC does not appear on the force risk register, the risks are being managed by the chair of the programme board.
- The force should consider managing the areas where it is failing to comply with the NQoSC through the force risk register and risk management process.



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

### **Summary statement**

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

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

### **Strengths**

- The 'making every contact count' strapline is being rolled out force wide as the corporate standard for the way in which staff are expected to provide a good customer service with everyone with whom they have contact.
- The 'making every contact count' strapline represents the force branding of its Citizen Focus expectations of staff, which during March 2008 was widely marketed internally through media including posters, the Chief Constable's Seren broadcast and force intranet. It will feature heavily as a supplement in the forthcoming edition of *Billboard*, the force magazine. During the inspection, it was clear that every individual and focus group interviewed had knowledge of the branded principles.
- Cardiff 101 was a government-funded partnership initiative to handle non-emergency calls from an SNEN for both the local authority and force; the easily memorable number has major advantages for the ever-increasing number of mobile telephone users. Cardiff 101 is a call-handling centre staffed by professional call handlers; following recording, calls are referred to the appropriate agency for action. In 2007 the 101 pilot was evaluated by the University of Glamorgan who reported and concluded as follows: "It is clear that the citizens of Cardiff generally consider themselves better off as a result of the 101 Cardiff Pilot. The service has been used by between a quarter and a third of Cardiff residents, some 90% of whom expressed themselves as very satisfied or satisfied with the service. There is widespread support for the notion of 101, and a high level of desire that the service be extended beyond Cardiff. As a minimum, the 101 Cardiff Pilot should be continued, but with mainstream funding so that a wider circle of partners can commit to involvement in the information gathering and sharing that is at the heart of the difference 101 makes."
- Customer satisfaction in Cardiff 101 is monitored by random call-backs with members of the public, undertaken by call handlers not associated with the initial call. Customer satisfaction levels are independently monitored monthly and 101 consistently achieves over 90% satisfaction. The force is working with partners and seeking to extend the 101 initiative across South Wales.
- The public-facing policing plan for 2008/09 is a one-page reader-friendly document. The plan has been designed to reinforce the vision of 'Keeping South Wales Safe' with five priorities, the overarching one being to make every contact count. The document spells out what that means in simple terms.
- Training in the use and security of the email system is offered to all staff by the information and communications technology department and supported by a helpdesk and user guides.

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- Neighbourhood officers and staff are contactable through an individual mobile telephone issued to each named contact and email contact point for each neighbourhood, which are widely publicised. This website could be used as a foundation to make other services more accessible.
- In 2005, the Chief Constable introduced a major change and development programme for South Wales Police. The change programme entitled Seren (Welsh for star) aims to ensure South Wales is brought up to date as an intelligence-led organisation supported by modern technology. There were seven work strands, one of which was quality of service/customer focus.
- There is an intense drive from the ACPO lead to ensure that BCU commanders deliver Citizen Focus to a corporate standard. The ACPO team are as one, giving the same messages. In order to fully embed the Citizen Focus principles into everyday policing, the ACPO team will need to consider within the strategy proposals for changing the culture of the force and winning over hearts and minds as the inspection team picked up a sense that this is seen as the current project that won't last.
- Call-handling staff, newly promoted inspectors and sergeants have received basic Citizen Focus training.
- On 25 April, the DCC formally launched Citizen Focus internally by briefing all BCU commanders and heads of department. BCU commanders and heads of departments have been provided briefing material and directed to personally brief all of their officers and staff prior to 20 May in order to drive the culture change necessary to deliver the Citizen Focus agenda.
- The Chief Constable has recently introduced the 'make every contact count' concept during a Project Seren video broadcast. In addition, it has been marketed by various other internal media. This has been balanced with a strong message that compliance testing and dip-sampling will be undertaken force-wide to identify good practice and quality of service issues.
- The ACPO lead for Citizen Focus and Neighbourhood Policing is the DCC, who has recently taken over the portfolio. The two areas were merged under one ACPO portfolio in January 2008. Neighbourhood Policing and Citizen Focus are included in the work strands of the Seren change and improvement programme, which is driven by the Chief Constable.
- The force inspectorate team now includes a compliance monitoring team consisting of three sergeants. Part of their role includes randomly selecting calls for assistance and monitoring staff actions and quality of service issues through direct contact back to the original member of the public (non-victims and victims). All outcomes are analysed for trends by the business development unit and then forwarded to BCU command teams for local action and subsequent feeding back of results into force performance regimes.
- The ACPO lead has tasked BCU commanders to ensure that all supervisors in BCUs randomly call crime victims to monitor compliance with the QoSC charter and Victims' Code of Practice. This equates to around 250 victims per BCU per month. Investigating officers are made aware of particular comments of note (either good practice or lessons to learn) through their supervisors, in order to enable their development. This process is monitored at BCU and force-level performance meetings. Early indications demonstrate a steady rise in victim satisfaction.

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- The force has appointed a dedicated Citizen Focus internal communications officer. The role includes the development of a medium to long-term internal communications strategy.
- The Neighbourhood Policing implementation team has been streamlined and remains in place to strategically oversee the change programme for Neighbourhood Policing. Since January 2008, this team has additional responsibility for delivering the Citizen Focus agenda. The team comprises a chief superintendent (communities and partnership), one chief inspector, one marketing officer, one Citizen Focus lead, one EPF co-ordinator, one EPF development officer, two field officers and two external consultants who support implementation when necessary.

There are three formal levels of performance monitoring:

- BCU CompStat meetings are held monthly and chaired by BCU commanders. These meetings are heavily focused on sanction detection performance. All officers at BCU level, including those posted to neighbourhoods, focus their attention on achieving three sanction detections per month and there are no individual performance indicators tailored to Neighbourhood Policing at this time. These meetings aim to include qualitative data concerning customer satisfaction, relevant to neighbourhood teams.
- Force CompStat, held monthly and chaired at ACC level has started to review customer satisfaction data and in April 2008 reviewed the following headlines:
  - oversight of SPI 1 force-level Home Office figures for each stage of investigation;
  - basic quantitative analysis to assess whether victims of burglary, violent crime and auto-crime are more satisfied if the crime is detected;
  - telephone answering times;
  - PACT priorities completed by BCU;
  - use of problem-solving database by BCU; and
  - Neighbourhood Policing abstraction rates.

This meeting is constantly developing and the qualitative customer and victim satisfaction data will be incorporated.

- The force PMB is a new performance meeting initiated and chaired monthly by the DCC, which reviews qualitative and compliance data. This meeting is in its infancy and will develop to include qualitative data to monitor compliance with the Victims' Code of Practice, QoSC and customer satisfaction issues.
- A BCU commander has facilitated a number of focus groups involving a mixture of communities and partners in order to gauge local feeling and levels of satisfaction informing service delivery development. This is viewed as good practice, which the force ought to consider driving corporately across all BCUs.
- In April 2008, a new contract was awarded to an outside company who will undertake public satisfaction and confidence surveys producing data at ward-based level to enable the force to understand and address local issues that may affect force-level performance.
- Behind the annual policing plan lie a number of targets for the force to increase public and victim satisfaction. These have been broken down into BCU-level targets and will be distilled to neighbourhood, team, department and individual objectives and targets.

- Cardiff BCU has introduced a victim care unit staffed by officers on light duties, with the responsibility for systematically calling victims of crime to provide an update on the progress of their investigation. This is a short-term measure to address immediate performance problems while investigating officers become fully aware of their responsibilities under the Victims' Code of Practice and Niche software is installed to enable intrusive supervision of performance at individual, team and force levels.

### **Work in progress**

- Following the success of Cardiff 101, the force is negotiating with the seven unitary authorities to adopt the effective customer service principles of 101 across South Wales. It is anticipated this will replace the multi-layered inefficient non-urgent call-handling structures and processes currently in place outside Cardiff.
- The public-facing policing plan for 2008/09 has been published as a one-page document which is user friendly, easy to understand and Citizen Focus orientated. The 'making every contact count' features as the dominant priority to provide focus to change organisational culture to deliver the Citizen Focus agenda. 'Customer focus' first appeared in force policing plans in 2005/2006 following the launch of the Seren programme.
- The Niche duty management system has been delayed for some time but is now due to be launched in autumn 2008. This will provide call handlers with up-to-date information concerning officer and staff duties, which will enable them to schedule appointments for neighbourhood officers.
- All middle managers will attend a two-day NPJA approved Citizen Focus training course commencing in September 2008. More senior officers and staff will attend a one-day course. Learning and development have been tasked to develop and produce a suitable training package for delivery to all public-facing officers and staff.
- Behind the 2008/09 policing plan are a number of Citizen Focus-based targets for BCU commanders to achieve.
- The force is developing the performance management framework to incorporate Citizen Focus targets and neighbourhoods will be highlighted on a traffic light system depicting their current level of performance.

### **Areas for improvement**

- The force has yet to implement corporate standards for the way that public-facing officers and staff deal with everyone with whom they have contact. It has recently introduced the strapline 'make every contact count' but has not supported this with Citizen Focus training.
- As the Citizen Focus programme develops, the force should consider the inclusion of 'mystery shopper' exercises to independently check and evaluate the service provided by front-line officers and staff.
- Outside Neighbourhood Policing, the force has no corporate standard for accessibility of staff, for example, contact details and out-of-office voicemail.
- The DCC is leading Neighbourhood Policing and Citizen Focus as a temporary measure during a period of ACPO change; the role will revert to an ACC in May

2008. In the past, the Neighbourhood Policing portfolio has suffered due to inconsistent ACPO leadership. Once the new ACC takes up the mantle in May, it would benefit greatly from a period of stability at this level. No focus group interviewed was able to name the current ACPO lead for Neighbourhood Policing, Citizen Focus or response policing.

- Although formal rewards and recognition have become more focused towards officers and staff engaged in Neighbourhood Policing, the inspection found no evidence of formal reward or recognition specifically in relation to the delivery of a positive experience to the public.
- At the time of inspection, performance processes at all levels were quantitative and depict force-level figures only. The force recognises the need to break down quantitative measurements to BCU and ward level and introduce qualitative measures moving away from the current volume crime performance culture, and is incrementally introducing such measures.
- It is clear that the force wishes to move away from volume crime performance measures, but at the time of inspection the front page of the FIS, which is seen by all officers and staff every time they log on, still depicts sanction detection performance. All front-line officers including neighbourhood officers have sanction detection but no other targets.

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

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
South Wales	-5.2pp	-2.7pp	-1.2pp	6.2pp

**Summary statement**

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

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

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

**There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.2 percentage points less satisfied.**

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

## **Context**

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

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

There is a summary of the statistical analysis methodology in Appendix 3 at the end of this report.

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

## **SPI 1e – satisfaction with the overall service provided**

Of people surveyed in the year ending March 2008, 75.3% were satisfied with the overall service provided, which is significantly worse than the average for the MSF.

Force performance significantly declined in the year ending March 2008; 75.3% of people surveyed were satisfied with the overall service, compared with 78.0% in the year ending March 2006.

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

Force performance was unchanged in the year ending March 2008; 69.6% of users from minority ethnic groups were satisfied with the overall service provided, compared with 70.7% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 6.2 percentage points less satisfied.

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

## **Strengths**

- A hate crime awareness raising initiative entitled 'tick it' was run throughout March 2008, to ensure compliance with race crime flagging and remind officers of force expectations around the investigation of hate crime.
- In December 2007, the minorities support unit was restructured to provide greater

strategic oversight in terms of community cohesion issues. The unit comprises one inspector, one sergeant and six constables, each being the force lead for a diversity strand together with geographical responsibility.

- In December 2007 the force reviewed the role of the BCU tactical hate crime officers. The officers now have responsibility for follow-up contact and liaison with all black and minority ethnic (BME) crime victims to ensure compliance with the Victims' Code of Practice. The officers are also responsible for identifying repeat victims and triggering the repeat victim action plan. A training needs analysis is about to be completed for these officers and will be delivered later this year.
- SPI 1e relates to the overall satisfaction with the service provided to victims of burglary, violent crime, vehicle crime and road traffic collision. Although the issue does not appear on the force risk register, the force acknowledges its past failings around keeping victims of crime updated. Officers' responsibilities under the Victims' Code of Practice have been widely publicised and all officers and staff interviewed were aware that force had the worst performance out of all 43 forces in relation to this SPI.
- All staff with responsibilities under the Code of Practice for Victims of Crime have been reminded of their role and expectations in relation to victim contact. The force compliance unit is now undertaking random dip-sampling to ensure compliance.
- 'Your role with victims and the new codes of practice' is a comprehensive leaflet produced by the force to raise awareness and ensure that all officers and staff are aware of their individual responsibilities for compliance with the Code of Practice for Victims of Crime.
- The force compliance unit reviews the survey results from victims of crime undertaken for Home Office SPI performance monitoring. All dissatisfied victim returns are scrutinised in order for the force to learn lessons from the dissatisfaction. The business development unit analyses the reports for trends and then forwards them to BCU commanders to take action as deemed appropriate. Investigating officers have been made aware of this process in order to drive the general quality of investigation and victim contact.
- The confidence and equality group chaired by the Chief Constable meets on a quarterly basis and oversees the force action plan to address the BME victim satisfaction gap.
- Public satisfaction data is reviewed by the ACPO lead at the embedding Citizen Focus programme board in order to gain understanding of the figures and reasons for fluctuation. Actions arising from this meeting are incorporated in an action plan with nominated owners and milestones for delivery.
- The public-facing policing plan for 2008/09 is a one-page reader-friendly document. The plan has been designed to introduce the vision statement 'Keeping South Wales Safe' with five priorities, the overarching one being to make every contact count; the document spells out what that means in simple terms.

### **Work in progress**

- The monthly force CompStat meeting chaired at ACC level is starting to review customer satisfaction performance data. In April 2008 this group comprising BCU commanders and heads of department reviewed the following:

September 2008

- victim satisfaction at force level for each type of investigation;
- basic quantitative analysis to assess whether victims of burglary, violent crime and auto-crime are more satisfied if the crime is detected;
- telephone answering times;
- PACT priorities completed by BCU;
- use of problem-solving database by BCU; and
- Neighbourhood Policing abstraction rates.

This meeting is constantly developing and the qualitative customer and victim satisfaction data will be incorporated.

- Niche RMS, the service provider for the force crime management IT platform, has been approached in order to add functionality to the system requiring investigating officers to add flags whenever the victim is contacted and updated. This will enable supervisory monitoring of the system at all levels and inclusion in performance processes.

### **Area for improvement**

- The crime software does not allow systems or processes that enable the force to monitor individual and team performance in respect of compliance with the Victims' Code of Practice for contacting and regularly updating victims. This would enable local BCU command teams to address culture issues and ensure investigating officer compliance.

## **Recommendations**

**HMIC recommends that the force maintains the new ACPO Citizen Focus lead for as long as possible to maintain the drive and focus necessary to embed the Citizen Focus principles into practices, processes and everyday policing.**



## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
APACS	assessment of policing and community safety

### B

BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic

### C

CPS	Crown Prosecution Service
CSI	crime scene investigator
CSP	community safety partnership

### D

DCC	deputy chief constable
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### E

EPF	extended police family
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### F

FIS	force information system
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### H

HMI	Her Majesty's Inspector
HMIC	Her Majesty's Inspectorate of Constabulary
HQ	headquarters

**K**

KDI key diagnostic indicator

KIN key individual network

**L**

LSB local service board

**M**

MoPI management of police information

MSF most similar force(s)

**N**

NIM National Intelligence Model

NPIA National Policing Improvement Agency

NQoSC National Quality of Service Commitment

NRPP National Reassurance Policing Programme

NVQ National Vocational Qualification

**P**

PACT Partners and Communities Together

PCSO police community support officer

PMB performance management board

POP problem-oriented partnership

PPAF Policing Performance Assessment Framework

**Q**

QoSC quality of service commitment

**R**

RMS record management system

**S**

SARA scanning, analysis, response, assessment

SGC specific grading criteria

SNEN single non-emergency number

SPI statutory performance indicator

**T**

TDMU tasking and demand management units

TTCG tactical tasking and co-ordination group

**W**

WECTU Welsh extremism and counter-terrorism unit

## Appendix 2: Developing practice

<b>Inspection area: Neighbourhood Policing</b>
<b>Title:</b> Developing a problem-oriented partnerships (POP) culture in South Wales Police
<b>Problem:</b> <p>South Wales Police did not have a culture of focused problem solving with its partners. In its drive to implement its Neighbourhood Policing programme the force recognised the development of a POP culture as a pivotal factor.</p>
<b>Solution:</b> <p>South Wales Police appointed POP consultant Mr Mel Jehu to embed a POP culture throughout the force, further enhancing the PACT-led problem-solving activities of the Neighbourhood Policing teams.</p> <p>The following actions were developed and implemented as part of a structured approach, with a clear vision from chief officers.</p> <p><b>Increasing awareness</b></p> <p>A programme of seminars and tutorials has been run for all levels of staff, along with the production of a POP practitioner guide. This has involved external partners including the Welsh universities.</p> <p><b>Training and development</b></p> <p>The drive towards increased awareness has been supported with POP training courses and the support of external expertise, with academic guidance from the University of Glamorgan and Cardiff University. Academics attend POP presentations and provide evaluation services for chosen POP initiatives (eg Tilley Award nominees).</p> <p><b>Technology</b></p> <p>The POP database has been underused, so there has been a strong focus on promoting the database as a sharing effective practice tool. There are now 900 regular users and over 850 entries.</p> <p>In February 2008 the force launched ourbobby.com, an innovative Neighbourhood Policing website, which includes online concern submission capabilities, along with problem-solving features.</p> <p>The website is also an important internal communication tool, allowing officers and staff force-wide, quick access to PACT priorities and the problem-solving activities, further facilitating the sharing of effective practice.</p> <p><b>Media and marketing communication</b></p> <p>The delivery of POP messages has been supported with both internal and external communication. Officers and staff receive regular POP updates primarily via face-to-face communication with presentations and briefings. This is supported by regular email updates, along with POP-related features in the force bi-monthly publication <i>Billboard</i>.</p>

Our external marketing aimed to increase community awareness, engagement and involvement in problem solving. Neighbourhood Policing teams have been proactive in promoting their problem-solving work online, through local media, in partnership publications and at community events.

In addition, a total of 137 positive activities were carried out for the March 2008 ACPO/NPIA 'a name in every neighbourhood' campaign.

### **Accountability**

The philosophy is "Everybody is accountable, all of the time."

It was vital to establish accountability regarding problem solving and this was achieved through the establishment of POP leads from BCU command teams and specialist departments, to champion POP to their officers and staff and facilitate two-way communications.

Additional leadership has included chief officers chairing quarterly POP presentations. The presentations have also allowed all levels of staff direct access to chief officers and have enhanced staff confidence, as a result of receiving recognition for their hard work.

Problem solving has also been introduced into the force and BCU CompStat processes.

### **Evaluation:**

#### **POP recognition**

The force has introduced formal recognition for POP initiatives, with a POP award category, as part of the South Wales Police Awards 2008 (held in June 2008). Some 27 nominations were received from BCUs and specialist departments.

Further still, 12 projects were submitted for pre-marking for the national Tilley Problem-solving Awards 2008, representing approximately 10% of the national submissions, for the awards that are recognised internationally as a beacon of problem-solving excellence. The force also submitted 58% of the Welsh Regional Tilley Award entries.

#### **External validation:**

The Swansea BCU/Safer Swansea CSP 'Call Time on Violent Crime' problem-solving campaign to tackle alcohol-related violent crime in the city centre has won the Tilley Wales Regional Problem-solving Award 2008.

This POP initiative is also one of 12 short-listed for the National Tilley Awards 2008 and has been submitted to the international Herman Goldstein Awards 2008.

### **Outcome(s):**

#### **2008 and beyond ...**

The work done to date on driving POP represents the start of a long-term commitment to embed a SARA problem-solving approach within the PACT engagement process to meet and exceed the needs and expectations of our communities. This will be led by the strong partnership ethos and will be enhanced by the continued development of our Neighbourhood Policing/Citizen Focus programme, moving towards neighbourhood management.

The POP focus will be driven from the very top of the organisation, providing strong

leadership and equipping our front-line deliverers with the skills and resources to make a difference in their diverse and ever changing communities.

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## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

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

The survey results come from two different sources:

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

### Understanding survey results

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

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

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

### HMIC grading using survey results

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

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

## Understanding significant difference

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

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

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

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

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