



Baseline Assessment

Hampshire Constabulary

October 2006



ISBN-13: 978-1-84726-030-7

ISBN-10: 1-84726-030-6

CROWN COPYRIGHT

FIRST PUBLISHED 2006

Contents

Introduction to Baseline Assessment
Force Overview and Context

Findings

Summary of Judgements

- 1 Citizen Focus (Domain A)**
 - Fairness and Equality in Service Delivery
 - Neighbourhood Policing and Problem Solving
 - Customer Service and Accessibility
 - Professional Standards
- 2 Reducing Crime (Domain 1)**
 - Volume Crime Reduction
- 3 Investigating Crime (Domain 2)**
 - Managing Critical Incidents and Major Crime
 - Tackling Serious and Organised Criminality
 - Volume Crime Investigation
 - Improving Forensic Performance
 - Criminal Justice Processes
- 4 Promoting Safety (Domain 3)**
 - Reducing Anti-Social Behaviour
 - Protecting Vulnerable People
- 5 Providing Assistance (Domain 4)**
 - Contact Management
 - Providing Specialist Operational Support
 - Strategic Roads Policing
- 6 Resource Use (Domain B)**
 - Human Resource Management
 - Training, Development and Organisational Learning
 - Race and Diversity
 - Managing Financial and Physical Resources
 - Information Management
 - National Intelligence Model
- 7 Leadership and Direction**
 - Leadership
 - Performance Management and Continuous Improvement

Appendix 1 Glossary of Terms and Abbreviations

Introduction to Baseline Assessment

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

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

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

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

Priority Frameworks

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

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

October 2006

- neighbourhood policing; and
- leadership and direction.

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

Force Amalgamations

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

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

The Grading Process

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

Service delivery grade

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

Excellent

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

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

Good

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

Fair

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

Poor

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

Direction of Travel Grade

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

Improved

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

Stable

October 2006

This denotes no significant change in performance.

Declined

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

Good Practice

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

Future HMIC Inspection Activity

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

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

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

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

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

Force Overview and Context

Geographical Description of Force Area

Hampshire Constabulary covers the two counties of Hampshire and the Isle of Wight. There are two principal cities, Portsmouth and Southampton, together with many towns and villages. Both Portsmouth and Southampton have their own universities and football teams (Premiership and Championship respectively). Portsmouth is the home of the Royal Navy and is also a continental ferry port. Southampton is a major commercial port and situated nearby is one of the largest petrochemical refineries in Europe.

As well as the cities, the force area contains thriving modern towns and a tourist industry that has developed among the historic market towns and rural countryside. It hosts a number of annual events and festivals including the Farnborough Air Show, the Homelands music and dance festival, Power in the Park (in Southampton) and the Isle of Wight Festival. The motorway network is one of busiest in the country, particularly along the coast.

There is a significant military presence with a number of Army, Navy and Air Force establishments located within the two counties. Hampshire and the Isle of Wight have a vibrant tourist industry with many local areas of interest including the ancient Saxon city of Winchester.

Demographic Description of Force Area

Hampshire Constabulary is the second largest non-metropolitan police service in England and Wales and polices an area of 418,000 hectares, serving a population of 1.8 million in 730,000 households. Approximately 411,000 people live in the two main cities; about 135,000 live on the Isle of Wight.

There is a lower than national average ethnic population and average earnings are higher than the national average, although there are areas of deprivation. Hampshire reflects the national picture regarding traffic congestion, green belt urbanisation, an ageing population and social pressures in areas that lack housing.

Structural Description of Force including Staff Changes at Chief Officer Level

During 2005/06, there were ten territorial basic command units (BCUs), reduced to six larger operational command units (OCUs) in April 2006. The headquarters (HQ) is at Winchester and houses the chief officer team comprising the Chief Constable, deputy chief constable (DCC), two assistant chief constables (ACCs), director of finance and director of personnel.

The Chief Constable, Paul Kernaghan, has been in post for over six years, as has the DCC. ACC (territorial operations) (TO) has been in post for over two years, and ACC (specialist operations) (SO) for 20 months. The director of finance has been in post for 10 years and the director of personnel for 12 years.

Support HQ, based at Netley, houses many departments including scientific services, specialist investigation, firearms and public order as well as being the primary training site.

October 2006

Hampshire Constabulary employs 3,812 police officers (155 of whom are part-time); 2,356 police staff (457 of whom are part-time); 30 police community support officers (PCSOs) and six traffic wardens, and is assisted by 394 special constables.

Strategic Priorities

The strategic priorities of Hampshire Constabulary during 2005/06 were to:

- reduce crime and anti-social behaviour (ASB);
- combat serious and organised crime;
- improve road safety;
- reduce fear of crime and ASB;
- improve citizen focus and customer service; and
- detect a higher proportion of crime.

In January 2006 a control strategy was set for the period January to June 2006, providing the strategic priorities for the coming year:

Service Delivery

- Neighbourhood policing (NHP), reassurance and citizen focus.
- Making best use of resources.
- Bring more offences to justice.

Crime Reduction

- Reduce overall crime by 15% by 2007/08 which will encompass: supply of Class A drugs; acquisitive crime; counter terrorism and domestic extremism; roads policing; serious and organised crime; and violent crime.

Impact of Workforce Modernisation and Strategic Force Development

Hampshire Constabulary recruited and trained 30 PCSOs during 2005/06; one is funded by a motorway services company. During 2006/07, a further 36 PCSOs will be recruited and deployed to the Portsmouth OCU, which is the pathfinder site for NHP. By April 2008, it is planned to have a total of 539 PCSOs.

In addition to accredited Vehicle and Operator Services Agency staff (currently five in number), there are 34 accredited community safety officers employed by Hampshire County Council, who are working in four areas of the force. There is a possibility that the County Council will expand this scheme. Southampton City Council has 21 accredited community safety officers (known as the City Patrol) who are already deployed by the force control room (FCR) to incidents. Portsmouth City Council has 25 accredited wardens. Two further local authorities have expressed an interest in accreditation.

Some 90 detention officers and 118 station enquiry officers are employed across the ten BCUs. There are 169 controllers based in the FCR and 11 investigating officers. The roads policing enquiry team is civilianising ten constable posts in April 2006.

Officers, staff and Police Authority representatives worked collaboratively over three months to respond to the Home Office requirements emanating from the Closing the Gap report. The team concluded that Hampshire had invested significantly more in protective services over the last five years than any of the neighbouring forces. This investment and the final phase of a force review process have ensured that resources are already secured to deliver both strong level 1 performance and protective services to national standards.

October 2006

On 20 March 2006, the Home Secretary announced that Hampshire Constabulary would stand alone as a 'strategic force'. This decision was an endorsement of previous command decisions to invest in protective services over a prolonged period. It also proves that the business proposals under the current in-force re-structuring project Forward Together have been accepted by the Home Office in terms of its ability to protect the communities of Hampshire and the Isle of Wight while also delivering strong NHP. The subsequent decision by the Home Secretary has postponed other police force mergers for the time being.

Major Achievements

Hampshire Constabulary has led the way in relation to supporting the new Iraqi Police Service. In addition to the Chief Constable's advisory role, officers of all ranks have been deployed for prolonged periods and the force has contributed expertise far in excess of the national norm.

PRIME (problem resolution in a multi-agency environment) was the subject of a keynote address at a national problem-solving conference. It is a new initiative involving key agencies which work together to improve the environment, target offenders and install crime prevention techniques. Its objective is to help local people feel safer within their communities.

The PLOD (police link officers for deaf people) initiative aims to deliver equality of access to services for deaf people. It was recognised in the Jane's Police Review Gala Awards 2005, being placed second nationally in the diversity category. Efforts in other areas of diversity were also recognised during the year. The Stonewall Index (gay-friendly employers) rated the force as 15th best employer nationally and second best police employer.

Under the Prince Michael Award, the force received a certificate of commendation in relation to Bikesafe, which had resulted in a 70% reduction in motorcycle fatalities since the previous year.

In 2005, the force successfully policed several large events including the 200th anniversary of the Battle of Trafalgar, a major component of which was an international fleet review.

A significant operation targeted at drug-related crime in Southampton caused a major disruption to the Class A drug supply network. A key part of the operation was consolidation to stop the created vacuum being immediately taken over. This was driven in the areas of education, treatment, and community participation with an early and continued engagement with the local media.

A major investment has been made with the introduction of a hi-tech crime unit forensic examination suite, which enables the retrieval of evidence or intelligence from computers, related media and digital devices. A dedicated interview development unit has been created which is responsible for delivering professional training packages to improve suspect and witness interview techniques.

The Solent Portal maritime security group is one of only two such groups within the UK, and is playing a key role in developing national counter-terrorist strategy. It is a multi-agency group including the military and private sector organisations operating along the coast of Hampshire. It is focused on maximising counter-terrorist preparedness across the Solent Portal and has collaboration arrangements in relation to resource deployment with neighbouring coastal forces.

October 2006

The force has taken the lead in relation to the development of a regional counter-terrorist investigative response, drawing up contingency plans for multiple sites to prevent terrorist attacks within the South East region and elsewhere. The lead has recently been taken in relation to the development of a regional command structure for deployment in response to a multi-site terrorist attack in the South East region.

Major Challenges for the Future

The management of police information (MOPI) is coupled with the national data-sharing (IMPACT) programme is a major challenge. The force is endeavouring to deliver the programme by the April 2007 deadline. It aims to achieve a good grading or better in the threshold standards. The implementation of the Children Act 2004 also presents a challenge with the development of a single strategic plan for the provision of local services to children and young adults.

Implementation of the Initial Police Learning Development Programme (IPLDP) continues to be challenging – including the delivery of accommodation on time. Plans have been agreed in the short term to update existing police buildings to house the anticipated increase in trainees.

Roll-out of the records management system (RMS phase II) continues with the introduction of integrated systems for warrants, custody management and case file preparation.

The force aims to implement NHP force-wide by 2008. Portsmouth is the pathfinder OCU and all learning (both national and local) will be managed through the programme board. The force is committed to raising the number of PCSOs to 539 over the next two years.

The specialist operations department will be reconfigured with an aim to provide excellent protective services that meet national standards.

The estates strategy will be reviewed so that it meets force aspirations within funding limitations. Two major estate projects are under way: a new Southampton OCU HQ and a new police HQ. Both projects are showing tangible progress but may take a number of years to complete.

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

1 Citizen Focus (Domain A)

1A Fairness and Equality in Service Delivery

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

Contextual Factors

This framework overlaps with 6C (Race and Diversity). Hampshire Constabulary has invested in service provision in relation to diversity; this includes a dedicated and substantial budget which is used to support the development of diversity, both internally and externally. It is now implementing the findings of a recent public protection audit and is committed to significant investment over the next two years to include the establishment of teams of hate crime investigators on each OCU (see also section 4B).

During the 12 months since the last baseline assessment, the diverse communities unit has expanded to include an officer specialising in disability issues. The unit has also become a separate, specialist team with its own manager and is capable of advising on matters as varied as community impact assessment in counter terrorism and access to policing services for those hard of hearing.

Racially or religiously motivated crime continues to be well below the most similar forces (MSF) average with 0.31 crimes per 1,000 population in 2005/06. Satisfaction with the overall service provided to victims of racist incidents has risen and is well above the MSF average.

Strengths

- Chief officers provide clear leadership in relation to diversity issues. The Chief Constable is the force diversity champion and has personal ownership of, and chairs, the diversity Gold group (DGG). The equality of service delivery committee (ESDC) is chaired by the ACC (TO) and deals with external issues. The equality and diversity in employment committee (EDEC) is chaired by the director of personnel and deals with internal matters (see section 6C).
- A member of the Police Authority who is from a minority ethnic group sits on the DGG, which oversees and directs the work of both the ESDC and EDEC. The groups are action-led and the minutes of these meetings are published on the force intranet, thereby ensuring transparency and accessibility.
- The diverse communities unit provides an effective reassurance and support service to the DGG, ESDC and EDEC, both internally and externally. It has diverse communities' officers for: race and faith; lesbian gay, bisexual and transgender

October 2006

(LGBT); and disability strands of diversity (see also Areas for Improvement). An analyst and researcher have been employed within the community safety unit to systematically address disproportionality in crime, disorder, ASB and victimisation. An inspector post has been established to focus on implementation of the quality of service commitment (QoS) action plan (see section 1C).

- The race equality scheme (RES) appears to be compliant with the standard set by the Commission for Racial Equality (CRE). The ESDC and EDEC have a key role in monitoring the scheme. It is available in both paper and electronic format and published in six languages. The electronic format is accessed via the force internet site, which is being upgraded to make it more user-friendly. Policy owners have specific training to ensure compliance and the Hampshire Constabulary consultative group assesses policies and practices for community impact.
- The newly-established independent advisory group (IAG) provides a more detailed scrutiny of fairness and equality in the way policing services are delivered, although the force would welcome a more robust challenge from the IAG.
- Monitoring of stop and account powers and data collected under section 95 Criminal Justice Act 1991 is a standing item for the ESDC under the heading 'street interventions'. These data are collected, analysed and presented to the meeting. Actions are then produced and OCU commanders are held to account for variations in performance. Stop and searches under section 44 Terrorism Act 2000 are also monitored at a monthly counter-terrorism tasking and co-ordination group (TCG) meeting chaired by the detective chief superintendent.
- Stop and account training has been delivered by e-learning and face-to-face training to ensure a consistent message about what is expected. Race Relations Amendment Act training, delivered to all officers and staff by e-learning, has helped raise awareness, which is monitored through the performance development review (PDR) process.
- A community cohesion strategy has been developed and an associated multi-agency project established that explores issues regarding Polish migrant workers resident in Hampshire and the Isle of Wight (see also Areas for Improvement).
- The force is very proactive in its approach to LGBT issues, and has lesbian and gay liaison officers on each OCU. It has received national recognition for its approach to diversity as an employer.
- A service for people who are deaf or hearing impaired has been developed, branded as PLOD, and many officers have been trained to use sign language. This initiative was runner-up in the 2005 Jane's Police Review Gala Awards for diversity in action.
- The new record management IT system (RMS) and the command and control system (Altaris) provide the facility to flag hate crime and other incidents. The RMS also provides a much more comprehensive system of searching and cross-referencing of such incidents than existed before.
- Some 50 of the 54 (92.6%) police enquiry offices are Disability Discrimination Act (DDA) compliant. The remaining four offices were due to be completed by September 2006. Financial and physical resources amounting to £3.2 million have been spent to deliver 100% DDA compliance.

Work in Progress

- During 2005/06, the investigation of hate crime was carried out by BCU (now OCU) officers, either response or CID officers. Their knowledge and skills varied and consequently the standard of investigation was not consistent. The force has recognised this and specialist hate crime co-ordinators have been recruited for the newly-formed public protection units (PPUs) for 2006/07 and investigators are being introduced in some OCUs this year, with the remainder to be in place by April 2007.

Areas for Improvement

- There is a need to ensure a force-wide approach to multi-agency hate crime reduction and investigation. The drafting and implementation of a multi-agency strategy will aid this process, as will more joint hate crime investigation, which is not uniformly practised in all OCUs.
- Policies and procedures in relation to racial, religious and homophobic incidents have been updated into an overarching hate incident policy. There is, however, a need to extend this policy to cover all six strands of diversity and the service provision to gypsies and travellers requires development, as does the inclusion of age within the six strands of diversity.
- The detection rate for racially or religiously motivated crimes fell from 46.3% in 2004 to 38.7% in 2005, but is still above the MSF average. There is a need to get to grips with this declining trend and it is incumbent on the force and OCU commanders to ensure that the previous higher levels of detected crimes are re-established (see also sections 3C and 7B).
- The use of True Vision hate crime self and third party reporting packs has been implemented force-wide and their use has increased from two in 2004/05 to 24 in 2005/06. The inner city OCUs of Portsmouth and Southampton attract the most reports. There is scope to increase awareness of this system of reporting elsewhere.
- The force does not participate in the Diversity Excellence Model or in CRE leadership training and should consider what benefits the use of the model and officers and staff attendance on the training programme would bring.

1B Neighbourhood Policing and Problem Solving

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
4	18	20	1

National Position

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

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

Contextual Factors

The NHP pathfinder site at Portsmouth began on 22 March 2006 and is seen by the force as a natural evolution of its sector-policing model introduced in 2004. While initially the force and Authority were reluctant to accept PCSOs because of funding and sustainability concerns, there is now full support and Police Authority funding to accept the full quota of 539 PCSOs by 31 March 2008.

NHP is now the number one priority in the integrated planning force control strategy. A dedicated pathfinder and force project team has been established to develop and deliver a safer neighbourhoods strategy and operational model for use in every neighbourhood across Hampshire and the Isle of Wight. A project timeline has been prepared that enables action learning from the pathfinder site and from the other 42 national sites to be obtained and evaluated prior to structured implementation across the force in April 2007.

NHP is in the early stages of implementation. Indeed, the definition of implementation includes the preparatory work involved in building up a force model. Portsmouth OCU is a test bed for the model's development and NHP should be seen in this context. Since change and development are intrinsic to the process, it is to be expected that a number of areas for improvement are listed. There is awareness of these through programme management and the external ACPO readiness assessment. There is no doubt that the success of NHP will depend on the areas for improvement being addressed effectively in 2006/07.

The British Crime Survey (BCS) indicates that the percentage of people who thought their local police were doing a good job in 2005/06 fell very slightly from 52.7% to 51.3%, a rating still above the MSF group average.

Strengths

- A governance structure, using PRINCE2 methodology, is in place to monitor developments in NHP. An NHP project board reports to the NHP and citizen focus programme board. The board's composition reflects the range of NHP, and includes Police Authority and crime and disorder reduction partnership (CDRP) representation.
- The pathfinder implementation plan includes ensuring the community knows the names and contact details of neighbourhood officers and teams, using a wide range of media.
- PRIME methodology is already established and therefore the force already has a culture of joint problem solving. The recent addition of impact quantitative analysis assessment IT offers future promise of recording, tracking and assessing neighbourhood priorities in a way that is accessible to partners.
- The sector-policing model currently in place across the force provides a platform for the introduction of NHP. There are a number of enterprising initiatives in community policing, such as the Bridgemary project in Solent East BCU and the Pride of Place policing priority area in Havant. The Pride of Place project recently won national recognition for community partnerships in the Sustainable Communities Award 2006.
- There is comprehensive detail later in this report as to how ASB is addressed (see section 4A). Training of front-line officers in the use of powers to tackle ASB was carried out during 2005/06 and was augmented by training in the seizure of motor vehicles that are driven or ridden in an anti-social way. There has also been some joint training with partners and this continues to be carried out and developed as NHP is rolled out.
- The South East regional officer of the national NHP programme team has recently joined the programme board. The board is therefore in a better position to guide the force into successful implementation, as it will be able to glean best practice found at other pathfinder sites.
- The enthusiasm of staff to grasp the opportunities of NHP and to make a difference to the quality of life is clear. Officers and PCSOs are motivated and eager to fulfil the force's ambition for the roll-out of this programme.

Work in Progress

- The neighbourhood model, including the resource allocation formula, is under review. The competing demands of response targeted patrol teams and safer neighbourhood teams continue and a solution is not evident. With staff being returned to targeted patrol teams and NHP staff continuing to deal with a range of responsibilities, the resources needed for effective community engagement are not yet adequately defined.
- Further work is under way to communicate the NHP strategy, particularly to ensure that officers have a clear understanding of what is expected of them. This is especially important in the face of competing requirements and no performance framework. Action includes the force internet site being developed to provide easy

access to NHP information. It is unfortunate that so late into the pilot, community leaflets with officers' pictures are still awaited.

Areas for Improvement

- The resource requirements of NHP compete with other demands such as protective services, which have seen significant augmentation. NHP is being developed within the remaining territorial resources. Given the current gap between establishment and strength in NHP, the force will want to strategically review its ambitious implementation plans against the resources available.
- PCSOs, being very recent additions to the policing family in Hampshire, and with most still in training, have yet to make their mark. This should change during 2006/07, when several hundred more PCSOs will be recruited and trained; this will present its own challenges. However, given the resourcing issues already described, care will need to be taken that PCSOs do not become the only practical resource for NHP (see also section 6A).
- Neighbourhood engagement is being established. However, without community profiles or key individual networks, the building blocks of community engagement are not in place. Neighbourhood priorities have not yet been established and old-style community forums still exist.
- There is little evidence of information from the community being used to influence local priorities and inform police decision making within the National Intelligence Model (NIM) processes. Community intelligence remains to be developed and without community priorities, tasking through tactical TCGs is incomplete (see also section 6F).
- Although a mechanism for joint problem solving exists in PRIME, processes are not harmonised with NHP. For instance, NHP priorities have not been set and the processes by which action, responsibility and reporting are to take place have not been defined.
- A performance framework is not yet in place. The force awaits national guidelines. In the meantime, performance management is patchy and, where it exists, relies on sanction detections. Yardsticks for success in NHP remain to be established.
- Enhanced crime screening needs to be implemented as soon as possible to enable sufficient time for safer NHP teams to establish key individual networks, build community profiles, determine community priorities and address them.
- Given the further development still needed, the force should review its approach to other OCUs which are embarking on NHP implementation. It is sensible that preparatory work such as neighbourhood profiling and community and partner engagement should be made ready. However, OCUs are moving into areas of implementation that have not yet been resolved. Since other OCUs are now initiating an NHP model, greater central control and co-ordination is required to ensure consistency in implementation and that only good practice is applied.

October 2006

GOOD PRACTICE

TITLE: Pride of Place

PROBLEM: Warren Park and Battins in Leigh Park have a total population of 14895 residing in 5633 dwellings. Both wards have been identified as areas of social deprivation and suffer from high unemployment rates. Communities in both of these wards are affected by disproportionately high levels of crime and anti-social behaviour.

Following a successful application to the Home Office, Havant BCU in July 2004, set up a policing priority area (PPA) covering these two wards. The purpose of the bid was to develop partnership working within the borough further and to seek alternative ways of addressing the local issues.

SOLUTION:

Baseline Survey

A baseline survey was undertaken in the summer of 2004 to establish local priorities, and to form the basis of the projects aims:

- To reduce crime
- To reduce the fear of crime
- To enhance the quality of life for residents and workers
- To develop the existing partnerships between agencies
- To deliver community based actions

Method

A steering group, chaired by the BCU commander, was formed consisting of representatives from partner organisations and the project became known as 'pride of place'. The group was responsible for drawing up a list of actions and agreeing what resources each agency could contribute towards achieving the five project aims.

The project was divided into three key areas:

1. Quality of life
2. Crime
3. Young Residents

Each key area had an operating group consisting of residents and local agencies. Each group was responsible for drawing up a detailed action plan that would help meet the overall project objectives.

In addition a neighbourhood policing team (NPT) was established to tackle the crime issues. Two sergeants, thirteen constables, three community beat officers and the introduction of four PCSO were tasked to target known offenders, increase police visibility and tackle local issues. (The team covered the entire Leigh Park area which

October 2006

is a further 15000 residents).

A number of actions were implemented ranging from sports training sessions to planting bulbs, domestic abuse awareness campaigns to increased use of ANPR. It was felt that negative press in relation to Leigh Park was a significant factor in contributing to the fear of crime. A media strategy was designed to redress the perceived imbalance in reporting of local stories. More attention was paid to the local media to promote the actions and the entire 'pride of place' ethos.

The longevity of the project is now encapsulated in a Community Advice Centre, situated in the heart of the estate. Offering a range of expert advice, the facility is the embodiment of public sector partnership and local businesses working together to increase community engagement.

OUTCOME(S):

Evaluation

An evaluation was commissioned a year into the project. The results were far better than expected, with all crime reduced by 20% in comparison with 9% reduction for the BCU and -3% in Hampshire. All the target areas showed significant reductions and importantly, public reassurance was increased. Partners in the project stated there was improved inter-agency working, more balanced media coverage and perceived improvements in the quality of life for residents. A full evaluation report is available if required.

FORCE CONTACT: Chief Inspector Gary Cooper

Telephone - 0845 045 45 45 (Extension 688-129)

Email - gary.cooper@hampshire.pnn.police.uk

1C Customer Service and Accessibility

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

There is a commitment to citizen focus and the QoSC, with a strong chief officer lead. To ensure compliance, the QoSC feeds into two strategic groups: The chief officer group and the NHP and citizen focus programme board chaired by the ACC (TO).

The call management department has taken a proactive approach to citizen focus with the training of all front-line staff in soft skills training and customer service. This work complements the early compliance with National Call-Handling Standards (NCHS), early roll-out of single non-emergency number (SNEN) in May 2006 as well as more diverse services such as facilities allowing texting for those who are deaf or have speech impairments. Since January 2006, witness care units have been fully adopted and work was ongoing to ensure compliance with the Victims' Code by April 2006.

Accessibility is a key priority, with the estate being almost 93% compliant with the DDA and plans for full compliance by September 2006. E-policing will improve with a new website that will greatly enhance accessibility but will also provide a forum for the public to contact the force.

Chief officers have recently agreed to develop a corporate standards booklet. In due course this is expected to communicate the standards expected of all employees and will address a range of business areas and quality issues such as NCHS, QoSC and the Victims' Code. The introduction of the booklet will be supported by a wider cultural change and communication plan and training of all officers and staff about the QoSC and their contribution towards better service delivery.

In spite of all this good work to improve service delivery, customer satisfaction survey results do not reflect the investment made and this has had an impact on the overall grade awarded in this framework. Areas of concern remain around how quickly training on the QoSC can be delivered to all officers and staff, the degree of importance attached by officers and staff to updating victims and witnesses and the ability of the organisation to learn from customer feedback and promptly change the way services are delivered.

Strengths

- The force's QoSC is incorporated into the communication action plan, which also includes actions related to citizen focus and communication. The communication action plan resulted from extensive consultation with managers and users from a number of business areas to ensure a cross-cutting approach. The resulting action plan encapsulates improvements including the SNEN, the Victims' Code and NCHS. The force is on target to achieve compliance by November 2006.

October 2006

- The implementation of the QoSC is a force commitment and forms part of the force control strategy. The ACC (TO) is the strategic lead for the QoSC, SNEN, National Standard for Incident Recording and citizen focus and chairs the programme board that oversees these individual projects.
- Strong project management in the delivery of the QoSC using PRINCE2 methodology is in place and the programme board also co-ordinates implementation of the NHP project. Funding has been secured to appoint an inspector dedicated to oversee the communication action plan as well as review the QoSC and the citizen focus agenda. The QoSC action plan has been designed to impact upon structures, processes, systems and people across a wide range of business areas.
- There is a strong ethos of customer service in the call management department, which was graded Excellent during the 2004/05 baseline and in this assessment. It was successful in securing agreement to launch one of the first SNEN – 101 – projects in conjunction with 15 local authorities within its area. The service operates from the force contact centre. The public launch of the 101 service coincided with the baseline assessment fieldwork and staff officers were able to view its early successes (see section 5A).
- 'No witness no justice' units were rolled out across the force under the title witness care units in January 2006 and overseen by a no witness no justice implementation plan. A witness management system is used in conjunction with the Crown Prosecution Service (CPS); this highlights vulnerable victims and witnesses. The policy for victims and witnesses is being amended and will be in place by July 2006 (see section 3E).
- Several good initiatives demonstrate effective joint working and accessibility in addition to the SNEN. For example, the force has shared one of its buildings in Hook with the Hart voluntary action group, which provides the community with easy access to a number of services.

Work in Progress

- Telephone surveys, to be introduced during 2006/07, should provide a more balanced and reliable picture of service delivery as postal surveys usually prompt exception (particularly good or bad) reporting from the public. This type of survey should also support better community contact and should be considered for surveying neighbourhoods.
- Following comments made in the 2004/05 baseline assessment, the force has recognised that it needs to improve its internet site to make it more accessible to the public and to its own officers and staff. It is being re-designed to the World Wide Web Consortium web accessibility initiative AA standard. This upgrade will occur during 2006/07 – in the meantime the service provided by the site is limited when compared with the 'best in class'.
- An experimental customer service unit located within the call management department services grade 3 calls (deployment within 24 hours). It provides an explanation to callers when deployment is not needed, or updates customers when there has been a delay, or the target time is unlikely to be achieved. During this experiment it was often found that the call could be resolved without a police resource being deployed. As a result, all call handlers are to be trained to provide the same service with an ethos of getting it right first time. This is especially

October 2006

important if the roll-out of NHP is to be successful at the pathfinder site and across the other OCUs.

- While the manual of guidance for incident management units (IMUs) on OCUs provides policy on when to send letters to victims to keep them informed of the progress of their case, it is evident from satisfaction surveys that this policy is not working. Furthermore, when enhanced crime screening is implemented, it will be important that the customer fully understands why a crime may not be subject to full investigation. This too is important if the roll-out of NHP is to be successful at the pathfinder site and across the other OCUs. Recent developments include design of a new victim letter, a crime screening process with special measures for updating victims and a Victims' Code compliance check to monitor progress. Notwithstanding these procedural changes, staff attitudes also play a key part in customer service and attention should be paid to this area.

Areas for Improvement

- Customer satisfaction survey results for 2005/06 indicate that victims of burglary are consistently more satisfied with: ease of contact; actions taken; follow-up actions; treatment; and the overall experience than those who are victims of violent crime and vehicle crime. Work should be carried out to raise the level of service to meet customer needs and expectations (see also section 3C).
- Training has yet to be delivered for the QoSC. With over 6,500 staff, that will be a huge undertaking. The internal communication strategy for the QoSC has yet to be implemented and consideration should be given to the use of e-learning to raise knowledge and awareness, with face-to-face training used to reinforce and test understanding and commitment.
- Apart from the areas of contact management and professional standards, the force has not been able to demonstrate organisational learning and changes to systems and processes as a result of customer feedback.
- There is recognition of a need for stronger and more informed supervision at the front line. Training has begun for sergeants to improve their investigative skills and those of the staff they supervise. This type of training will also need to be extended to enable supervisors to provide feedback to officers and staff to develop their customer service skills. This additional training will place a burden on the force, which is already under strain in delivering its current commitment.

1D Professional Standards

Grade	Direction of Travel
Poor	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
2	16	25	0

National Position

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

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

Since that inspection was carried out significant progress has been made. All 11 recommendations have been addressed and action is being taken to tackle the supporting areas for improvement

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:
http://inspectrates.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html

2 Reducing Crime (Domain 1)

2A Volume Crime Reduction

Grade	Direction of Travel
Good	Declined

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

A series of ambitious crime reduction targets were set in the 2005/06 local policing plan. The target for domestic burglary was to record less than 7.2 crimes per 1,000 households; a level of 7.7 was achieved. The target for robbery was to record less than 0.51 per 1,000 population; the outcome was 0.6. The target for vehicle crime was 9.2 per 1,000 population; a rate of 11.2 was achieved. Even though these targets were not met, the force has the lowest rates in its MSF group for each of these crimes. The challenge now is to reduce other types of crime including violence and criminal damage.

Targets were also set to reduce the fear of crime using the BCS: to achieve no more than 7.3% in fear of the risk of personal crime and no more than 19.2% in fear of the risk of household crime. Results for 2005/06 indicate 5.1% and 13.4% respectively.

The chief officer team provides a strong lead for all areas of volume crime reduction, being involved in the range of strategic groups. The focus is on driving through best practice to improve performance and thereby increase detections. Hampshire's crime strategy has been launched and the 'Safer' methodology and branding is firmly embedded within the working practices of all areas, from the tackling of the local needs and issues of OCUs to including corporate initiatives. Increasingly, the media are used to promote initiatives to both inform the public of police action and provide reassurance.

The strategic assessment is published twice a year, setting out the intelligence, prevention and enforcement priorities. Problem-oriented policing has been addressed, with the use of PRIME methodology which includes awareness training for all staff, practitioners and co-ordinators on each OCU.

Alcohol-related violence issues are being tackled on two fronts. The Safer Streets strategies are co-ordinated by an inspector dedicated to alcohol harm reduction within community safety at HQ. Secondly, every OCU has a sergeant and constable on each district to deal with alcohol and licensing issues, with the result that several successful initiatives have been executed over the past year.

There is a clear chief officer lead by the ACC (TO) to CDRPs and significant funding has been made available to all OCUs to complete audits and for the provision of an analyst. All initiatives that are conducted are comprehensively monitored and evaluated, as the majority come under the Safer Communities programme which utilises PRIME methodology. Several

October 2006

joint action groups have been set up, using the strengths of various partners to review the current trends in crime and disorder and to tackle problems. This has included the funding of partnership posts.

OCU commanders are required to account for underperformance when targets, including CDRP targets, are not met – Hampshire is one of the lead forces in the roll-out of local area agreements.

Strengths

- There is a clear line of accountability for crime reduction, from the Chief Constable's monthly BCU (now OCU) commanders performance meeting, through to the use of bespoke Safer strategies (ie, burglary, vehicle crime, street crime and roads) at OCU level. There are force champions and joint enforcement and reduction operations have been undertaken with partners. The good practice guides and toolkits disseminated by national agencies have been incorporated into the relevant crime strategies and the various workstreams have been allocated to a nominated champion to progress.
- The ACC (TO) is the chief officer lead for crime reduction and also chairs the force incident and crime recording steering group that is responsible for integrity and compliance with standards (see also Areas for Improvement).
- Phase two of the NIM process has been developed to tackle volume crime, and has been further corporately developed into the new amalgamated OCU structures, commencing April 2006. The BCU analysts are supported by the newly-formed force intelligence bureau (FIB) 'focus desks' with a remit to tackle level 2 and level 1 criminality through the NIM processes (see also Areas for Improvement and section 6F).
- An established, standardised and well-understood multi-agency problem-solving tool (PRIME) has been re-branded as problem-oriented policing and is co-ordinated by an HQ-based team. It is available to all officers with sergeants acting as BCU (now OCU) co-ordinators. The force has in the past received both national and international awards for problem-solving crime reduction in the form of Tilley and Goldstein awards. The PRIME IT system will become available to partner organisations through a web-based platform during 2006/07.
- The community safety department (CSD) based at HQ has increased capacity and improved delivery on alcohol-related violent crime (but see Areas for Improvement), domestic abuse, crime prevention and problem solving, and tackling drug crime. This new strategic lead has delivered improved support through training, IT (especially the PRIME problem-solving programme), policy, procedure and guidance, and specific campaigns such as the crime reduction and environment weeks (Operation CREW).
- New partnership agreements and stretch targets have been secured on alcohol-related violent crime, domestic violence, youth offending and ASB. The CSD has been hugely influential in securing increased resources for OCU community safety units to improve public reassurance and public protection, including volume crime issues, especially alcohol-related violence and domestic violence.
- CDRP targets within the three-year strategy were identified and agreed after consultation with the communities, although as Hampshire is one of the lead forces

October 2006

for the roll-out of local area agreements, these targets in many areas have been stretched using the local public service agreement 2 targets instead.

Work in Progress

- Good work is published and reassurance is provided by using the media and a range of other communications activities such as mail shots, bus stop advertising, trade publications and editorial coverage. There has been significant progress, as evidenced above, during the last year and continued improvement is expected during 2006/07.
- The CSD is planning additional measures for delivery in 2006/07, including training for OCU community safety unit staff, standardised risk management processes, increased partnership use of the PRIME problem-solving methodology and more consistent application of crime prevention campaigns and projects.

Areas for Improvement

- The need is recognised for accurate, consistent and ethical recording of incidents and notifiable crimes in accordance with the National Standard for Incident Recording, the Home Office Counting Rules (HOCR) and the National Crime Recording Standard (NCRS). However, internal monitoring by the incident and crime registrar and external audit by the Audit Commission have identified that there is still room for improvement in terms of incident and crime data quality. In part, data quality has been adversely impacted upon by the demands and distractions associated with implementation of the RMS. However, once fully embedded, the RMS has the potential to change fundamentally the way in which the force manages its core business information (see also sections 6E and 7B).
- This said, it is readily acknowledged that there are still further opportunities to improve in other key areas that appear to have undermined incident and crime data quality, such as training and awareness, culture, supervision and familiarity with processes, procedures and policies. There is an intention to learn from the outcomes of all recent audits, and there is a determination, across all relevant business areas, to achieve significant improvement in the coming 12 months.
- The policing plan target for violent crime was to record fewer than 20.1 crimes per 1,000 population; a level of 23.6 was achieved. Recorded violent crime has risen above the MSF trend-line for the past three years. The force is aware of this and has adopted additional measures, but the anticipated benefits are yet to be felt. The rise can be attributed to a number of factors including drink-related violence. Recorded criminal damage has fluctuated over the last three years but has always been above the MSF group average and is on the rise again. Total recorded crime in 2005/06 was 25.0 crimes per 1,000 population, higher than the MSF group average of 23.3. BCS comparator crime places the force in a similar position. It is apparent that criminal damage plays a significant part in this level of crime, yet no reduction targets were set, and tackling this will be a challenge for the force, as it has been for others, as NHP is rolled out.

3 Investigating Crime (Domain 2)

3A Managing Critical Incidents and Major Crime

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

Contextual Factors

The ACC (SO) provides leadership and support for major and serious crime investigations and critical incident response. The direction and leadership are specified within the force crime strategy and control is exercised through the level 2 TCG process.

The formation of standing major crime teams in 2002 was a measure of continued high commitment to major crime investigation and a way of dealing with the tension created by detective abstractions from BCUs and the impact on performance.

Three geographically-based major crime teams, each under a detective superintendent and a detective chief inspector, lead a total of eight detective inspectors, 21 detective sergeants, 59 detective constables and seven civilian investigators to create the capability of dealing with all homicide cases, stranger attempted murder, stranger rape and crimes in action. The demand profile and abstraction rates of detectives on BCUs were measured in detail over a three-year period preceding 2002 to identify the optimum strength of major crime teams and provide a quality response.

Comprehensive policies and procedures are in place to identify critical and major incidents, to ensure appropriate resourcing and investigation supported by a Gold group, which will include a member of the IAG. Investigative strategies are fully compliant with standards laid down in the murder investigation manual.

Over the past ten years (1995–2005), Hampshire Constabulary has had between 11 and 28 homicides per year with an average of 20. In 2005/06, there were eight cases of murder and two of manslaughter.

Considerable work has been undertaken to ensure effective identification and management of critical incidents. While some of this was completed in 2005/06, some elements are only beginning after April 2006. For instance, a 'critical incident cadre' of superintendents has been established so that incidents are better controlled at the crucial early stage. As this assessment covers only 2005/06, a more wide-ranging response now exists than is described here.

Strengths

- A major crime department is firmly established within the organisation and has developed effective initial organisation processes including a fully functioning

October 2006

MIRSAP (major incident room standard administrative procedures) capability to secure investigative opportunities in the very early stages of a major crime. This efficiency serves to maximise 'golden hour' response.

- The major crime department has developed skill levels for each individual officer which provide an experienced high standard of specialist service to the enquiry, for instance, family liaison officers (FLOs), intelligence officers and interview managers. The management of major enquiries is far more effective, as all roles are fulfilled by officers experienced in major crime investigation.
- There is an integrated review process, both of ongoing cases and cold cases, which also aids post-incident learning.
- The major crime department has the lead on the murder prevention programme, acting to identify precursor crimes with specific relevance to Hampshire Constabulary in domestic disputes, arson, dangerous people, lone females, sex workers, knife crime, threats to kill, homophobic assault, honour killing, child murders and mental health issues. The aim is to reduce murder by ensuring the response is effective and thorough and to develop clear policy in vulnerable high-risk areas of policing. For example, the force has paid particular attention to the prompt and effective investigation of allegations of threats to kill.
- The major crime project team has developed national and European homicide investigation-related policy and in doing so has directly supported the ACPO homicide working group, for example, in policy on DNA mass screening, work-related deaths and deaths in healthcare settings.
- The force is co-ordinating the regional development of an investigative response plan for terrorist related attacks resulting in mass fatalities.
- The critical incident management guide has been adopted and the force has reviewed its preparedness to respond to a critical incident. Training has been rolled out to managers and front-line staff. Some 1600 staff have received critical incident training. Importantly, the correct identification of critical incidents encompasses the breadth of possibilities and is not restricted to major incidents and serious crime. It is supported by a daily management review of critical incidents and firearms incidents.

Work in Progress

- Critical incident identification was largely the responsibility of the FCR inspector, alerting patrol sergeants and inspectors to relevant incidents. There is a potential gap between control rooms and BCUs over the identification and management of critical incidents. However, the training programme and critical incident cadre, coupled with constant reinforcement and monitoring, have the potential to bridge these gaps.
- High-risk incidents are rarely resolved in one visit at a time of crisis intervention by operational officers. A secondary response system is necessary for complete effectiveness. The implementation of public protection teams from April 2006 should be a significant step to addressing this issue.

Areas for Improvement

- The murder prevention programme has made significant progress. It has identified precursor crimes and adopted a process of daily review of key critical crimes. Where

October 2006

appropriate, additional tasking is made to BCUs through the RMS. Nevertheless, there is a need to systematically identify and respond to precursor events at the operational level. Ownership of precursor incidents, from recognition to initial response and escalation, will need to be embedded.

- Information exchange and the delivery of community intelligence which has been generated by major crime investigations should be made available outside the major enquiry system (HOLMES II) to support the wider needs of the force.
- While there is regular oversight of major crime activity, systems and processes should be introduced to rigorously manage performance, including costs, abstractions and operational review.
- More use could be made of partners in managing critical incidents, including the routine use of IAGs, key individuals and support networks to inform policy and direction of incidents.

3B Tackling Serious and Organised Criminality

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
7	21	13	2

Contextual Factors

Over the last few years, Hampshire Constabulary has given a high investment priority to countering level 2 criminality and most recently the Home Secretary has confirmed its status as a strategic force. The position will be further strengthened by £3 million extra investment in level 2 protective services which the Police Authority has recently approved. There is also increasing regional collaboration.

Areas for improvement contained in last year’s baseline assessment have been addressed and internal changes made. Proactive operations have spanned a range of criminality, including lorry hi-jacking, jewellery burglaries and drug-related criminality. Results are based on outcome and, as most operations resulted in arrest, the level of success is high. However, an absence of comprehensive performance measurement is an area for improvement.

There is a strong chief officer lead by the ACC (SO), demonstrated in the presentation he made to staff on what is expected of them and in the intrusive management of major operations. The effect of the expected standards can be seen in the response of staff, who recognise his leadership and understand the quality of work which he expects. The specialist operations department reorganised during the year and now provides a clearer line of responsibility and accountability.

There is a strong alliance within the region, which will be cemented by the formation of a regional intelligence function. The regional TCG process continues to establish itself and cross-border collaboration has improved over the course of the last year.

Hampshire and the Isle of Wight has the lowest level of life threatening and gun crime in its MSF group, significantly lower than the group average. While the level of trafficking in controlled drugs is higher than the MSF group average, the sanction detection rate (91.2%) for trafficking in controlled drugs is higher than the MSF group average and the force is a top quartile performer with a significantly higher number of such offences brought to justice.

Strengths

- The ACC (SO) exerts strong leadership over specialist operations by providing clear and intrusive leadership. He has presented his vision and objectives for serious and organised crime to staff, who view the level 2 strategic tasking process as rigorous. The organised crime group is now part of a specialist operations OCU with its own finance and personnel support.

October 2006

- Within the organised crime group, there are clear lines of responsibility and accountability. These changes are very recent and represent improvements over previous arrangements, whereby command of proactive resources had been the responsibility of the director of intelligence. Responsibility for intelligence and acting upon it has been separated, with benefits for all.
- The intelligence function has been reorganised in line with the control strategy. A pre-level 2 TCG meeting takes place under the chair of the director of intelligence. Bids for service are assessed against the control strategy and likelihood of success. Early signs are that this makes for efficiency in assessment and effectiveness in the operations selected. The involvement of OCU commanders increases transparency and also enhances the sense of ownership by territorial policing.
- Comprehensive evidence has been provided of level 2 operations carried out during 2005/06 with and without partners; they include tackling cross-border lorry hi-jacking, ram-raiders, artifice burglars, Vietnamese drug suppliers and human trafficking.
- The Proceeds of Crime Act 2002 (POCA) has been integrated into core strategic and tactical planning. Intelligence from suspect activity reports is used in support of tactical resolutions. Apart from evidence such as high profile proactive operations, there is a well-established economic crime group and the POCA is discussed at TCG meetings. Each OCU and the specialist operations department have a POCA champion. A financial investigator has been appointed within the FIB to assist in identifying level 2 operations with POCA potential.

Work in Progress

- Allocation of resources to serious and organised crime continues to grow. Additional operational teams are a result of business case submissions and will increase staffing by over 25% in the coming year.
- The primary focus is on crime targets and it is not in a position to map criminal markets or organised criminal networks operating in its domain. This gap is recognised and steps have been taken to develop level 2 intelligence in addition to that provided from OCUs. Nevertheless, there is room for further development in proactively gathering intelligence across a broad range of criminality.

Areas for Improvement

- The current performance regime lacks breadth. Assessment of success remains at the level of arrests as outcome. Given the pre-tasking process, this yardstick has an element of predictability which detracts from effective performance management. Benefit would be gained from an understanding of the harm criminality has on the community and qualitative measures including cost and disruptive benefit of operations.
- In support of a performance regime, there is a need to develop a comprehensive range of harm indicators, applying to particular communities, with effective monitoring and response to signal crimes.
- The regional process continues to develop. An intelligence function is not yet in place and interoperability of IT continues to be an obstacle. Intelligence sharing is primarily through direct contact by telephone and email.

October 2006

- The increase in staff for level 2 work will impact upon BCU resources. The intention is not to populate teams wholly from OCU detective resources, aspiring instead for trainee detective officers in serious and organised crime. The process of growth carries risk to operational effectiveness at OCU level and implementation will need to be carefully managed.

3C Volume Crime Investigation

Grade	Direction of Travel
Fair	Declined

National Grade Distribution

Poor	Fair	Good	Excellent
3	20	16	4

Contextual Factors

On 1 April 2005, Hampshire Constabulary introduced a new RMS, which replaced the legacy crime and intelligence system with a new integrated, operational information management tool. The work to deliver this was entitled Project Oberon and is the largest business change, IT-enabled programme of work it has ever undertaken. As part of the delivery of crime and intelligence functionality, considerable business change was undertaken to provide consistent processes around information capture, recording and management.

As part of this change, a new centralised intelligence bureau was established, for the first time providing access to intelligence in real time, 24 hours a day, seven days a week. A new crime recording bureau has been established; whose staff can contact officers directly via the command and control system and Airwave radio. This is both speedier and more efficient. The input process has changed from direct entry by all officers to dedicated inputters, which in turn is delivering improved data quality. The force enquiry centre (FEC) was enhanced in order that it could take an additional 40,000 incidents a year direct from the public into the RMS. This has resulted in fewer incidents attended by officers but there is a need to improve this process to enable safer neighbourhood teams time to get to know their communities and make effective use of PRIME.

Each BCU (now OCU) has an IMU, the filter through which incidents are passed to and from investigating officers. This has provided an opportunity to have consistent decision making, improved quality assurance and the filtering of incidents into those that have to be sent to an officer for further investigation and those that do not. This form of crime screening will need to be improved during 2006/07 to better enable the deployment of safer neighbourhood teams onto problem solving.

Phase II of RMS implementation will see a restructuring of the criminal justice department (CJD), with staff coming into central rather than local units. This should lead to more consistent processes and better resilience in specialised areas. Service level agreements (SLAs) between the CJD and OCUs are soon to be in place to ensure the proper management and accountability of performance. Phase II will also implement prosecution support units to provide a gateway for files going to the CPS for advice and trial. This offers the prospect of improved quality assurance and reduced officer time spent preparing files, bailing suspects and investigating offences.

The implementation of Phase II RMS took place on 1 June 2006 and adds custody, case-file and warrant functionality. This will ensure the force has one operational information system

October 2006

with easy access to the whole range of information, recorded against a single person, address or object. It is anticipated that the RMS application will soon start to deliver the real business benefits around accessing information and the management of victims and risk. This application is one of only two approved for connection to the CPS and the Magistrates Courts, which will enable the free flow of information between criminal justice organisations, again enhancing the availability of information to staff.

The availability of all operational information from a single source provides real opportunities to improve knowledge of what is being done, where and by whom. This is in support of the NIM and TCG processes but also the MOPI, which should be much simpler to implement with an RMS application.

Strengths

- The ACC (TO) provides a proactive lead for volume crime reduction and detection. There are crime type champions with a specific Safer initiative for each crime category. The ACC (TO) also chairs the combined operations management board, which determines the strategic application of resources, and a detections working group designed to improve the detection rate and to apply best practice from other forces (see also Areas for Improvement).
- Minimum standards of investigation have been set for volume crime via the safer homes, safer vehicles and safer streets strategies. There is Silver direction for each from the office of the ACC (TO) and Bronze on BCUs (now OCUs).
- Hampshire was one of the eight pathfinder forces which piloted the professionalising the investigative process (PIP). PIP level 1 was introduced to student officers in April 2006. PIP level 2 was introduced to detective training in January 2006. PIP level 3 was introduced to the training of major crime detective inspectors in April 2006 and to detective superintendents later in 2006.
- Implementation of the investigative interviewing strategy is progressing with tier 1 in probationer training from May 2006; tier 2 is currently part of detective training; tier 3 has yet to be delivered. Tier 4 training began in April 2006 and tier 5 training will be scheduled later in 2006/07.
- Comprehensive evidence has been provided about investigative initiatives intended to target prolific offenders and hot spots, an example of which is Operation Sparks in Southampton, which targeted vehicle crime.
- There are strong links between the roads policing unit (RPU) and the BCUs. The RPU intelligence officer attends BCU TCG meetings and this enables a better cross flow of intelligence and targeting information (see also section 5C).
- The economic crime unit is dedicated to implementing all the provisions of the POCA. A POCA steering group has been established, chaired by the ACC (SO). With CPS involvement, the force is improving awareness, intelligence and training on this piece of legislation. Operation Payback was carried out in September 2005 and a further operation in May 2006. Each BCU (now OCU) has a dedicated financial investigator who makes regular visits to ensure all appropriate acquisitive and drug-related crime is reported to the economic crime unit.
- The RMS application is able to join with other criminal justice organisations. This takes it a long way towards compliance with MOPI requirements and delivers

October 2006

consistent processes, which in turn improve quality (see also Areas for Improvement).

Work in Progress

- The 2005/06 local policing plan had a series of 'greater than' sanction detection rate targets. They were as follows: domestic burglary 22%, violent crime 45%, robbery 26% and vehicle crime 13%. Performance at the end of the year indicated that the detection rates were as follows: domestic burglary 16.0%; violent crime 35.4%; robbery 16.7%; and vehicle crime 8.8%. Thus, each target was missed by some margin and the force has moved from being in the top quartile of forces for volume crime detection in 2004/05 to the bottom in 2005/06. The force is alive to this performance gap and has put in place measures to counter this apparent deterioration in performance.
- It is also accepted that there is much to do to ensure officers and staff have fully embraced the business change and the application of Project Oberon. Data quality needs to improve and intelligent character recognition and data quality software are being explored to see how they may improve data quality, especially around duplicate names and addresses. Work has begun to look at how end-to-end processes match the National Centre for Policing Excellence (NCPE) standards on the management of volume crime. Although many of the component parts are in place, the work will ensure they come together in a coherent way, so that the right staff are dealing with the right incidents and providing the right quality of service.

Areas for Improvement

- In spite of the systems in place to monitor performance, it is evident that the introduction of the RMS caused many operational difficulties. Concentration was placed on getting the data quality right to ensure an accurate picture was established for levels of crime before focus was placed on detected crime. It was not until November 2005 that systems were put in place to turn around the fall in sanction detection performance and consequently, considerable effort will have to be made to lift the sanction detection rate.
- The benefits of using Airwave handsets are not being fully exploited. For example, officers attending crime scenes should report details into the crime recording bureau. Instead, there are many instances where officers are returning to stations and submitting a paper crime report, which is then faxed to the CRB; officers require continual direction not to repeat this redundant process.
- The NCRS audit published in June 2006 graded data quality as Fair and management arrangements as Poor. Progress towards achieving the aims of the action plan resulting from the previous audit proved problematic due to issues with extracting quality data from the RMS while the system was being embedded throughout the year. The 'management arrangements' section of the report also requires improvement. Once again, this has been largely due to implementation of the RMS and its impact on incident and crime data quality and auditability. The RMS has also impacted on the viability and effectiveness of internal incident and crime auditing.
- The HMIC detection audit carried out in 2006 graded the force an overall Fair for compliance, Good for improvement in sanction detection performance, Fair for charging compliance but Poor for the remaining five compliance categories; plans are being developed to address these shortcomings.

October 2006

- During 2005/06 there were technical difficulties in fully exploiting automatic number plate recognition (ANPR) technology. The two types of ANPR systems fitted to vehicles have created difficulties in connecting to key systems at the same time. Furthermore, there remain some technical problems with downloading local intelligence from the RMS to ANPR and therefore this key intelligence for ANPR policing has been missing since the RMS was introduced.

3D Improving Forensic Performance

Grade	Direction of Travel
Good	Declined

National Grade Distribution

Poor	Fair	Good	Excellent
3	16	21	3

Contextual Factors

The force continues to use forensic resources in an effective and efficient manner to support the investigation of level 1 and 2 crimes. However, difficulties encountered in the implementation of the RMS have affected a number of key business areas, including forensic performance. The force is acutely aware that detection rates have fallen significantly during 2005/06 and corrective action is now being taken.

While well-developed performance management processes are in place to measure and evaluate activity, timeliness and outcomes across all forensic business areas, it is apparent that further improvements could be made to ensure there is complete clarity about the contribution that forensic science makes to the detection of crime.

Although not performing in the top quartile of all forensic indicators, the high proportion of identifications being converted into detections reflects a focus on positive outcomes rather than activity; but improvements need to be made in the number of vehicle crime scenes attended. The Home Office Police and Crime Standards Directorate (PCSD) is undertaking a review and evaluation of the business processes in the fingerprint bureau with a view to promulgating them as best practice. Improving the capture and subsequent actioning of forensic hits remains a force priority and this is reflected within the control strategy. It is important now for the force to re-establish itself as a top performer in the investigation and detection of volume crime.

Strengths

- The ACC (SO) is the strategic champion for forensic science and the performance of the scientific support department (SSD) is reported at the monthly performance meetings chaired by the Chief Constable.
- There is a well-established SSD user group which consists of the SSD senior management team, BCU (now OCU) commanders and department heads who use SSD services. The group meets quarterly to discuss performance information, identifying and implementing projects and monitoring user satisfaction. The SSD also has quarterly performance meetings with its external forensic service providers, with a focus on the improvement of service delivery and efficient use of resources.
- A forensic submissions unit, in conjunction with a regular financial review process, ensures the costs, benefits and efficiency of forensic processes are continually

October 2006

monitored and improved. Ownership and processing of forensic identifications are managed by SLAs established with BCUs.

- The SSD has agreed scene attendance targets for crime scene investigators (CSIs) and volume CSIs (VCSIs). A forensic resource management unit tasks CSIs and VCSIs as well as providing advice and guidance for forensic recovery to both officers and victims.
- Individual staff performance monitoring procedures are in place for VCSIs, fingerprint examiners and chemical treatment technicians, and this is being extended to the imaging unit.
- There has been a small reduction in the percentage of domestic burglary scenes examined but it is above the MSF average. The percentage of fingerprints and DNA recovered and fingerprint matches from scenes increased in 2005/06.
- Tasking and prioritising of forensic resources is clearly linked to BCU TCGs and managed by the forensic resource management unit.
- The fingerprint bureau is operational seven days per week, maximising the use of computer support to provide a timely identification service to investigators. The DNA unit ensures that samples obtained from arrested persons are loaded onto the national DNA database promptly. Adoption of powers in the Criminal Justice Act ensures that the opportunity to capture DNA samples is being maximised.
- ISO (international standards organisation) accreditation, implementation of the scientific services work improvement model (SWIM) and review projects undertaken in conjunction with the PCSD ensure that focus is maintained on the continuous improvement of forensic service delivery.
- The forensic trainer provides inputs to all appropriate groups of staff. Detailed information on forensics within the intranet is also accessible to all officers and staff.
- A system of pop-up prompts is built into the command and control system for all major and critical incident reports, for staff to advise officers on good practice and arrange for the call-out of scene managers and senior investigating officers (SIOs).
- A fully resourced technical support unit has a dedicated staff member for each BCU (now OCU) and its capabilities have been well publicised to officers and staff. Technical support resources are tasked through a documented planning meeting and feasibility studies are conducted prior to deployment of resources.

Areas for Improvement

- During 2005/06, there has been a reduction in detection rates across all volume crime categories. The number of detections following identification has changed since 2004/05. While there has been an increase in identifications for all crimes from DNA and fingerprints, the number of detections attributed to these identifications has fallen. During 2004/05, detections as a percentage of identifications for all crimes were 59% for DNA and 63% for fingerprints – during 2005/06 this picture changed to 39% for DNA and 41% for fingerprints. Additional detections and TICs (offences taken into consideration) for DNA and fingerprints were substantially reduced during 2005/06 compared with 2004/05. The reasons need to be established and corrective action taken.

October 2006

- The number of crime scenes attended by CSIs and VCSIs is below the expected norm of 600-1,000 per annum. There was a reduction in the percentage of motor vehicle crime scenes examined from 53.7% to 45.5% during April to December 2005 when compared with the same period the previous year. While fingerprint recovery and identification and DNA recovery and matches from these scenes improved, the overall detection rate for motor vehicle crime is now comparatively low. While the percentage of DNA matches from domestic burglary scenes has increased, it is still significantly below the MSF average.
- The SSD performance plan for 2005/06 would have benefited from SMART (specific, measurable, achievable, relevant, time-bound) objectives; the plan could be viewed as largely subjective.

3E Criminal Justice Processes

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	15	27	1

Contextual Factors

Great strides have been made over the last 12 months in criminal justice delivery with a clear chief officer lead. The Chief Constable sits on the local criminal justice board (LCJB), and the ACC (SO) is the lead for criminal justice delivery through the CJD in respect of the prosecution team approach to delivering justice through the courts and enhancing a professional delivery to crime victims and witnesses.

The ACC (TO) has responsibility for custody centres and, following recommendations from previous baseline assessments, also has ownership of the custody support and development team. This has harmonised strategic and tactical delivery of custody management.

The recommendations of a best value review have been implemented and the force now has a CJD with 311 staff headed by a detective superintendent. This has underpinned its ability to standardise working practices and introduce a business plan and a robust performance framework. The strategic vision of the CJD has been defined with the focus on supporting BCUs (now OCUs) and specialist departments in achieving force objectives, particularly in relation to bringing more offences to justice, providing public reassurance and citizen-focused delivery, and making the best use of resources.

The CPS and HM Courts Service (HMCS) have realigned their structures to replicate the CJD structure. The police criminal justice districts match the CPS districts and the HMCS areas and this has fostered strong working partnerships.

Representatives from the Office of Criminal Justice Reform visited the force in September 2005 and looked at performance in offences brought to justice. Areas of good practice were also acknowledged. The number of offences brought to justice has increased but the end-of-year target was narrowly missed. This was the first non-priority police force to go live with statutory pre-charge advice and this is now well embedded. In November 2005, the national charging team undertook a post-implementation inspection and concluded that the statutory scheme was progressing well and that there would be no need for further reviews.

At the time of writing this report it was unclear, owing to technical recording issues, whether the force had met its target to increase the number of offences brought to justice (OBTJ).

Strengths

- The Chief Constable is an active member of the LCJB. The DCC is the national lead for the Police National Computer (PNC). There is a strategic split with the ACC (SO)

October 2006

providing the chief officer lead for criminal justice processes and the ACC (TO) has responsibility for custody centres and ownership of the custody support and development team; this has harmonised strategic and tactical delivery of custody management.

- The CJD benefits from the posting of a detective superintendent as head of department. The strategic vision of the CJD has been defined with the focus on supporting BCUs (now OCUs) and departments in achieving force objectives, particularly in relation to bringing more offences to justice, public reassurance and citizen-focused delivery, and making best use of resources.
- The CPS and HMCS structures replicate the CJD structure. Police criminal justice districts match CPS districts and HMCS areas; this has fostered strong working partnerships. The CJD structure, number of staff and location of functionalities provide economies of scale to enable a collaborative approach between the criminal justice districts to ensure work is completed efficiently at times of peak demand.
- The CJD performance manager's innovative use of the joint performance management system has been recognised by other forces across the region, which are developing their own products in a similar manner. The CJD embraces the prosecution team approach and this ethos is consistently delivered to all CJD staff by the senior management team. Performance and service delivery are key issues and are standing agenda items for criminal justice managers and their departments.
- There is a comprehensive set of performance measures agreed with the LCJB. During 2005/06, the targets for reducing ineffective trials, reducing the number of outstanding warrants for failing to appear at court and to keep to less than 71 days the time from arrest to sentence of persistent young offenders were exceeded. Confidence in the criminal justice system rose to just below the 48% target at 46%.
- Warrant management has greatly improved. Performance in respect of failure to appear warrants is incorporated into monthly force performance review meetings with chief officers and OCU commanders. The backlog has been significantly reduced during the year. This has been due in part to a joint police/court initiative regarding outstanding fines and warrants which has seen two successful Payback operations resulting in £717,500 in fine recovery and around 360 persons imprisoned.
- The deadline in respect of No Witness No Justice implementation was met. The force was the first non-priority area to go live with statutory pre-charge advice and passed an inspection by the national charging team in November 2005, the process having been seen as embedded. There are six witness care units, which are co-located with the CPS, and joint management training is being developed to promote understanding of mutual business processes.
- As detailed in section 3C, the implementation of all the provisions of the POCA is progressing well. A POCA steering group has been established and is chaired by the ACC (SO). With CPS involvement, the force is improving awareness, intelligence and training on this legislation. Operation Payback was carried out in September 2005 and a further operation in May 2006. Each BCU (now OCU) has a dedicated financial investigator who makes regular visits to ensure all appropriate acquisitive and drug-related crime is reported to the economic crime unit.

October 2006

- Local joint agency action groups have been set up within BCUs (now OCUs) to provide a multi-agency system for tackling prolific offenders. Numerous examples have been given of multi-agency projects to tackle offending behaviour including domestic abuse, which is jointly funded by the force, social services and local authorities, and others designed to tackle drug-dependent criminals.
- A PNC steering group, chaired by the ACC (SO), monitors all aspects of PNC work. There is consistent performance with regard to entering arrest/summons data on PNC within the target of 90% within 24 hours. The PNC interface with custody ensures compliance and only input from non-police agencies results in delays. The average over 2005/06 was 93.0% within 24 hours and 96% within 72 hours.
- PROMAT (visual electronic identification parades) has been implemented in all OCUs, allowing localised service delivery, and it is fully self-funding through identified efficiency savings (annual staff costs of £241,000).
- The CSD has appointed a detective chief inspector to be in charge of public protection and the deputy head of community safety leads on youth justice issues. This ensures a co-ordinated and consistent approach to offender management and youth justice.
- A £3 million custody refurbishment programme has been completed. It has included extensive provision for young offenders and vulnerable adults. The custody support and development team has commenced work on ensuring compliance with recent national guidelines (but see Areas for Improvement).
- Systems are already in place to effectively manage police bail and this will be part of the new RMS case and custody package that was to be rolled out on 1 June 2006. The force has agreed to lead on a national criminal justice IT pilot to link police, the CPS and court IT systems. This has the potential to realise considerable business benefits in terms of increased efficiency in respect of PNC inputting and ultimately lead to the submission of electronic files.
- An IT link has been introduced giving Southampton Magistrates' Court direct access to the police duty system for court warnings, thereby minimising officers' court appearances when off duty. This has resulted in significant efficiency gains and it is anticipated that it will be rolled out to the other court areas as a web-based application during 2006/07 and deliver further efficiency gains.
- The hierarchical structure of the CJD allows for positive mentoring and career progression and supports the delivery of a tailored training programme aimed at developing and retaining staff and improving overall performance. The appointment of a personnel officer has given the CJD the opportunity to undertake a training needs analysis which should be completed during 2006/07. Part-funded opportunities for Institute of Legal Executives qualifications are already available.

Work in Progress

- The CJD performance manager is developing a robust performance framework with performance indicators linked to the criminal justice strategy.

October 2006

- SLAs have been developed in consultation with OCU commanders and department heads to inform the expectations of key stakeholders. These will be subject to review and amendment as appropriate.
- The CJD is formalising service delivery to level 2 investigations in collaboration with specialist departments to streamline and optimise criminal justice processes in respect of major and serious investigations.
- Research is in progress, sponsored by the LCJB, to assess the feasibility of introducing dedicated traffic courts to deal with safety camera partnership offences in order to streamline court processes.
- Considerable effort has been made this year to ensure timely identification and recording of sanction detections. The CJD is examining practices to facilitate further support to OCUs and departments in this key area of work. In pursuit of this, processes are being developed to facilitate details of court results being communicated by criminal justice units to IMUs. This will ensure detections for additional indictments and/or offences taken into consideration are appropriately captured.
- Processes surrounding the submission of penalty notices for disorder are also being reviewed to ensure relevant detections are captured before such notices are forwarded to the central ticket office.
- The target for entering court results on PNC has changed. In 2005/06, the force entered an average of 65.9% of results within ten days of the court date, the assumption being that courts will send the results within three days, which does not always occur. The PNC function has now been centralised to specialist teams within each CJD district and work is in progress to standardise working practices. This should further enhance performance.
- The RMS case and custody application was launched on 1 June 2006. The required mapping of all criminal justice processes to exploit the potential of the RMS has been completed and should improve criminal justice systems and processes, removing bottlenecks.

Areas for Improvement

- While improvements have been made to custody facilities for young offenders and vulnerable adults, there is no special provision for detainees held under the Mental Health Act 1983, as other agencies cannot agree on procedures or fund alternative accommodation as required by human rights legislation and national standards.
- The 2004/05 baseline assessment highlighted officer and staff concern about the adequacy of e-learning packages. Officers and staff still believe that this type of training does little more than raise awareness – in particular, the recent training for the Victims' Code. There is a need to overcome this perception and reinforce learning in a cost-effective way.

4 Promoting Safety (Domain 3)

4A Reducing Anti-Social Behaviour

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

National Position

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

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

Contextual Factors

Hampshire Constabulary has a leading role in tackling ASB, partly through joint work with the 14 CDRPs and partly through OCU and force-level police action. CDRP activity reflects the nature and needs of the communities that are served. In consequence, the way the police, at OCU level, interact with and operate within the partnerships varies, for example, the differing approaches taken in Portsmouth and Southampton.

The force has designed its strategy to tackle ASB reflecting the strength of partnership work but ensuring the provision of an effective service across the area. The reorganisation, Forward Together, will provide clearer lines of communication and responsibility across the force for those dealing with these issues.

Procedures, a problem-solving model, guidance and training are provided to allow local practitioners to apply relevant powers proportionately. This has allowed OCUs the flexibility

October 2006

to find appropriate solutions for local issues. Local activity in this field is monitored on a monthly basis.

Campaigns comprise national initiatives and those under the local Safer Streets banner. The latter reflect wider, especially seasonal, ASB patterns such as those associated with the summer holiday period and Halloween and firework campaigns.

BCS data indicates that the residents of Hampshire and the Isle of Wight experience a lower than average fear of crime, drug dealing and ASB.

Strengths

- The ASB strategy is available as an internal document on the intranet and also externally. Hard copies were distributed to immediate partners and it is available on the website. The strategy was drawn up following extensive consultation with a wide range of partners. It provides an incremental approach with clear direction, aims and principles for practitioners. It has been designed not to restrict but to encourage imaginative and flexible responses to cater for local needs. An example is the use of dispersal orders; 22 were issued during the final quarter of 2005/06.
- Tackling ASB features as part of the force strategic assessment and related control strategies. It is embedded in the level 1 tasking process. A newly-introduced level 2 tasking process has been adopted to incorporate community issues such as ASB. The Safer Streets theme has been taken up and continues through local and force-wide initiatives and campaigns. This has provided a recognisable logo and theme to badge all such action. Specific problems are addressed through these campaigns and OCUs bid for central resources to assist them, for example, using the force support unit (FSU) to tackle drunken and violent behaviour in Portsmouth at weekends.
- Front-line training of officers in the use of powers to tackle ASB was carried out during 2005/06, augmented by training in the seizure of motor vehicles that are driven or ridden in an anti-social way. The force has been in the national spotlight enforcing this legislation in the BBC-TV programme *Traffic Cops*. There has also been joint training with partners and this continues to be developed as NHP is rolled out.
- There is a strong ethos of co-operation with local partners to deal with issues affecting communities across the force area, including ASB. This has been illustrated by local working arrangements, information exchange systems and campaigns. Partners are engaged to tackle ASB through discussion of such issues and individuals involved at joint panels. Engagement at the strategic level takes place with partners in the local area agreement and local public service agreement 2 processes. The CPS is fully engaged in obtaining ASB orders (ASBOs) and the PNC is used as the medium for the recording of ASB-related orders.
- The problem-solving model, PRIME, has been adopted not only by officers, PCSOs and staff, but also by CDRPs and is an area of potential good practice. The crime reduction and environment weeks (CREWs) have been identified by the Home Office as good practice, especially in tackling signal crime issues, and provide part of the incremental response to ASB.
- The Forward Together reorganisation, implemented in April 2006, provided the force with an additional opportunity to consult with the public and all three tiers of local

October 2006

government as to the way Hampshire and the Isle of Wight is policed. The new OCU's will provide structure for those dealing with ASB at all levels. This will provide clear lines of communication not only internally but for external partners and other parties.

- In April 2006 the media services department is restructuring to make it better able to support the reassurance and citizen focus agendas. The new department, re-branded as media and corporate communications, will for the first time include a dedicated public relations and marketing manager who will lead a small team responsible for developing and implementing strategies to provide reassurance and promote the force's successes.

Work in Progress

- The strong local basis for dealing with ASB has led to some excellent action in CDRPs. However, variations in approach and emphasis have led to some unevenness in response to these issues, in particular in systems to obtain acceptable behaviour contracts and steps leading to seeking ASBOs. Steps are being taken to address this by adopting a common approach to this subject in all CDRPs.
- The full assimilation of ASB issues within the NIM process, especially at level 2, has taken some time to develop. However, from January 2006 a system has been put in place which will raise the profile of these issues and enable force-level resources to be used when appropriate.
- The individual development of CDRPs has meant that there is a variation in the availability of legal services that allows the ready use of all available remedies to tackle ASB. While this is mainly an issue for CDRPs, it does affect the ability of Hampshire Constabulary to respond locally. The CSD began some work in 2005 to encourage the development of readily available and accessible legal services and this will continue in 2006.

Areas for Improvement

- There have been delays in the roll-out of the crime and disorder data information exchange (CADDIE). It was due to be available to all CDRP partners and other agencies in June 2006. At the time of the fieldwork, this roll-out had not taken place and this delay will hamper collaborative efforts between partners.

4B Protecting Vulnerable People

Grade	Direction of Travel
Fair	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
8	32	3	0

National Position

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

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

Contextual Factors

Child Abuse

A clear grading policy is published to the force outlining the cases to be dealt with by the child abuse investigation unit (CAIU), BCU staff and social services. The central referral unit is key in ensuring all instances of abuse and referral are assessed in the first instance by a supervisor. Its purpose is to ensure the correct response, risk assessment, and ethical crime recording of reported incidents, and consistent decision making.

There is a core group of trained investigators within the CAIU, line managed by detectives up to the rank of superintendent. There are clear lines of supervision and defined geographical areas of responsibility. The core of detectives at all ranks ensures CAIUs have in-house staff trained in all the vital specialist skills.

Considerable work has been conducted to ensure that the CAIU is compliant with the guidance from NCPE in relation to investigating child abuse and safeguarding children. A

October 2006

paedophile unit provides the proactive element tasked through a departmental TCG. All child abuse referrals are recorded on the force-wide RMS database, ensuring all front-line officers have access to details of live and historic cases to include in risk assessments when dealing with children in other scenarios, including domestic violence.

Domestic Abuse

Addressing domestic abuse (DA) is a force priority, as evidenced by the work which has been evolving since spring 2005, when it was recognised that there were shortcomings. Since then, an inspector has been appointed to rewrite force policy. National guidance is being implemented and a favourable report has been received after an NCPE 'health check'. Current issues with the RMS mean that compliance with NCRS and HOOCR is difficult to assess but considered likely to be patchy. Next year's crime data quality audit will clarify the position.

Following a review, a process of change has begun, including new OCU DA processes and investigators. Restructuring of boundaries in April 2006 is likely to provide better resilience and more consistency within community safety and PPU's. Despite a number of areas for improvement, the force has moved forward in its handling of DA and knows the improvements it still needs to make.

Public Protection

There is strong inter-agency working and the application of national policy. The service is being restructured and 2005/06 saw a period of review and planning. The new OCU structure includes PPU's. They will have OCU-wide responsibility for offender management and inter-agency working in the business areas of child abuse, protection of vulnerable adults, hate crime and DA. While PPU's suggest great promise for increased future effectiveness, for instance, in the recruitment of an analyst dedicated to PPU work and easier integration into the TCG process, the roll-out does not begin until April 2006 and is therefore insufficiently advanced to contribute to the 2005/06 assessment.

Missing Persons

A health check by NCPE in August 2005 identified good practice in the use of the RMS as an effective missing persons investigative and management tool. Policy is in place in respect of the investigation of missing persons and procedures to deal with specific types of missing persons such as those lost at sea, people in care and patients from hospital. A previous recommendation to acquire a stand alone IT system to manage missing persons has been rejected because the RMS can effectively deliver in this area.

Strengths

Child Abuse

- There is a sound rationale for staffing levels, including supervisors, which take account of workloads and resilience. There is a well-resourced and dedicated CAIU to deal with serious and complex crimes against children, including all infant deaths. This service has been subject to substantial investment and there is considerable police input through the CAIU managers into multi-agency working. The unit has priority posts to ensure sufficient staffing.
- There are clear lines of supervision at all ranks by detectives who are involved in strategy decisions at each stage of the referral process. There are effective links with other agencies and other police units at a strategic and operational level and a clear

October 2006

grading policy for the remit of the CAIU which is shared with partner agencies. NCPE guidance has been incorporated into force processes.

- The central referral unit is a single point of contact and ensures compliance with NCRS and HOOR.
- A performance management framework is developing; monthly review meetings held with all staff and their supervisors include the results of regular dip sampling of referrals. There are written minimum standards of investigation.
- All interviewers of children are trained to comply with 'achieving best evidence'. Standards of interview quality are set and audited. CAIU interviewers provide a service to OCUs and the major crime teams in interviewing child victims.

Domestic Abuse

- The ACC (TO) is the champion and there is a dedicated inspector who co-ordinates OCU responses to DA incidents, working closely in partnership with key agencies. All OCU have staff in a dedicated DA co-ordinator role.
- A written accountability framework has clear lines of strategic and operational responsibility. The ACC (SO) chairs the NCPE DA workstream and the head of community safety chairs the county steering group. DA is a special priority crime and is a strategic objective in the Police Authority three-year plan.
- Mechanisms are in place to ensure that, once identified, assessed and agreed, an appropriate and timely response is provided. The command and control system prompts controllers with the previous history and a red flag procedure identifies calls within the last 72 hours. Risk assessments are being trialled across the county and MARACs (multi-agency risk assessment conferences) are being trialled in Southampton and Solent East. The Centrex domestic violence modular programme has been adopted and will be rolled out over next 12-18 months.
- A sound rationale for staffing levels including supervisors takes account of workloads and resilience.
- There is some evidence of supervision, audit and quality control of incidents and investigation. The RMS is used to manage the investigation of all DA cases. The force DA co-ordinator has ownership of evaluation, review and dip sampling. Locally, systems ensure incidents are flagged for management attention.
- There is a planned approach to training. It includes the full range of modular Centrex domestic violence programmes to specialist and non-specialist officers, including supervisors, detectives, special constables and station enquiry staff.
- The DA co-ordinator has strong partnership links through the county domestic violence co-ordinator and through local authority domestic violence strategy groups and forums.
- The force has been successful in securing DA as a flagship issue for the first Hampshire local area agreement.

Public Protection

- A sound rationale for staffing levels takes account of workload and resilience. Minimum staffing levels have been set for the PPUs currently being rolled out.

October 2006

- Some mechanisms are in place to ensure that, once risk is identified, assessed and agreed, an appropriate and timely response is provided. There is management of individual risk and offenders and clarity of roles and responsibilities. The detective chief inspector now attends all level 3 case conferences. Protocols and guidance have been set. The force steering group has responsibility to review serious risk cases and the detective chief inspector from CSD has a review role for serious cases.
- There is a planned approach to public protection training, in particular training which will underpin the change from a central PPU to enlarged OCU-based PPUs. A new four-day modular training programme for offender management will be delivered. In addition, all staff will receive training in the principles of risk assessment and risk management plans.

Missing Persons

- The ACC (SO) is the chief officer lead. The detective chief inspector (crime policy) reports to the head of CID and is responsible for delivering a corporate process. At a local level, OCU inspectors are responsible for managing missing person investigations and this is reflected in policy and procedure. Force policy is currently being revised.
- Some systems are in place to ensure that, once risk is identified, assessed and agreed, an appropriate and timely response is provided. Policy and procedures set out the responsibilities of supervisors for identifying lines of enquiry and recording action taken. The RMS provides an auditable method of managing missing person cases. Risk assessments are made on the basis of a decision-making form produced in consultation with the NCPE.
- There is some evidence of a structured approach to supervision, audit and quality control of recording, attendance and investigation. All missing persons are reviewed at the daily management meetings and resourced appropriately. The early intervention of the detective inspector is required in high-risk cases. Policy lays out the recording and risk assessment processes and the review period.
- There is some evidence of a planned approach to training in missing person cases through e-learning and the availability of advice and guidance on the intranet. A review of how best to deliver specific practical guidance is under way.
- The RMS allows supervisors to follow the course of an investigation and ensure that tasks are completed promptly. The search facility allows investigations into missing persons across the force to be readily identified and supervisors can quickly identify live missing person investigations and in particular high-risk cases. The RMS capacity to provide integrated intelligence was cited by staff as a positive benefit.

Work in Progress

Child Abuse

- There is a need for further links between child abuse work and DA. At OCU level, the reorganisation of these specialist resources into a PPU promises to improve information sharing and co-ordinated action, not least because in due course staff should be co-located. There is currently reliance on CAIU and DA staff sharing information. Initiatives such as joint awareness training are being considered and implementation is awaited. A children and young persons strategic group has been established. It has the remit to deal with DA and child abuse links and will oversee

October 2006

policy implementation and inter-agency communication. The new DA protocol has explicit guidance on how to deal with children. There are now also regular meetings between the DA force lead and CAIU managers.

- The capacity to collate and develop intelligence to protect those at risk is not yet in place. The force recognises this area for improvement. A specialist investigation unit intelligence unit will be established by June 2006 with the role of managing and actioning intelligence across all areas of specialist investigation business. This will significantly enhance the capacity to identify and develop intelligence.

Domestic Abuse

- Following a public protection audit and the recommendations arising from it, a written accountability framework with clear lines of strategic and operational responsibility is partially in place. The majority of this work did not start until April 2006, but some BCUs did work on the recommendations during the inspection year. The challenge for the force is to secure complete and consistent implementation in 2006/07.
- Stronger links can be made between DA and child abuse investigation. These are being addressed strategically as above. At OCU level, the reorganisation of these specialist resources into a PPU promises to improve information sharing and co-ordinated action, not least because in due course staff should be co-located.
- There is an inconsistent application of the delivery plan across the force. This can be seen in the variation in staffing levels and knowledge at OCU level caused by an increase in staff levels and difficulties in attracting staff to vacancies. Greater corporate guidance is required so that consistency and corporacy can be achieved, for instance in addressing staff recruitment and retention and setting guidance and good practice for OCUs to follow. Solent East BCU has produced a working practice document. Given that this forms the basis of the business plan adopted by the Police Authority, it could have been the force template. Since the inspection, a new policy and a risk assessment have been introduced. These policies will offer a framework, but a requirement for regular co-ordination, direction, guidance and support remains.
- Provision of reliable data from the RMS, especially relating to black and minority ethnic (BME) and other diverse groups, is not available. A project to address this issue is under way.

Public Protection

- There is a planned approach to the implementation of the Violent and Sex Offenders' Register (ViSOR), which is in use across all BCUs. Records are monitored by the multi-agency public protection arrangements (MAPPA) co-ordinator and the steering group. Backlogs and back-record conversion continue to be a challenge for the force but it is working towards full compliance in 2006/07.

Missing Persons

- There is a need to conduct independent reviews of missing persons beyond the current standardised process of high risk through the detective inspector. Processes are being planned to ensure that dip samples are made of low, medium and high-risk cases.

Areas for Improvement

Child Abuse

- Grading criteria are used in the investigation of child abuse, with lower grade incidents being investigated at OCU level. Training for OCU officers is minimal and consequently the standards of investigation are not assured. Some work is under way to provide seminars and briefings for officers in OCU PPUs and to open up a child witness course to OCU staff. Improved quality assurance, dip sampling and accountability mechanisms will provide further benefit.
- Officers involved in the investigation of child abuse have inconsistent levels of investigative training. Not all officers now involved in investigation have a background in investigation. Detectives have completed the detective training programme and police constables have received 'achieving best evidence' training. The force has recently signed up to deliver the Centrex child abuse investigation training and there are plans for accreditation of experienced officers. If a comprehensive development strategy were to be planned and delivered, the force could be much more confident about the standards it is delivering.

Domestic Abuse

- Consideration now needs to be given to the application of positive action (as recorded on RMS work sheets) and more intrusive supervision by first-line supervisors. This is likely to be achieved through greater accountability and responsibility. It can be monitored by evidence such as consistent risk identification, line managers challenging non-compliance with policy, correct incident categorisation and consistency of charging and bail conditions.
- DA cases are reviewed in the TCG process and the next step is for consistency in criteria for review and process across the force. The recently-introduced risk assessment for high priority victims should provide a basis for this.
- The transition of DA co-ordinators from their current support/advocacy role to an investigative role marks a significant change. Revised job descriptions have been prepared and investigations will be supervised by a detective inspector. Agreement has been made to implement Centrex training modules; however, these will not begin until June 2006. The clear risks to investigation management in the transition of responsibilities to OCUs should be managed carefully.
- Training and awareness of DA issues needs to be rolled out across all roles and ranks. At present, call handlers and controllers are critical of the quality of information recorded on incident logs. A laminated prompt card has been made available and Centrex training has been agreed. These measures will help call handlers to give the best service to DA callers, but unless front-line staff are similarly included in training and awareness, risks will remain to accurate recording and responding to calls.

Public Protection

- OCU-based PPUs are in the very early stages and will require support, training and monitoring to ensure that a quality service continues uninterrupted by organisational change. Indeed, the benefits of these changes were not felt in 2005/06. The CSD will conduct a review of the PPUs six months after they begin, to identify strengths, weaknesses, opportunities and threats. This is a positive step in refining an

October 2006

operating model, but in the short-term organisational change needs to be managed carefully.

- The central ViSOR team would benefit from a police officer role to review, monitor and quality assure MAPPA plans and procedures.
- As the transition to OCU-based PPU is made, there is a need to ensure that a structured approach to audit and quality control is revised to take account of the new structures and lines of accountability.
- The performance management framework should be reviewed to ensure that public protection requirements are met in the new OCUs.

Missing Persons

- The current policy and procedure was reviewed during 2005/06 and a revised version will be published shortly. However, there is heavy reliance on policy and procedure to deliver a quality service; for instance, the person responsible for delivering robust accountability is the person responsible for crime policy. While a pre-requisite of good performance, additional measures are required.
- A need for more proactive investigation and supervision in order to prevent repeat cases of missing persons is recognised by the force. Structures are in place to raise the profile of missing persons, such as the role of the community safety team and by including occurrences in daily tasking. Direction will be incorporated into the revised policy. It remains to be seen whether these developments will bring about the cultural change needed to accompany system change.
- A performance management framework using a range of qualitative and quantitative assessments will assist in judging performance and continuous improvement.

5 Providing Assistance (Domain 4)

5A Contact Management

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

Contextual Factors

Contact management is well resourced and as a result has effective staffing levels and the best available technology to support a high quality of customer service. The DCC played a key role in the development of the NCHS. This continues today with the DCC chairing for ACPO the new tripartite contact management delivery group; this group will ensure that the NCHS are current and adapt to changing circumstances such as the SNEN. The force was picked to join wave one of this initiative to deliver a SNEN; its bid to the programme board was highly commended and the broadest of partnerships will aid the rest of the force in dealing with quality of life and reassurance issues.

There is a strong focus on quality management within the department. This is co-ordinated by the total quality unit and ensures that an ethos of 'right first time' prevails throughout a department of approaching 500 staff. In addition, customer feedback is actively sought through focus groups, effective complaints procedures and telephone surveys; this feedback is utilised to develop staff and inform policy change (an example being a change to the response time for grade 3 incidents).

2005 has seen an improvement in embedding the principles of the NIM within contact management. In April 2005, the new intelligence and occurrence recording system commenced operation. This intuitive system allows call handlers easy access to the latest intelligence so that they can make an informed decision prior to deployment; in addition, they can assist officer safety by providing the best information. The head of department joins the level 2 process; at level 1 there is effective liaison with BCUs who provide their 'most wanted' top ten issues each week. SNEN will ensure that the principles of SARA – scanning, analysis, response, assessment – are embedded in the contact management process.

Valuing staff remains a key priority for the department. There have been many initiatives within this area; these include a well-attended open forum, monthly newsletter, health awareness days, an Achieving Excellence dinner, a well-designed intranet and focus groups. Any significant change results in a structured consultation process and effective project management. A challenge for 2006 will be to improve front-line officer usage of Airwave telephony to the crime recording bureau (CRB).

Overall, the force has continued to make significant investment and improvements in contact management. The benefits from the implementation of the SNEN should be realised during 2006/07 and will be reflected in the next baseline assessment.

Strengths

- There is clear, accountable and proactive leadership of the contact management function at chief officer level through the ACC (TO). This accountability is cascaded effectively throughout the department at senior, middle and junior management levels. The DCC chairs a strategic group within the force and on behalf of ACPO nationally. There is active Police Authority input into the performance management of this function through the call-handling strategy steering group.
- The department comprises the FCR, the FEC and the CRB; all are fully integrated into the force's business, as contact management is a fundamental part of its service delivery to the people of Hampshire and the Isle of Wight. It is clear from the strategic level to those operating on the front line that this is an effective department. The department is flexible in meeting changing customer needs; for example, a project was set up to deliver more effective radio management after a force reorganisation. In addition, it is proactively seeking best working practices to make the most of ANPR technological advances (see 5C Strategic Roads Policing).
- Quality of performance is a key theme within the department's plan and therefore customer feedback is at the centre of its thinking. The department has used private contractors during the year to create focus groups and survey customers for feedback. There is a clear and evidenced link between customer feedback, staff development, policy change and then customers being given a result of their feedback. This is seen as a key priority, where the Chief Constable and the head of department held a consultation event for responding to grade 3 calls which resulted in a policy and procedure change to the service given. Internally, technology is used to support supervisor assessment of staff performance. Quality performance is managed through a total quality unit of an inspector, call analyst and sergeant.
- There is robust monitoring of key processes within the department and across the force, with managers being held accountable for performance. This includes call logging to key extensions, answering times and abandoned calls. Internally, technology is used to support supervisor assessment of staff performance. Quality performance is managed through a total quality unit of an inspector, call analyst and sergeant. There is an audit process for monitoring the engagement with callers with feedback to improve performance. The department is trialling a new quality audit system that will improve further the service delivered to the customer.
- Performance during 2005/06 indicates that some 88.8% of all 999 emergency calls were answered within the target time of ten seconds, with an average wait time of just five seconds and an abandonment rate of less than 1%. There is a ten-second target to answer primary non-emergency calls; this is a more challenging target than the national one of 30 seconds and some 98.7% of calls were answered within the target time. Some 84.4% of all secondary non-emergency calls are answered within the 60-second target time with an average wait of just 30 seconds and an abandonment rate of 2.1%.
- There is a sound system of devolved human resources (HR) management from within the department that has access to specialist advice from the central HR team at HQ and links into the central costed HR plan. Resourcing is linked to patterns of

October 2006

demand using modelling, forecasting and the duty management system, and is reviewed annually to ensure the best fit. Over 20% of the staff employed in the FCR and FEC are part-time or on flexible working. There is a robust management regime in place for monitoring of absence abstractions. Supervisors monitor and report on at least five calls per day. The call-handling function has its own personnel manager who oversees all HR and training issues.

- Recruitment, training, development, mentoring and progression of staff within call management are very sound. There is a tutor unit for all new staff that greatly helps staff retention and ensures that new staff are competent at an early stage; following tutoring, the staff member will be assigned a mentor. All staff have an annual PDR. These assessments are supported by quarterly one-to-one meetings with the line manager, although in practice this occurs on a monthly basis. All staff leavers are met by the head of department and the results of these interviews are formally recorded. Valuing staff is a key priority. Over 80 staff attended an open forum, and there are frequent one-to-one meetings, health awareness events and good work reports, along with effective consultation in change management.
- The department has a comprehensive intranet site which provides, among other things, performance information, policies and procedures, briefing material (including localised briefing for each of the six OCUs to enable a bespoke method of crime and incident handling). The superintendent (head of department) has an 'ask the boss' section on the intranet which enables officers and staff to directly ask questions to him and to which he will respond within 72 hours.
- Business continuity plans are effective and well rehearsed. The FEC and the FCR are not co-located, and the FEC is equipped to provide an emergency response fallback, which is periodically tested. A reciprocal agreement has been brokered with Dorset Police to take 999 calls on Hampshire's behalf in the event of a catastrophic telephony failure and this system has been tested several times in recent months. The department head recognises that there may be a need for the force to be partnered with a police force with similar IT to enable an easier transition of crime and incident data and is currently researching this possibility.
- During 2005/06, Hampshire was chosen by the Home Office to be one of five lead police forces in the development of a SNEN for the police service. The force chose wisely to host this call-handling function within the FEC and it includes the broadest of partnership involvement, with all 15 local authorities participating. The pilot began during the fieldwork phase of this assessment and it is apparent that it has been a success so far, with 300-400 calls per day, but it is still too early to assess its overall impact on the number of emergency calls received.
- The department maintains a programme office to ensure that all change and new processes are subject to PRINCE 2 project management; this gives a structure to change and development.

Work in Progress

- There is a need for the department, working with officers and OCU commanders, to ensure that more officers use Airwave within an hour of attendance at scenes to contact the CRB with crime details. This will increase officer visibility and the efficiencies claimed through the use of Airwave, ensure that CRB resourcing matches demand and provide further reassurance to communities, particularly at

October 2006

sites where NHP is being rolled out, that there is a continued policing presence (see 1B Neighbourhood Policing and Problem Solving).

Areas for Improvement

- While the department links into the force's costed HR plan, there is a need for it to have its own plan that links into the central plan and thus provides greater clarity for local HR issues.
- There is recognition that the excellent level of service given to customers through telephone contact could now be extended to that given to callers at police stations and to the public in general. The department should put processes in place to improve its performance around baseline assessment framework category 1C, Customer Service and Accessibility, as it relates to the contact centre.

GOOD PRACTICE

TITLE: The Single Non Emergency Number Project (SNEN)

PROBLEM: Creating a single non emergency project

SOLUTION: **Firstly**, the inception of the chief officer led contact management delivery board. This board is a tripartite group and chaired by Hampshire DCC Ian Readhead who also chaired the delivery of the National Call Handling Standards on which the SNEN performance and training criteria has been modelled.

Secondly, at every programme sub board meeting, the Hampshire Partnership has contributed and adjusted processes such as the structure of the project team, the telephony announcements and partnership participation.

Thirdly, all national publicity for the week commencing 6th March 2006 was focused on and managed within the Hampshire Partnership. This resulted in an overall positive media impact.

The timescales for implementation were very tight; the Project Executive decided at a very early stage that the partnership had to be all inclusive to ensure that the excellent call management reputation was not diminished by a SNEN introduction which excluded certain local authority areas of the force. The resulting partnership is the largest in Wave One and includes fifteen local authorities.

The project team was set up immediately, with project support and a dual project manager approach. One project manager has police experience; the other has a local authority level of expertise. This structure was determined to ensure effective ownership and involvement of non police partners.

October 2006

There has been a 'can do' approach from all areas of the partnership, including IT, media, executive level and call centres. This has enabled a service go live date which is first and two months earlier than the last of the partnerships. The project has been split into short term delivery and medium term flexibility. The short term has been focussed on utilising and adapting existing buildings and technology. Innovation has been used in developing a new customer relationship management front end to the command and control system (within a four month time period, only possible through an excellent working relationship with the supplier). This provides two clear benefits. Firstly, the ability for call advisors to know the call history of their customer. Secondly, an efficient single mouse click to convert the SNEN incident log into a police deployment log. This functionality was required to deal with the significant volume of urgent police deployment calls which are received on non emergency police numbers.

Medium term adjustments will be made subject to learning points from service in operation and changes in the scope of services dealt with by SNEN.

OUTCOME(S): The initial independent evaluation of the project has been very positive

FORCE CONTACT: Superintendent Nigel Hindle, 0845 045 45 45 extension 718130

5B Providing Specialist Operational Support

Grade	Direction of Travel
Fair	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	23	19	1

Contextual Factors

On 1 April 2006, the force structure changed under the Forward Together review and this included specialist operational support, which is now an operations OCU and partners a crime OCU and CJD under the ACC (SO). Clear lines of responsibility exist for specialist operational response. It provides a comprehensive specialist operational support service, which includes air support, dogs, firearms, marine and public order, and has the arrangements to draw on mounted units from nearby police forces.

Following the firearms review 2004, a firearms action plan was agreed with the NCPE in 2005. Significant progress has been made towards completion of the objectives contained in the action plan. A capability assessment and gap analysis have been completed and consequently, adequate provision has been made for tactical advice and operational capability of authorised firearms officers.

There is no dedicated firearms unit; armed response vehicles (ARVs) are provided and staffed by the RPU. There was evidence that all officers worked closely together to ensure an effective response, for instance in the way the ARV provided firearms Bronze control. Tactical firearms officers are based on BCUs and, while sufficient resources are available, the arrangements do impact on BCU resourcing, for instance in abstraction for duties and training. The force is currently reviewing these arrangements.

Continuous improvement can be seen in the delivery of emergency planning and civil contingencies. Complementary to external processes, the major disaster steering group will give way to a new internal force resilience forum in April 2006. Comprising key stakeholders, the forum will draw heavily upon the environmental/horizon scanning conducted by the operational policy unit and the emergency planning officer. This aims to risk assess and prioritise key areas of threat and there is early evidence of regular review. The Chief Constable chairs the multi-agency local resilience forum (LRF) executive.

Strengths

- The force has good arrangements set out to respond to any incident or threat in a co-ordinated way with robust procedures for call-out and activation. The FSU acts as first-line responder and staff are highly trained, offering an 18-hour response seven days per week, expanding to cover 24 hours every day by call-out arrangements which are regularly tested. It has invested in significant resources and, with 16 mutual aid support team police support units (PSU)s (8 more than the national requirement), sufficient numbers of trained staff are available. Emergency

October 2006

procedures are tested and joint seminars are held. These arrangements are customary in Hampshire, which has regular experience of large-scale operations.

- There is an effective mechanism to allocate resources to predicted level 2 demand and changes have been made to be NIM2 compliant. The operations department has processes and role-specific single points of contact in place to ensure delivery of the tasking process. In addition, an emerging issues and public order intelligence working group reports to the public order co-ordinating group, which identifies and prepares for potential disorder and identifies trends. This group has representation from a wide range of stakeholders and links with national public order and football intelligence, Special Branch and OCU intelligence units. Links to BCU (now OCU) intelligence units are strong and enable emerging intelligence to be fed into force planning. Intelligence is developed widely internally and externally with neighbours and partners, one example being a recent operation involving HM Revenue & Customs, a BCU and specialist operations, which began from a piece of information. There is clear evidence that intelligence directs activity and further details can be found below.
- The emerging issues group feeds into the contingency planning programme to enable action to be taken and also to ensure the risk register remains dynamic. Consequently, operational plans fully reflect recent intelligence and information and are used to analyse and identify common themes and potential threats. Two examples are the way potential public disorder threats were identified in North East Hampshire and Portsmouth. The emerging issues group is an important element in effective threat assessment and operational planning. One recent example was given which clearly showed that it had identified an emerging threat and worked with partners to prepare a comprehensive and complex contingency.
- In excess of 300 generic and specific emergency plans have been drafted, in consultation with partner organisations. The plans are maintained by the contingency planning officer, who is appropriately trained and works alongside the operational planning unit, which provides oversight and support. Considerable effort has been given in the last year to ensuring that policy, plans and actions form a clear link and as part of this process plans are clear and easily understandable. The voluntary sector is included in plans for dealing with the aftermath of an incident.
- The LRF business and performance review group identifies potential threats which are then addressed in-force by the major disaster steering group. Threats are thereby managed in an appropriate and accountable way. Plans are revised and arrangements are in place with partner organisations to share information and intelligence.
- There are sufficient levels of appropriate resources, with adequate knowledge and training, to meet the requirements of the ACPO manual of guidance. There is a range of specialist resources, adding a marine capability to the usual range of specialisms. The force can call upon a range of specialisms including chemical, biological, radiological and nuclear, counter terrorist and crime scene search officers, body recovery, ropes and heights and water search officers. Continual improvement is supported through assisting officers in studying for a Diploma in rescue management and specialist rescue from the University of Coventry. This skill adds to the skill at rescue management at height, in water and confined spaces. There is evidence of a mechanism to allow community or source intelligence to trigger preventive activity, for instance in the way the force responded to the concerns of the Polish community in the lead-up to the World Cup.

October 2006

- There is no reliance on abstracting front-line officers to staff PSUs and the force has considerable resilience in public order. It has two full level 1 PSUs (the FSU), 16 level 2 PSUs, 23 Bronze commanders, ten Silver commanders, ten tactical advisors and eight others undergoing training and shadowing. There is an enterprising pilot in which each team from the FSU is twinned with an OCU. Apart from better operational communication, it reinforces the support offered to OCUs as well as force-level operations. Although it is a net provider of mutual aid, resource allocation in public order has been assessed against identified need.
- The force is engaged with the local resilience panel at ACPO level and at senior level on the LRF sub-groups. It is well represented at the regional forum.
- It has established sound lines of communication from policy group to firearms operational practitioners. There is evidence that these forums provide the necessary means for strategic and tactical management of firearms issues and are complemented by a practitioner's forum. The ACC (SO) has provided clear leadership, articulating his intent for specialist operations and overseeing the change process, and has also led on preparedness for future risks.
- Framework 3A Managing Critical Incidents and Major Crime detailed the force's approach to critical incidents. A full-time critical incident cadre was introduced at the time of the baseline fieldwork; this will provide Silver command for firearms, public order and critical incidents which is supported by a daily management review of critical incidents and firearms incidents and replaced the previous on-call arrangements. The previous Silver command arrangements for firearms and public order have been retained alongside the cadre to provide additional support and resilience.
- There is a documented, agreed action plan with the NCPE which has received positive comment from the NCPE lead and the force has been visited by neighbouring forces implementing their own action plans. There is evidence of robust self-assessment through the recent firearms review and progress made towards completing actions and recommendations. There is compliance with the national police firearms training curriculum.
- The RPU is responsible for providing ARVs and there is clarity of roles for those that undertake that task. Tactical firearms officers are drawn on a call-out basis and are deployed on armed and mobile anti-terrorist cover for airports and other key locations and can also provide additional ARV capability.
- In line with advances at level 2, the operations OCU has streamlined its approach to the level 2 TCG process. Single points of contact for counter-terrorist and more generic business ensure that the head of the operations department is able to provide a comprehensive picture as to commitments and demand. This has been helpful in considering its tasking and resilience needs. The operational policy unit provides the link with the cross-border and regional terrorist picture and has made timely delivery of the 32 new-look Operation Rainbow options.
- There exists a clear relationship with event organisers; recent major events have required sustained and complex collaboration and are debriefed on a structured basis. There is evidence of engagement with safety advisory groups and the conflict management model and the disorder model are applied.

October 2006

- Contingency plans are in place to meet exceptional demand and there are arrangements in place with neighbouring forces for assistance during times of exceptional demand. These arrangements have been tested in the last year.
- There is a healthy collaborative approach to support from other forces. This extends to mutual aid and collaborative agreements. Mutual aid was requested for Trafalgar 200 rather than reduce force capability to manage normal policing to a disproportionate extent. Mature collaborative agreements exist for the provision of services on an exchange basis. For instance, water search services are provided for outside police forces and in return dive and mounted support are received from partners in Sussex Police and Avon and Somerset Constabulary.
- Trafalgar 200 and Farnborough International Air Show 2006 were examples of how the force has completed the integrated planning process and it has significant experience with planning with event organisers. During 2006/07, the operational policy unit will consolidate this initiative, ensuring that good practice is captured in a comprehensive procedure and template for future activity.
- There is a dedicated risk management and business continuity co-ordinator and considerable progress has been made during 2005/06 toward business continuity and disaster recovery across OCUs and departments.
- There is an action plans officer with a well-developed and extensive range of plans to cater for emergency and civil contingencies. A major incident plan is in place and this has been revised in the light of the terrorist threat. The plan was tested in April 2006 in conjunction with the FCR.

Work in Progress

- Recently, the ACC (SO) has agreed that senior members of Hampshire Fire and Rescue Service and Hampshire Ambulance Service will sit on the counter-terrorist TCG so as to promote intelligence sharing, risk assessment and critical incident preparedness across level 2 services.
- The benefit to be gained from a dedicated public order control desk within the FIB has been identified and there are plans to establish the post in 2006/07.
- Although some areas such as major crime and firearms have developed a formalised debriefing format, debriefs for operational incidents and exercises are less formalised. Silver commanders are responsible for conducting operational debriefs and these form part of the Silver logs. A standardised procedure which gives corporacy and consistency across all areas will provide operational benefit. Some progress on this matter has been made and a process should be in place by April 2007 (see 6F National Intelligence Model).
- Policy, procedures and plans are subject to review; however, the process lacks sufficient capacity for audit. The emergency planning officer together with the chief inspector from the operational policy unit are in the process of completing a comprehensive register and database. This should enable them to monitor and control a scheduled review programme. This will provide reassurance as to the effectiveness and currency of existing plans. It offers a clear link also to issues arising from the LRF and force resilience forum.

Areas for Improvement

- There is clear evidence of support to level 2 operations through the strategic TCG and willingness to support level 1 operations. Where possible, the FSU attends the level 1 pre-TCG meeting. This ensures a close working relationship and responsiveness to level 1 needs. This process is hampered by the number of BCUs; however, the reorganisation of resources into six OCUs will streamline matters, as each of the FSU teams will adopt an OCU and thereby improve consistency and regularity. At an operational level, OCUs will need to produce better intelligence packages for specialist resources and consider more precisely how such resources will contribute to OCU operations in order to make best use of what is available. Integration is being further developed by quarterly meetings between HQ operations and OCU operations inspectors, the first of which took place in March 2006.
- The force recognises that the current mobilisation plan needs to be improved to ensure best fit with regional and national deployment and commonality of use of terms.
- Following the move from ten BCUs to six OCUs, there is a need to ensure that specialist skill sets match national requirements and that they are up to date and accurate.

5C Strategic Roads Policing

Grade	Direction of Travel
Excellent	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
0	7	33	3

Contextual Factors

There is a significant and well-resourced RPU which adds value to all aspects of policing. It is well regarded for delivering a high quality roads policing service. It has a professional capability and capacity benefiting from an experienced senior management team which has provided continuity in post. This in turn has helped to deliver intelligence-led roads policing at both a strategic and tactical level.

The roads policing strategy remains fit for purpose and directs operational priorities, encompassing casualty reduction, tackling criminality, public reassurance and supporting BCUs. It is clearly linked to force priorities. Structurally, some change has already taken place to better align RPU resources and local command with geographical assets, now broadly coterminous with the new OCUs. Enhancement of ARVs and mobile ANPR provision within the RPU is taking place to reflect demand and build further resilience.

A multi-discipline team led by the RPU put together a package of measures to deliver the pursuit policy, which included emergency response, something not covered in great detail by the ACPO guidance and in which it is recognised that there are similar risks in terms of standard operating procedures and training. Innovations include the development of the first impaired driving unit (IDU), a recognised leader in its field with results highlighting the extent of road user impairment and the need to improve activity in this area.

Casualty reduction activities co-ordinated through the strategic casualty reduction partnership and partnership and communication teams have continued to mature, turning ideas into action culminating in joint benefits. The strategic casualty reduction partnership will subsume the safety camera partnership and be the focus for partnership development in the coming months. There is wide-ranging expertise in a variety of mainstream and specialist fields, including the HAZMAT and commercial vehicle environments, road death investigation through to VIP escort capability and ARV.

Examples of exploiting technology include the trialling of portable evidential breath test devices, in-car data terminals to increased mobile ANPR capability through to mobile phone interrogation equipment. The ongoing development of geographically-based RPU community reassurance teams is a positive step in working together with the wider police family, but deemed work in progress to fully engage at a neighbourhood level. The RPU has recently assumed responsibility for the former collision bureau (now RPU IMU records office), with work in hand to improve performance in this area; workstreams and functionality are being reviewed to improve overall efficiency of operation.

October 2006

While positive progress continues to be made to ensure the RPU is representative of the force make-up, it is recognised that additional work in the year ahead is necessary to keep it moving in the right direction. An RPU-specific resource allocation formula has been developed to help determine geographic allocation of patrol officers; the intention is to further develop a formula for specialist roles and supervision. While there has been some early empirical work undertaken to calculate the financial costs involved in road death investigation, detailed research and analysis needs to be completed to better inform resource planning.

Strengths

- There is sound strategic leadership of the RPU through the ACC (TO) and continuity in tactical command with a dedicated and experienced superintendent lead who is supported by a broad-based, experienced management team focused upon delivering the force roads policing strategy. The RPU is well resourced, professional and centrally managed, yet it is based locally on three main sites coterminous with OCU boundaries and three satellite stations. Clarity of purpose and role, combined with resilience within the RPU asset base, ensures the enhanced ARV provision is delivered without compromising intelligence-led policing of the roads.
- The roads policing strategy is a clear and readily understood document which complements the ACPO strategy, Department for Transport strategy and local need, underpinned by compliance with the NIM and a robust performance management framework. The RPU produces a sound and compliant strategic assessment every six months, which informs the force strategic assessment process. The RPU is represented at level 2 tactical tasking meetings and at BCU (now OCU) level 1 tasking. RPU activity is very broad based from local BCU work to countering terrorism and there is a robust follow-up of tasking at both levels 1 and 2.
- The RPU has a proactive unit which provides significant resourcing to operations, with specific focus on exploiting ANPR technology. An effective mobile force-wide ANPR capability exists with an intelligence-led proactive asset base that includes both cars and motorcycle intercept teams that can be tasked through the level 2 tasking meetings. In addition, there are ANPR vehicles based at each of the three RPU bases which are coterminous with the six OCUs. The RPU continues to exploit technical solutions and opportunities in roads policing, for instance trialling portable evidential breath test devices and the capability to interrogate mobile phones.
- The force remains on track to achieve the challenging Government target for reductions in fatal and serious injury collisions involving people of all ages. At the end of 2005/06, there had been a 37% overall reduction on the baseline period and a 57% reduction in the number involving child casualties. An agreement with local authorities is being drawn up to move towards a stretch target. There is a credible performance management framework which overarches the roads policing strategy and is linked to all activity, with timely and appropriate management intervention at all levels.
- There is a road death and serious crash investigation capability in the road death investigation team, which is compliant with the ACPO road death investigation manual; one of its officers is co-authoring the manual. The team provides the single point of contact and tactical advice on a 24/7 basis. Workforce modernisation continues with the introduction of police staff road death investigators.

October 2006

- There is trained and effective family liaison support through the FLOs, all of whom retain an excellent reputation for the quality of service provided. There is an established FLO strategy which complements the ACPO strategy and manual. An inspector manages the FLOs, supported by co-ordinators. The postholder is an active FLO member at both regional and national level. There is an established mechanism to support FLOs, including structured meetings. A 24/7 system of operation is in place to ensure that FLOs are appropriately designated to road death investigations. There are currently 23 FLOs trained and actively available; this includes availability for major incidents.
- Regular contact is made by the RPU with the PIKE database and it has established links nationally and regionally, being actively engaged in delivering combined roads policing operations such as Mermaid. The RPU has contributed to improving all officers' awareness of counter terrorism and has provided regular briefings to staff on this subject, including co-ordinating briefings from the Metropolitan Police anti-terrorist branch (SO13).
- The safety camera partnership has a good reputation at national level and has delivered positive results in terms of casualty reduction at its camera sites, with 43.7% fewer injury collisions and 60.1% fewer fatal or serious collisions.
- The RPU was the recipient of the Prince Michael of Kent Award for Road Safety, a national Tilley Award short-listing and winner of the PRIME Award for its partnership Bikesafe work.
- There is an ACPO-compliant pursuit policy, which goes further in encompassing emergency response with ongoing management and training support mechanisms in place to ensure continued learning and development. Furthermore, the RPU is seen as a preferred supplier of expertise by the Independent Police Complaints Commission for the investigation of fatal collisions involving police vehicles or in police pursuits.
- The RPU has a sound reputation for tackling impaired (drink and drug) driving, as well as establishing a dedicated IDU. Following a review of the status of the IDU, it has been agreed that all RPU officers will receive one day of drug recognition training, and officers subject to call-out to test drivers will attend a national instructor's course for evidential credibility.
- The RPU demonstrates effective use of powers, including counter-terrorist stop and searches, preliminary impairment testing and powers of seizure of uninsured vehicles. It is active in tackling anti-social driving and has featured in the BBC-TV programme *Traffic Cops*, undertaking this and other enforcement activities designed to deny criminals the use of the road network and reduce casualties.
- There is a well-developed and integrated RPU media and communications strategy, which has served to support and enhance partnership working, exploit communication opportunities and deliver timely, responsive and accurate roads policing information both internally and externally.
- The RPU benefits from devolved HR and has undertaken a complete revision of the training and development programme. This now provides officers with learning that is fit for purpose in terms of delivery against the roads policing agenda of today and tomorrow.

October 2006

- The investment in a centralised RPU resource unit, supported by an RPU-specific resource allocation formula, has provided a single point of contact for the whole force as well as management information upon which to determine the geographical allocation of police officers and assets.
- A well-developed RPU intranet site is user friendly and offers remote support and practical advice on a wide variety of roads policing issues to the whole force.

Work in Progress

- Further development of RPU community reassurance teams is required to better support NHP. This will become more evident as NHP is rolled out across the OCUs, as experience from police forces more advanced in its implementation shows that speeding and anti-social driving nearly always feature in the top five issues identified by local neighbourhood action groups (see 1B Neighbourhood Policing and Problem Solving).

Areas for Improvement

- Notwithstanding the positive comments above about ANPR teams, the force has yet to deploy dedicated ANPR teams on each of its OCUs.
- During 2005/06, there have been technical difficulties in fully exploiting ANPR technology. Hampshire is a pilot force for the back office facility (BOF 2) project, which has yet to deliver full functionality. The two types of ANPR systems fitted to its vehicles have created difficulties in connecting to BOF 2 at the same time. Further, there remain some technical problems with downloading local intelligence from the RMS to ANPR and therefore this key intelligence for ANPR policing has been missing since the RMS was introduced (see 3C Volume Crime Investigation and 5A Contact Management).
- The force should review its level of skilled and dedicated SIOs that the RPU has against the demand profile. There should be a balance between adequacy of numbers and utilising skills to best effect. This should be coupled with the development of a resourcing model for specialist roles and supervision to assist personnel planning. Further, there is a need for greater representation of women and BME officers on the RPU and work is under way to achieve this (see 6C Race and Diversity).
- There is a need to review the organisation and function of the RPU IMU records department, combined with the need for collection of timely and accurate collision data. Further, there is a need for better financial analysis to ascertain the costs associated with road death investigation.
- There is limited evidence to indicate how successful the IDU has been in tackling drink and drug related driving offences. Such an evaluation would better enable the RPU to target its activity, cost the outcomes achieved and better demonstrate the investment made in this unit.

October 2006

GOOD PRACTICE

TITLE: Roads Policing Impaired Driver Unit

PROBLEM: Drug impaired driving remains an issue of growing concern and one that Hampshire Constabulary is tackling across a number of fronts; working with partner agencies to make Hampshire and the Isle of Wight's roads safer.

SOLUTION: Research and figures produced in 1996 from a 10-year study by the Forensic Science Service indicated that as many as 1 in 4 road deaths were drug related.

In the year 2000, 15 officers were trained to administer field impairment tests [FIT]. Two years on, two officers from the roads policing unit [RPU] became Home Office approved instructors and subsequently trained more officers in the role of Drug Recognition and FIT.

Despite this additional investment there still remained a lack of understanding of the issues and the application of impaired driving law amongst criminal justice practitioners. In November 2004 the RPU established the country's first dedicated impaired driving unit [IDU] to focus upon these issues. Both officers have been trained to the highest standard possible in the United States of America and are qualified as drug recognition experts being two of only three such officers in the UK.

Progress has been made through a combination of factors including education, training and enforcement with a multi-agency thread throughout.

Education

The Unit have worked with local road safety teams to provide informative educational presentations to local colleges and universities about the dangers of drugs and driving with specific emphasis upon young people, also to criminal justice partners, community groups including working with both local and national media and TV including Radio 1 and the 'crime-fighters' programme. They also contribute to help inform the force drug strategy, undertake research and are currently trialling portable evidential breath test devices on behalf of the Department for Transport.

Training

Some 300 Hampshire police officers have been trained to carry out impairment tests. Additional awareness training has been provided to forensic medical examiners, nurses, paramedics and drug action team staff to help inform their role and in turn the wider interests of criminal justice.

October 2006

Work is ongoing with Department for Transport approval to deliver a national drug recognition instructors course to enhance the police capability across the UK.

Enforcement

Active involvement in intelligence led operations involving targeting drug-impaired drivers and those who abuse drugs and actively engage in criminality whilst using the roads. A good example of enforcement activity, which attracted regional government office funding, included policing the routes to and from the Isle of Wight Pop festival resulting in 7 arrests. Additionally, providing 24/7 specialist advice to senior investigating officers as part of investigations into serious or fatal collisions

OUTCOME(S):

Since the unit was incepted, the arrest rate for drug impaired driving has doubled [178] combined with a three-fold increase in the number [639] of tests being performed. Year on year the number of positive tests have reduced from 42% to 28% but charging remains consistent. Since August 2005 the unit has been called out 89 times to assist road death investigations.

Notable positive feedback has been regularly received from partner agencies with effective working relationships established in hospital accident and emergency departments in particular.

FORCE CONTACT: PC 2926 Jon Lansley and PC 2267 Nick Ellcome.

The telephone number for both of them is 07880 784316.

Their email addresses are jon.lansley@hampshire.pnn.police.uk and nicholas.ellcome@hampshire.pnn.police.uk

6 Resource Use (Domain B)

6A Human Resource Management

Grade	Direction of Travel
Good	Stable

Poor	Fair	Good	Excellent
2	18	23	0

National Position

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

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

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

Contextual Factors

Hampshire Constabulary is preparing to introduce new organisational arrangements based on an OCU structure from 1 April 2006. The HR department have been fully involved and influential in determining and establishing the new arrangements. This influence will continue with responsibility for people management issues devolved to line managers supported by professionally-qualified personnel managers dedicated to OCUs as part of the management team. Overall professional standards and consistent application of strategies, policies, and procedures will continue to be maintained through a professional reporting line to the director of personnel. The director of personnel is professionally qualified and has influence at the most senior levels of the organisation, being a member of the force management team reporting directly to the Chief Constable. The director of personnel plays an active role in national police HR matters.

October 2006

The Chief Constable takes an active interest in personnel issues as demonstrated, for example, by the fact that he chairs the joint negotiating and consultative committee and reviews the health and safety policy annually. The Police Authority also takes an active interest in HR management issues and the Police Authority personnel committee receives regular reports on HR matters and has approved the personnel strategy and supporting strategies, and the costed personnel plan.

Strengths

- The personnel strategy is approved by the Police Authority and supported by a costed personnel plan, which is compliant with national recommendations in reports such as People Matters, Gender Agenda and Breaking Through. Personnel activities are guided by strategic and operational HR priorities, which support those of the force overall. The Police Authority's personnel panel is provided with regular information to allow monitoring of the strategy and plan.
- In addition to the director of personnel, there are many staff within the HQ HR department and OCU HR teams who are Chartered Institute of Personnel and Development (CIPD) qualified HR practitioners. The HQ personnel department is involved and influential in HR issues at all levels of the organisation and at all stages of employment. Each OCU has its own personnel manager and assistant with the HQ HR team providing policy and procedural support.
- An extensive range of personnel policies and procedures is in place and these are regularly reviewed. These policies and procedures are among a wide range of information held on the force intranet, which is well used with many processes having been transferred from paper-based to electronic. The internet site is well used for recruitment of officers and staff.
- Systems are in place to forecast police leavers and promotions and allow for more timely recruitment and planning changes to the workforce profile (see Areas for Improvement). A dedicated team provides recruitment and selection advice and support, and is also actively involved in deployment planning and decisions relating to both police officers and police staff. National recruiting standards have been adopted, and role profiles based on the national competency framework aid recruitment and promotion decisions.
- Innovation, learning and knowledge sharing are encouraged within the personnel team. The recent introduction of a new publication, *Learning Together*, is a good expression of this approach. Innovation is encouraged at all levels. An externally provided and confidential employee assistance programme has been recently introduced which is available to all officers, staff, their partners and dependents. Satisfaction ratings for the programme indicate 95% are very satisfied with the services provided. A patrol-based risk assessment process has allowed managers to identify when officers previously limited to restricted duties can return to operational roles. A fast-track psychological appointments process has allowed for the swift identification of and intervention in instances of psychological illness and limits the adverse impact on individuals concerned.
- Some 93.6% of all police officers are in operational posts and this is an increase on the 90.4% recorded in 2004/05 and slightly ahead of the 93.0% recorded in 2003/04. All posts are open to job share or flexible working unless a business case is made otherwise. Flexible working is encouraged and is supported by a wide range of family friendly policies. A good track record exists for recruiting females and people

October 2006

from ethnic minority backgrounds (see 6C Race and Diversity). Shift planning for police officers is undertaken by using the CARMS duty management system to avoid unnecessary overtime, short notice change to shift patterns and monitoring of compliance with the working time directive (see Areas for Improvement). This system helped to contribute to the meeting and exceeding its 15% overtime reduction target by some 5.6%.

- Sickness absence is actively managed through a comprehensive absence management process. During 2005/06, the number days lost through sickness per police officer was 7.3 days, a reduction on the 8.3 days recorded during 2004/05. Sickness absence for police staff rose slightly from 7.0 days in 2004/05 to 7.4 days but in both cases the 8-day target was exceeded. These figures are better than the national averages of 9 days and 9.8 days respectively. This performance in sickness absence for police officers is the lowest since computerised recording was introduced. The number of medical retirements remains low at 1.8 per 1,000 police officers, which is lower than 2004/05, and 1.3 per 1,000 police staff, which is slightly higher than the figure in 2004/05 and ahead of national targets.
- A staff survey was undertaken in 2004 and an action plan implemented to address the issues raised from this survey. The survey was repeated in 2006 and results are being analysed to ascertain the degree of success of the action plan.
- The special priority payment and competency-related threshold payment schemes are linked to good performance, commitment and attendance and are regularly reviewed. The bonus payment procedure has been revised to be more expansive with BCU (now OCU) commanders able to put cases through to their ACPO portfolio holder for payment within Police Negotiating Board guidelines.
- There appear to be sound systems and processes in place at a strategic level for management of health and safety. The Chief Constable annually reviews the health and safety policy. The director of personnel chairs the force health and safety committee, which reviews accident and incident data. Managers investigate reported accidents and near misses and all are monitored for lessons to be learnt (see Areas for Improvement).

Work in Progress

- As detailed in strengths above, there is an established and effective process of workforce planning for police officers, but a more systematic approach is required with respect to specialist roles and police staff, where planning is currently limited. Further, the force plans to recruit up to an establishment of 539 PCSOs by the end of 2007/08. It is recognised that the recruitment, training and deployment of such a large number will be a significant challenge, most notably in identifying sufficient suitable recruits, training and retaining them.
- The 2004/05 baseline assessment identified that the current system of exit interviews is not satisfactory and the new national exit interview scheme will be adopted during 2006/07.
- Monitoring compliance with the working time directive is undertaken though the CARMS duty management system for police officers and half of police staff. There are plans to extend this in 2006/07. Currently, monitoring is undertaken by a blend of paper and local spreadsheets; this is unsatisfactory.

Areas for Improvement

- The Delphi HR information system is well used, and access strictly controlled to maintain appropriate levels of confidentiality. However, it is unable to record sickness in hours and there remains an issue about the accuracy of personal data held on the system which has yet to be resolved. Interfaces to other systems are limited and a project is under way to improve single entry of data common to all systems. The resulting effect of the shortcomings of the system is that OCUs and departments are maintaining their own records on local spreadsheets, a practice that should be discouraged.
- There is recognition that an equal pay audit is overdue, and staff have recently been trained to undertake this process; a full assessment is planned for 2006/07. It is important that staff associations are fully engaged in this review process to demonstrate transparency and equity.
- The quality of PDRs is not to the standard required and further training of line managers is planned to improve this area of performance. This matter is also addressed in the areas for improvement in 7A Leadership. Similarly, evaluation needs to be improved and will be addressed by the newly-appointed OCU personnel managers and through line manager training.
- OCU personnel managers are settling into their new roles and it is becoming apparent that there will be a need for administrative support for them as their roles develop. This is recognised and it is important that support is given to these new roles in order that the system of devolved HR management can be fully effective.
- Relationships with UNISON have recently been strengthened and practical measures established to improve communication and early identification of matters of concern. It is too early to assess how effective this will be; however, early signs show this to be good and it will be carefully monitored.
- A programme of grievance resolution training for line managers has been delivered over the past two years. Some 77 grievances were logged during 2005/06. The vast majority were resolved at the first stage and at the time of the baseline fieldwork six grievances were in progress. This is an improving picture and reflects the investment made in the training delivered. Nevertheless, there is evidence from interviews that confidence in the grievance procedure remains fragile. It is apparent that further work needs to be done to gain the trust and confidence of officers and staff that managers are committed to the process (see also 6C Race and Diversity).
- Staff associations have expressed concern that there is an inconsistent approach to the audit and oversight of health and safety issues across the BCUs (now OCUs), a view supported by minutes of health and safety meetings. It is important that the new OCU management teams get to grips with this issue and ensure compliance. Further, it is estimated by some that approximately only 60% of accidents that occur in the workplace are actually reported and work is being progressed to rectify this under-reporting.

6B Training, Development and Organisational Learning

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
3	11	27	2

National Position

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

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

Contextual Factors

Training and development was graded Fair in 2005 and a number of recommendations were made. Action taken in response to those recommendations is summarised below:

- The training and development (T&D) department has undergone fundamental restructuring over the last 18 months to improve the alignment between objectives, customer demands and the processes, co-ordination and resource allocation required.
- There has been a significant increase in staffing levels, and an expansion of the training estate, to respond to new demands arising from the introduction of the IPLDP and PCSO programmes.
- More formal partnerships have been established with OCU-based staff (through the establishment of PDUs with service level agreements (SLAs)) to support a shift towards work-based learning, development and assessment.
- With the recent force restructure, linkages have been strengthened further with the appointment of OCU/department personnel and training managers, who will improve training prioritisation against local objectives and succession plans.
- A training prioritisation and steering group (TPSG) has been introduced with representation from all key stakeholders to ensure strategic engagement; this will provide a structured forum for transparent and evidence-based decision making.

October 2006

- Responsibility for standards, costs and planning is now with the head of T&D, to ensure a consistent, corporate approach. Progress is tracked through a department improvement plan, reviewed at monthly performance management meetings.
- The national costing model (NCM) has now been adopted to capture all learning and development activity and is managed by the T&D business administration manager.
- A training projects and standards unit has been established within T&D to improve the quality management system, by providing consultancy support for new training initiatives and formal training audits across all providers every six months.
- All policies and procedures have been revised in the light of the IPLDP quality assurance framework with two noteworthy practices: community placement policy and procedure and CIPD for training staff.
- All trainer role profiles have been validated and re-evaluated, revised selection criteria and processes introduced and new qualification/CIPD requirements are being rolled out.
- Internal communication has been improved with more frequent T&D management meetings, team 'cascades' and departmental communication events.

Strengths

- Chief officers and the Police Authority are formally and actively engaged in the strategic management of the T&D department through a number of mechanisms. These include the TPSG, which is chaired by a chief officer (director of personnel) and sets priorities, commissions new training projects and authorises evaluation of learning and development (L&D) services. There are also a number of force project boards, including IPLDP, NHP and the monthly force performance review group (FPRG). In addition, regular reports and presentations are given to the Police Authority personnel and performance committees.
- The e-learning strategy is sponsored by chief officers and has provided significant efficiency savings in both training resources and front-line abstractions for mandatory legislative, policy and procedural changes. Completion rates are tracked and reinforced by OCU/department 'super users' and e-learning performance managers across the force. This approach provides benefit by acting as a focus for cross-functional co-operation and as a tool for internal culture change.
- There are strong links with L&D management groups on a regional, national and, latterly, international basis. These foster practitioner level learning and opportunities to reduce duplication and waste. Examples of such activities are recorded on a collaboration register and include: SNEN; National Occupational Standards for call management in police and emergency services (see 5A Contact Management); and joint intelligence group policy development and deployment at national level.
- A dynamic modelling system has been developed locally as a front end to the NCM, which enables the annual delivery plan to be validated and balanced.
- A balanced scorecard approach has been applied to derive a set of key performance indicators, which are reported quarterly to the FPRG to ensure transparent accountability for best use of training resources.

Areas for Improvement

- A wider communication and marketing plan needs to be developed and implemented. Specifically this should aim to: present the activities and values of the department in a user-friendly way to all customers and key stakeholders; increase understanding of the range of core learning products and services available and how to access them; and demonstrate the scope for flexibility and customisation.
- A review needs to be carried out into the operation of the evaluation strategy, specifically to ensure that: a systematic approach is applied to all L&D events; mechanisms are in place to take actions on the results of evaluation reports; there is greater focus on the impact of L&D activities on outcomes against PPAF domains; and the return on investment realised through training activities can be clearly evidenced to the organisation.
- Regular customer satisfaction surveys need to be undertaken, specifically to: improve understanding of the drivers of quality from the customers' perspective; ensure realistic expectations are set and met; and build upon the analysis of the second force-wide employee survey, including the staff results within the T&D department itself.
- The training prioritisation model needs to be validated and embedded into core business.
- Mechanisms need to be developed, through which staff maintain operational competence during their tenure in specialist training roles.
- There is a need to refine the use of management information from the NCM to inform the annual L&D budget setting process. The NCM front-end system should also be extended to support TPSG decision-making between closely competing priorities and resource demands during the life cycle of the annual delivery plan.

6C Race and Diversity

Grade	Direction of Travel
Good	Improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	14	27	2

Contextual Factors

This framework overlaps with 1A Fairness and Equality. Hampshire Constabulary continues to demonstrate firm commitment to the principles of promoting race and diversity through the DGG and the EDEC. Chief officers undertake wide-ranging action to promote a diverse workforce and address areas for improvement, with comprehensive consultation and regular monitoring to assess performance against targets. The force has a sound reputation for supporting diversity issues and has been in receipt of national recognition for this.

Strengths

- There is considerable chief officer commitment to diversity issues including chairing of three strategic committees – the DGG, which is chaired by the Chief Constable, the EDEC, which is chaired by director of personnel and the ESDC, which is chaired by the ACC (TO). These committees progress action across all diversity strands and monitor performance of BCUs and the force against specific diversity targets.
- As detailed in 1A Fairness and Equality, a member of the Hampshire Police Authority, who is from a BME group, sits on the DGG, which oversees and directs the work of both the ESDC and EDEC. The Authority provides a robust challenge to HR data and in particular the monitoring of the RES.
- The RES appears to be compliant with the standard set by the CRE. It is managed by a dedicated chief inspector and the ESDC and EDEC have a key role in monitoring it (see 1A Fairness and Equality). Comprehensive equal opportunity monitoring is undertaken, covering recruitment, development and promotion, grievances and employment tribunals, disciplinary action and turnover (see 6A Human Resource Management). Action is taken to address areas for improvement highlighted by monitoring. Statistics are regularly reported to the Police Authority.
- Policies, procedures and practices are established to support a diverse workforce, including the employment of transsexual/transgender staff, the ability to elect to take the Christian bank holidays on days significant to other religions and faiths, flexible working procedures beyond statutory requirements and a dedicated childcare co-ordinator, generous flexitime scheme, use of access to work, 24-hour employee support, as well as supportive return to work and redeployment practices to retain staff.

October 2006

- BCU (now OCU) commanders and personnel managers have direct responsibility for progressing the strategic diversity aims of the force and success in this area is claimed to be measured in those individuals' PDRs.
- The positive action officer and recruitment team implement a comprehensive positive action campaign, including attending local community events, festivals and recruitment fairs; this continues to increase the number of applicants from minority ethnic communities. This action has led to an increase in BME recruits for 2005/06, making up 5.37% of the total recruited, exceeding the target of 3%. Some 69.2% of the BME recruits are female. Personnel and training departments are active members of a good practice network – local employers for action on diversity (LEADER). A diversity strategy group, including expertise from an external advertising agency, was convened to identify strategies to increase the effectiveness of recruitment advertising in all communities.
- Research during 2004/05 to identify the causes of the low number of BME staff applying for promotion, identified through equal opportunity monitoring, proved inconclusive. However, as part of the strategy to address this in 2005/06, all BME staff were encouraged to attend the personal leadership programme, with 60% attending. The highest ranked BME officer is a chief inspector. The Hampshire branch of the Black Police Association (BPA) provides mentoring support for BME officers.
- Some 24.9% of police officers are female, against a force target of 24%, and during the period April to September 2005 some 32.5% of successful recruits were female. A support network has been set up for the career development of both female police officers and staff and to increase the number in senior positions. Under-representation in specialist departments is being addressed. There are now 112 female detectives in all ranks up to detective superintendent and two of the six OCU commanders (33%) are female. However, better representation is needed in other specialist departments (see section 5C).
- There are formal facilities/time agreements to support the Hampshire BPA and the LGBT resource group. The force is very proactive in its approach to diversity and has lesbian and gay liaison officers in each OCU. It has received national recognition for its approach to diversity as an employer.
- The establishment of a disabled staff association has been initiated, supporting this group in the same way as other staff networks. The Gender Agenda working party is currently reviewing its structure but is still progressing Gender Agenda aims. These groups are consulted regularly and are represented on all three strategic diversity committees. This consultation is in addition to that with the Police Federation, Superintendents' Association and Unison, who have diversity representatives.
- The baseline assessment of 2004/05 commented on the air of openness and ability to challenge inappropriate and unacceptable behaviour within the force and this culture continues to prevail. During the current inspection, there was evidence that police officers, even at a junior level, feel comfortable to challenge poor behaviour. Feedback is actively sought from staff regarding force, manager and colleague commitment to equality and diversity, through the staff survey conducted by an external provider. Concerns are identified and addressed through the EDEC.
- The force is supporting a full-time officer on secondment to the BPA and the Hampshire BPA maintains strong links to the BPA. There is representation at the National Disabled Police Association, the Gay Police Association and the British

October 2006

Association for Women in Policing. Force representatives are actively involved in many local ethnic minority community-based groups.

- A comprehensive programme of grievance resolution training for line managers has been delivered over the past two years. This may have led to the increase in the number of grievances resolved at an early stage by the line manager.
- There is commitment to a comprehensive line manager development programme, the core leadership development programme, which includes content on all strands of diversity.

Work in Progress

- Each department responsible for writing policy and procedure has had representatives trained in equality impact assessment. Existing policies and procedures have been rated and assessments are being conducted from January 2006 onwards.
- While it is far exceeding targets for BME recruits, BME officers account for 1.6% of police officers against a target of 2.4% in 2005/06 which is stretched to 2.8% for 2006/07; it will be a challenge to meet this. During the period January to December 2005, there has been a significant increase in the ratio of BME:white officers resigning and further research is being conducted, at the request of EDEC, to identify reasons for turnover within this group.
- BCUs (now OCUs) have responsibility for achieving diversity targets and their performance is monitored through the diversity monitoring regime. Support for OCUs to achieve strategic diversity aims is provided by HQ personnel department, for example sharing of learning and good practice. This has been achieved by enhancing the previous role of equality and diversity manager and creating the new post of personnel performance and diversity manager.
- The force is improving the data quality of all staff profiles by introducing self-classification of personal details (which includes all six strands of diversity) within 2006 (see 6A Human Resource Management).
- The equality of opportunity monitoring regime is given limited support by the HQ HR department to achieve strategic diversity aims, sharing of learning and good practice. This support should be strengthened during 2006 by the introduction of a new post of a personnel performance and diversity manager.
- The strategic diversity action plan (monitored by the EDEC) is a comprehensive document including recommendations from a number of national enquiries/strategies; however, it is currently being reviewed to ensure strategic action is prioritised and other action refined.

Areas for Improvement

- The force has a number of representative groups but should consult its staff to consider whether groups should be established to represent diversity matters related to age and religious beliefs; it is planning to expand monitoring to include all strands of diversity during 2006/07.
- Although diversity is a golden thread that runs through all development programmes, it will receive specific attention within the core leadership development programme being delivered during 2006. The force has yet to take advantage of the CRE

October 2006

leadership programme. Even though the new student officer training programme is modular, to be more flexible and accessible, the force should continue to exploit technology and consider other means of further improving flexibility and accessibility of T&D.

6D Managing Financial and Physical Resources

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	11	24	7

Contextual Factors

As well as the self-assessment return and HMIC findings, this domain incorporates a consideration of the police use of resources evaluations by the Audit Commission appointed auditor. Set out at the end of this report are the appointed auditor’s summarised scores for each theme covered by the evaluation. The appointed auditor has also issued separate and more detailed reports. Work on preparing for force mergers has had a significant impact on the finance department and other support services.

Strengths

- Solid procedures exist for the force’s medium-term financial planning processes and it has planned the level of general reserves in accordance with standards set by the treasurer that address identified future budget deficits. The budget delivered growth in police officers, PCSOs and police staff. Current forecasts estimate that general reserves will not be used to support the 2007/08 budget.
- Hampshire has been a late starter in devolved financial management but this was implemented from 1 April 2005, with OCUs showing little variance on the net revenue expenditure from 2005/06. Business managers are now employed in each OCU and are embedded in the structure, having taken several years for these posts to be implemented.
- Performance indicators have now been developed for finance, business and property, and transport in force business plans and these are reviewed once a quarter.
- An external consultant was used as part of the Forward Together project in relation to reducing the number of OCUs from ten to six with effect from 1 April 2006.
- Home Office-employed consultants complimented Hampshire Constabulary on a high-quality finance input into the strategic forces project.
- Risk management procedures are now embedded on an improved level.
- There has been a recent best value review of procurement, which has revealed a sound strategy along with appropriate compliance monitoring procedures. As a result, no radical changes have been required.

October 2006

- Hampshire has been a national lead on some high profile procurement projects, eg police pensions, and has also been the lead police force for providing financial management arrangements for the setting up of the NCPE.
- An energy strategy has been developed which has recently won an environmental award in relation to its vehicle fleet service.
- Results from the national benchmarking survey on estates management have indicated that running costs of the estate are lower than the national average.
- Best practice has been applied to the vehicle fleet by assessing and reviewing the use of the fleet and hired vehicles to deliver an efficient and effective use. This good level of service was confirmed by an external consultant's review.
- The force's fleet manager was the recipient of the prestigious 2006 Police Fleet Manager of the Year Award.

Work in Progress

- Benchmarking of financial support services indicated there are areas where improvements can be made. These matters are to be addressed in a general review of devolved management processes due to be completed by December 2006.

Areas for Improvement

- Hampshire Constabulary was a late starter in recruiting PCSOs and in so doing now finds a challenging agenda to accelerate recruitment to match the level of funding provided. Processes will require urgent priority (see 1B Neighbourhood Policing and Problem Solving and 6A Human Resource Management).
- IT, call management and HQ community safety, all central HQ departments, were devolved from April 2004. Further, the remainder of the departments in the DCC's portfolio received devolved status on 1 April 2006 and specialist operations departments are being prepared for devolvement from 1 April 2007.
- Even though there has been a review of many of the force's services, this has not addressed the need to examine economies of scale at a local level and to achieve efficiency gains, ie to reduce double keying on transaction processes and achieve further efficiencies in back-office functions. Also, there is the need to look at and improve the level of integrated business systems, and to develop a strategy on shared services with other police forces. The force acknowledges that current systems require replacement and/or integration. This has also not been helped by problems encountered with the RMS that have had to be addressed as a priority.
- The force and Authority acknowledge that they still have difficulty in following through to budget plans the identification of those areas where spending less is an option; they require processes to address this.
- While some limited use has been made of activity analysis, it is still necessary to develop the use of results and to ensure that feedback is received from local OCU's so that improvements are implemented and good practice can be disseminated. Results are also needed to ensure that resources can be linked to performance. The latter is of concern, as performance has declined and the PCSD has been invited in to review this issue.

October 2006

- While the best value review of procurement showed good results, the force could produce a better efficiency of service by investigating and implementing e-procurement services. This requires strategic direction and a timetable for implementation.
- The estates strategy is currently under review, and at the time of inspection was due to be considered by the force estates board. This has been on hold due to the in-force re-structuring project Forward Together. The force will be in a position to undertake and implement the strategy subject to resources. The force recognises that demand for office accommodation is an issue, with corporate buy-in needed on modern space standards.
- A bid was submitted to employ police staff to deliver and collect vehicles from the maintenance workshops but this was rejected in the budget as not being as high a priority as other budget bids associated with protective services and Forward Together. This needs review and re-submission for the next budget-making cycle.

Audit Commission assessment of use of resources

Element	Assessment
Financial management	3
Financial standing	3
Internal control	2
Value for money	3

Key to grades

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

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

6E Information Management

Grade	Direction of Travel
Good	Stable

National Grade Distribution

Poor	Fair	Good	Excellent
1	9	31	2

National Position

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

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

Contextual Factors

Governance of most information service functions falls within the portfolio of the DCC. The director of IT and communications, an information management and technology professional, reports directly to the DCC. Policy, strategy and direction are steered through an information management board (IMB) with wide representation from stakeholders. Other project boards and committees report in through the IMB. All projects are managed under PRINCE2 methodology and the force is also engaging with the Office of Government Commerce to build in gateway reviews.

The information systems strategy has resulted in an integrated, NIM-compliant RMS, which has already replaced a number of legacy systems and will replace others during 2006/07. The implementation of this project has not been without its problems, and there were a

October 2006

number of issues that required prioritisation during the year. Between April and October 2005, the force was unable to provide accurate data on levels of crime to the Home Office and it was not until February 2006 that it was able to supply accurate detections data. These issues have now been successfully resolved and the RMS provides a single point of data entry, avoids duplication of data and convergence towards the information systems strategy for the police service (ISS4PS). It runs on a robust, stable infrastructure complying with ISS4PS standards.

The RMS provides the monthly data requirements from the six core business areas to the criminal records bureau for inputting to the interim police local exchange (IPLX) or the IMPACT nominal index (INI). All these are accessible to the disclosure unit for referrals from the criminal records bureau. The force is on target to complete the extract, transfer and load process for IMPACT. The data required for phase 1 is already in use operationally but is not yet in the format for the cross-regional information-sharing project (CRISP).

Strengths

- The force has invested in a new RMS which replaced the legacy crime and intelligence system with a new integrated, operational information management tool. The work to deliver this was entitled Project Oberon and is the largest business change, IT-enabled programme of work the force has ever undertaken. The force has the RMS which, once difficulties have been overcome, should provide a NIM-compliant, integrated, operational policing system.
- The director of IT and communications is an information management and IT professional and reports directly to the DCC. There is an information management strategy and an information systems strategy aligned to the force's three-year strategic plan, the medium-term budget projections and national requirements.
- Policy, strategy and direction are steered through an IMB with wide representation from stakeholders. Other project boards and committees report in through the IMB. All projects are managed under PRINCE2 methodology and there is engagement with the Office of Government Commerce to build in gateway reviews. A fast-track approval process exists whereby smaller projects within certain boundaries may be agreed quickly without IMB involvement.
- Underpinning many of the infrastructure projects for the next two years is a technical architecture strategy and road map that was developed in 2005 and provides the necessary framework and standards required to meet ISS4PS. A gap analysis indicating reasonable progress against phase 1 actions of ISS4PS has been completed and a convergence plan is in place.
- There is commitment to protecting all information assets from identifiable threats in accordance with the requirements defined in the Manual of Protective Security, BS 7799-1:2005, the ACPO community security policy and Government Information Security (INFOSEC) standards. This is enforced through a well-established committee and organisational security structure. There are specific projects for security to enable continued compliance with the community security policy and secure sharing of information with other forces. The force has a 21st century 'chip and pin' system in place embedded into officer and staff identity cards which gives access to its computer systems and to police buildings and this should be seen as potential good practice.
- It is on target to complete the extract, transfer and load process for the IMPACT programme. It is also on track to meet the December 2007 target for the deployment

October 2006

of CRISP, which will be linked to six core systems within the force (see Areas for Improvement).

- There are dedicated customer service sections catering for user needs throughout the life-cycle of applications. The help desk has been operating 24/7 for the last year with well-established processes for incident resolution; callers to the help desk are periodically surveyed and issues are fed back to make changes to improve the service.
- Benchmarking against the BS15000/ISO20000 service management standard is being conducted as part of a regional exercise and a programme of work is under way to roll out all IT infrastructure library based processes within the next year. Operational information services performance is measured in various areas, such as help desk fault management, network availability and back-up management. The performance regime is under review to align with IT infrastructure library process-based key performance indicators.
- An IT service continuity strategy has been agreed which follows on from last year's completion of an off-site disaster recovery site supporting three of the mission critical systems (see Areas for Improvement). A security governance structure is in place with supporting policies and procedures. Service continuity plans are in place for key systems such as RMS, Altaris and emergency call handling, with a new off-site back-up (see 5A Contact Management).

Work in Progress

- In addition to the service continuity arrangements for mission critical systems, a revised service continuity strategy is in place to deliver solutions for the remaining high priority systems during 2006/07.

Areas for Improvement

- While data required for phase 1 of IMPACT CRISP is in use operationally, it is not yet in the format for CRISP. Current strategy commitments mean that it is likely to be a wave six force within the IMPACT programme and plans need to be in place to deliver this within the target time.
- While the IMB provides the information and communication technology steering group function, it does not have a broad stakeholder representation; for example, the Police Federation and UNISON are not members, and this should be addressed.
- The 2004/05 baseline assessment had as an area for improvement the replacement of IT systems such as the finance and HR systems. The information systems strategy includes financial provision for scoping an integrated solution in 2007/08 with a view to replacement in subsequent years.
- The force internet site was identified in the 2004/05 baseline assessment as an area for improvement and a business paper has been presented to the IMB detailing the options. Development of this site is key to improving messages that the force wishes to promulgate to the communities of Hampshire and the Isle of Wight. This is particularly important as the roll-out of NHP progresses (see 1B Neighbourhood Policing and Problem Solving and 7A Leadership).

6F National Intelligence Model

Grade	Direction of Travel
GOOD	improved

National Grade Distribution

Poor	Fair	Good	Excellent
0	19	22	2

Contextual Factors

A six-month implementation programme as part of the NIM 2 NCPE workstream has been recently completed. A team of four full-time staff, drawn from various disciplines, was established and has conducted a fundamental review of the NIM and TCG process. The project board has agreed the review’s findings and incorporated them in policies and procedures signposted within a key issues document.

The strategic TCG process consists of an integrated approach, with all disciplines within the force contributing to the process in order to better inform the control strategy. This process is inclusive of all business areas which contribute to the formation of the control strategy, and the strategic TCG is led from the top, with participation by the whole ACPO team.

The level 2 tactical TCG has been streamlined by the introduction of a pre-TCG meeting, which immediately follows the force performance review, and includes all BCU commanders and departmental heads. Bids for level 2 resources are agreed, and the TCG meeting, led jointly by the two ACCs, acts as an endorsement and arbitrator in this process.

The level 1 process has been amended to ensure continuity across the force, and to involve OCU commanders at both level 1 and 2. It has also been recognised that partner agencies have a valuable input into the process by the formation of joint agency groups which complement the level 1 TCG, and add value to NHP.

The FIB has been reorganised into desks to reflect the control strategy priorities of: Class A drugs; acquisitive crime (burglary and vehicle crime); violent crime (including sexual crime); organised immigration crime; and prison intelligence. There is an intention to adopt a combined public order and community intelligence desk post-April 2006. These act as centres of excellence which co-ordinate and quality control level 1 intelligence activity, and act as a help desk for each discrete area. They also help to develop operations for level 1 and 2 operational deployments.

Three dedicated source handling units work to BCU (now OCU) and level 2 priorities, and an additional level 2 dedicated source handling unit is anticipated as part of the force reorganisation.

The reorganisation of the structure at OCU intelligence and proactive level will ensure that the force will be in a strong position to deal with the increased intelligence product from the new structures in place.

Strengths

- There is comprehensive evidence of clear and established structures and processes in place for the NIM to be embedded into the force's planning processes. The Chief Constable chairs the regional TCG meeting and the force strategic TCG, which not only determines the strategic assessment and sets the control strategy but also assessments in all other business areas including HR and finance. The strategic TCG acts as an all-inclusive planning process (see 7B Performance Management and Continuous Improvement). The ACC (SO) is the NIM champion.
- A pre-TCG meeting, chaired by the director of intelligence, follows the force performance group meeting and is attended by all BCU (now OCU) commanders. Here, the level 2 tactical assessment is reviewed and consensual recommendations are then agreed to be put to the tactical level 2 TCG meeting, which is by now a lean process and is chaired by either the ACC (SO) or ACC (TO). This process is replicated at level 1, with the OCU commander or deputy chairing the TCG and a pre-TCG chaired by the detective inspector (intelligence). An intelligence steering group oversees the whole intelligence process.
- Close partner agency working exists at both level 1 and 2 where intelligence is shared as appropriate. At level 1, partner agencies are fully involved in the pre-TCG process. It is evident from previous group interviews that TCG and briefing sessions actually drive activity on OCUs and on the RPU.
- Strategic and tactical priorities are identified through comprehensive analysis of national, regional, force and OCU priorities and use the national template. This framework has proven to be successful in reducing volume crime (see 2A Volume Crime Reduction) and is a business method adopted across the force.
- A fundamental review was undertaken of practices and was wide ranging and inclusive. The result is a NIM process that is fully compliant and has attracted praise from the Centrex implementation team.
- The intelligence directorate is centrally located, has suitable security and is staffed 24/7. A clear desk policy exists and is maintained for security purposes. A source registry, available 24/7, processes all level 2 authorities and covert human intelligence source activity; this has been recently inspected by the Office for Surveillance Commissioners. All handlers and controllers are trained to national standards and work to level 1 and 2 control strategies.
- There has been investment in adequate and appropriate resources in the intelligence function and in tackling serious and organised crime. The force has submitted comprehensive evidence of its technical covert capability. The covert operations unit has one surveillance team. The force crime unit has the capability of deploying three teams and Special Branch one team – thus a capability to deploy five surveillance teams (see 3B Tackling Serious and Organised Crime).
- The SSD has a well-established forensic intelligence unit with a sound capability of linking crimes; its fingerprint bureau is NIM compliant (see 3D Improving Forensic Performance).
- Previous BCU inspections have shown that the NIM was well developed and strategic assessments and control strategies were well prepared and comprehensive. Briefing and debriefing takes place for all officers at all levels of the NIM. Suitable briefing facilities exist and patrol objectives are issued in accordance

October 2006

with the directed patrol matrix. Hot debriefings take place after each level 1 and 2 operation and learning is fed back to the control desk in the FIB, which acts as a repository of good practice (see Areas for Improvement). Major crime debriefings are fed back to the National Crime and Operations Faculty in accordance with national policy.

- Key roles for effective use of the NIM are in place and comply with national and local competency frameworks. All staff in core intelligence roles have received nationally accredited training. Career progression is possible within these roles up to the role of principal analyst.

Work in Progress

- Technical support unit activity at level 1 is an area in which the force is seeking to make improvements under the new OCU structure and it will be addressed during 2006/07.

Areas for Improvement

- Capturing community intelligence has been the subject of much work at force and national levels. This is a developing area and there is still room for improvement in support of NHP and links to combating organised criminality and terrorism (see 1B Neighbourhood Policing and Problem Solving).
- The quality of intelligence submissions continues to be a challenge for those responsible for processing the information – while localised feedback occurs there is a need for a more formalised process that should be standardised across the six OCUs. There is also a need to ensure that a suitable system is in place to audit the RMS and other databases holding intelligence.
- The force has been unable to evidence that it has a formalised central database of good practice including lessons learnt, data sharing protocols and a menu of options (see 5B Providing Specialist Operational Support).
- There is a need to develop a global NIM self-inspection package that promotes continuous improvement; the new processes at both level 1 and level 2 being evaluated by the newly-formed intelligence steering group may go some way to meeting this need.

7 Leadership and Direction

7A Leadership

Grade	Direction of Travel
Good	Not Graded

National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

Contextual Factors

The Chief Constable continues to take an active lead in diversity and equality issues, is the ACPO lead for international relations, chairs the South East regional ACPO and is the chief constables' representative for the Chief Police Officers' Staff Association (CPOSA). He has led in this capacity on several aspects of police force restructuring. The chief officers' commitment to diversity and representative groups has been reflected this year in the force's high position in the national Stonewall workplace equality index.

The DCC also has made a commitment to national policing through his chairmanship of the ACPO communications portfolio, responsibility for freedom of information across the service, the introduction of the national centre of procurement excellence and membership of the board for the MOPI.

The visibility and accessibility of the chief officer team to staff and to the local community are also strong, reinforced by appropriate support and reward for staff through local congratulations and commendations, national awards and honours and local and national media exposure. The Chief Constable's personal commitment to securing a higher media for the progress made by Hampshire Constabulary has been evident.

A corporate framework for policy and procedure review has been strengthened during the past year by the corporate services department.

In several ways throughout this year, the chief officer team has consulted with staff in key business areas such as RMS implementation and Forward Together force restructuring, and gauged morale through informal means and the 2006 staff survey.

Strengths

- The top team holds considerable national responsibilities. The Chief Constable provides committed leadership to the international policing agenda and the chief police officers' staff association. The DCC leads on freedom of information and plays a key role in the police information technology organisation. The Director of personnel was very involved until recently in Police Negotiating Board negotiations and the personnel business area. The director of finance has provided specialist support to national initiatives such as the national centre of procurement excellence. The ACC (TO) contributes to the performance management business area of ACPO

October 2006

and the ACC (SO) to the homicide working group, among others. The Chief Constable oversees the portfolio of responsibilities across the team, so that national contribution and force commitment can work together. He facilitates continuous development among the team including regular review, supporting developmental training and making use of major operational commitments.

- The Chief Constable has been very proactive in championing diversity issues. He supports staff associations, meets with members of the diverse communities and has developed IAGs. He attended the Stonewall workplace equality index event, which placed Hampshire Constabulary in the top 15 of 100 employers for being supportive of gay, lesbian and bisexual people. The DCC attended and opened the Gender Agenda professional development day. There has been positive feedback from staff regarding support for diversity.
- The visibility and accessibility of the top team are clear and are supported by a programme of visits throughout the force area. The Chief Constable has a scheduled monthly operational day where he visits a BCU or department, spending time on patrol with front-line staff, supervisors and managers. Both the Chief Constable and DCC also attend between eight and ten award ceremonies a year where Chief Constable's congratulations and commendations are presented to staff. The Chief Constable holds two open forums a year, to which staff from a particular area, BCU or department are invited. The DCC conducts a programme of both formal and informal visits to BCUs and departments throughout the year. These include attending early turn parades with shift officers and visits to BCUs and departments on Christmas Day. He also conducts welfare visits and represents the force at key events such as families' day, rock challenge and Remembrance Day. A chief officer also attends all attestations for newly-appointed officers.
- A very constructive relationship has developed with the Police Authority, particularly evident in 2005/06. A close working relationship was in evidence while preparing the strategic force business case. There is an annual integrated planning regime, involving the corporate services department working in liaison with the Police Authority. The Authority is involved in performance scrutiny and consultation arrangements. Chief officers and Police Authority members also have less formal meetings on a quarterly basis. These provide a more relaxed and informal environment aimed at facilitating understanding and effective communication. Positive feedback was received from partner agencies.
- There is strong support for staff recognition and reward. The Chief Constable receives and assesses recommendations for congratulations and commendations. These are presented at award ceremonies held between eight and ten times per year, attended by the Chief Constable and DCC. Commendations, congratulations, long service and good conduct medals and certificates are presented as well as a range of other awards for members of the public and multi-agency partners. Some 98 Chief Constable's commendations and 154 Chief Constable's congratulations were presented during 2005/06.
- Hampshire Constabulary regularly features in the local media and there is evidence of proactivity on the part of chief officers with regard to the media. Examples include launching the new force structure, and regular items with regard to roads policing and tackling crime. During the year, it received very favourable coverage for the policing of Trafalgar 200.

Work in Progress

- There has been considerable addition to capacity and resilience in critical incident management for staff, particularly through the critical incident cadre of superintendents. Training for chief officers was raised in the 2004/05 baseline assessment. The Chief Constable and DCC are scheduled to attend Gold commanders' courses in September and June 2006 respectively.
- The chief officer team is a small group which manages its members' broad and demanding portfolios through effective teamwork. This presents a risk to effective direction and control. The level of strategic demand will continue unabated as the force moves forward in its change management programme, tackles the issues behind relatively low sanction detection rates and oversees the RMS. The Chief Constable recognises this risk and is formulating a case for an additional ACC which he will be submitting to the Police Authority.

Areas for Improvement

- There is recognition that the QoSC, incorporating the force communication strategy, requires further development and implementation over the coming year.
- The chief officer team recognises a need for more effective organisational communication. A strategy is in place. The reorganisation of corporate communications and the appointment of a corporate communications manager have set the scene for improvement. Greater proactive internal communication and less reliance on email are areas for improvement.
- Consideration should be given to the benefits of a leadership programme to accompany the changes being undertaken. A leadership programme should address the needs of police and police staff managers, such as supporting and coaching individuals, for instance in crime investigation, confidence in tackling underperformance and grievance management.
- It is clear that the force has learnt lessons in 2005/06 from its strategic management of the RMS change programme. Areas such as consultation with stakeholders and project methodology have both been addressed for phase II. Results can be seen in the commitment to phase II and the responsibility acknowledged across the organisation towards it. The complexity of the RMS project, at a time of considerable other change, has taken its toll upon the force and has had consequences for performance which now require remedy.

7B Performance Management and Continuous Improvement

Grade	Direction of Travel
Fair	Declined

National Grade Distribution

Poor	Fair	Good	Excellent
0	12	26	5

Contextual Factors

The performance framework was reviewed during 2004, resulting in the creation of the FPRG, which is now the prime means by which performance is managed. The group meets monthly and is chaired by the Chief Constable with all chief officers present. Other permanent members of the group include all OCU commanders, the head of CID and the head of corporate services. Other department heads are invited according to the specific content of the meeting. The group was initially formed to focus on the delivery of statutory performance indicator targets and therefore primarily focused on BCU (now OCU) performance. However, as it has developed, it has taken an increasingly greater account of the performance of support departments in order to subject them to the same level of scrutiny as OCUs. This aim has yet to be achieved but significant progress has been made in the last six months. The FPRG was designed to identify underperformance and has the executive authority to address such issues as well as being able to identify good practice and mandate or encourage its wider use across the force.

In addition to the creation of the FPRG, the planning framework has been updated to address certain perceived weaknesses, including the effective management of national and local priority conflicts. This has resulted in a newly (2005/06) introduced integrated planning process that allows better understanding of these conflicts and better-informed decisions on the allocation of resources. This process is fully compliant with the NIM and has facilitated the ability to integrate policing objectives and priorities with organisational development needs.

During 2004/05, the force had one of the best records in detecting crime. It was ranked in the top quartile for the detection of domestic burglary, robbery and the percentage of notifiable offences resulting in a sanction detection. The implementation of the RMS and the changes in working practices in the recording of data meant that it was without accurate performance information for many months and this was described as like being in a fog. It was unable to supply accurate data to the Home Office until October 2005 and January 2006 was the earliest that accurate detection data were available. A significant number of key processes had to be prioritised to enable an accurate picture of recorded crime to be available, and it was not until November 2005 that a rectification process was put in place to tackle the fall in detection performance. By the end of 2005/06, while there was some recovery and domestic burglary detection remained in the top quartile, performance had fallen sharply in the remaining categories of volume crime.

Strengths

- There is a clearly articulated vision by the Police Authority and Chief Constable in the joint 2005/08 strategic plan, which is available in ten languages. The annual local policing plan is the vehicle for delivery of the strategy. Both documents have clear aims and targets. The local policing plan has been the subject of positive assessment by the Audit Commission.
- The Chief Constable chairs the monthly FPRG meeting to hold OCU commanders and heads of departments to account. The process is subject to robust follow-up and sharing of good practice. The Police Authority receives performance updates on a quarterly basis to its performance committee (but see Areas for Improvement).
- A NIM-compliant integrated planning process has recently been developed. The monthly FPRG has been aligned with the NIM cycle to ensure consistency between plans and outcomes.
- The ACC (TO) and ACC (SO) conduct quarterly performance reviews of OCUs and departments. If an OCU is struggling to meet its targets, it will be subject to intervention directed by the FPRG or by the Police Authority. This intervention will be organised by support department working to the ACC (TO), with progress monitored during subsequent inspection visits.
- The consultation and research team has a number of key responsibilities, including satisfaction surveys. Results of these surveys are published monthly down to OCU level. Surveys are also undertaken for PRIME initiatives and they evaluate internal initiatives and pilots. The team has also supported OCUs in local quality of life surveys.
- Continuous improvement is encouraged through Brainwaves (the staff suggestion scheme) and EFQM assessments. By the end of 2005/06, 100% of the TO portfolio, 50% of the SO portfolio and 75% of the remaining departments had been subject to EFQM assessment. A review of the approach to assessment has resulted in work to develop a single, comprehensive assessment approach. There is sound encouragement for innovation and recognition of achievements at all levels.
- There is effective co-operation between the force and the Police Authority in the management and delivery of best value. The Police Authority performance committee has delegated powers for all best value issues. The approach is fully outlined in its manual of guidance on the subject. All tangible improvements are, wherever applicable, transferred to the efficiency planning process and tracked to ensure delivery. The outcomes of all best value reviews, including lessons learnt, are summarised and recorded and made available through the intranet.

Work in Progress

- A single assessment process is being developed that will integrate the previously used EFQM model with the requirements of Going Local 3, the HMIC BCU inspection system. It is envisaged that this approach will be implemented during 2006/07 and although it is primarily being designed for use by BCUs, it will also be relevant to departments as an assessment tool. As well as driving performance improvement, the force also expects benefits in terms of higher process compliance, a decrease in the overall need for audit, assessment and inspection and a comprehensive qualitative action plan to be in place for every OCU and department.

Areas for Improvement

- The Police Authority lead on performance and the Authority performance officer attend at least one FPRG meeting per year. Consideration should be given to raising the frequency of attendance by Authority members and officers in order that the Police Authority can satisfy itself that everything is being done to improve performance, particularly around sanction detections.
- The analysis and scrutiny of departmental performance does not currently match that given to OCU performance. Opportunities to add further rigour and breadth to performance management should be taken.
- While integrated competency framework based PDRs are in place, they could be used to greater effect to support individual performance improvement and for reward or recognition.
- The internet site could present performance information in a more accessible form. In particular, management linkages with partners could be better developed and opportunities exist to follow good practice set by other police forces in the South East region.
- Opportunities exist to exploit activity-based costing MSF comparator data that could be used to focus on improvement activity and resources and help manage competing demands.
- Hampshire Constabulary is rightly proud of its traditions and the standards which it sets itself. While it is open to new approaches, such as the RMS and NHP, these have been prompted by other influences such as persistent difficulties in data capture or national policing developments. The force could be more proactive in seeking and developing innovative strategic initiatives that challenge traditional approaches to policing. There is evidence that this process is beginning, for instance in a greater strategic control of workstreams, thus allowing a standard to be challenged and reviewed. Nevertheless, the time taken to recognise and address performance management issues during the year and to implement change following the professional standards inspection in November 2005 suggests that there is room for improvement. This area is linked to a leadership programme, as innovation and challenge should be encouraged throughout the organisation.

Appendix 1: Glossary of Terms and Abbreviations

A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ANPR	automatic number plate recognition
ARV	armed response vehicle
ASB	anti-social behaviour

B

BCS	British Crime Survey
BCU	basic command unit
BME	black and minority ethnic
BOF	Back office function
BPA	Black Police Association

C

CAIU	child abuse investigation unit
CDRP	crime and disorder reduction partnership
CIPD	Chartered Institute of Personnel and Development
CJD	criminal justice department
CPS	Crown Prosecution Service
CPOSA	Chief Police Officers Staff Association
CRB	crime recording bureau
CRE	Commission for Racial Equality
CRISP	cross-border regional information sharing project
CSD	community safety department
CSI	crime scene investigator

D

DA	domestic abuse
DCC	deputy chief constable
DDA	Disability Discrimination Act
DGG	diversity Gold group
E	
EDEC	equality and diversity in employment committee
EFQM	European Foundation for Quality Management
ESDC	equality of service delivery committee
F	
FCR	force control room
FEC	force enquiry centre
FIB	force intelligence bureau
FPRG	force performance review group
FSU	force support unit
H	
HMCS	Her Majesty's Courts Service
HMIC	Her Majesty's Inspectorate of Constabulary
HOCR	Home Office Counting Rules
HQ	headquarters
HR	human resources
I	
IAG	independent advisory group
IDU	impaired driving unit
IMB	information management board
IMU	incident management unit
INI	IMPACT nominal index

IPLDP Initial Police Learning Development Programme

IPLX Interim police local exchange

L

L&D learning and development

LCJB local criminal justice board

LGBT lesbian, gay, bisexual and transgender

LRF local resilience forum

M

MAPPA multi-agency public protection arrangements

MOPI management of police information

MSF most similar force(s)

N

NCHS National Call-Handling Standards

NCM national costing model

NCPE National Centre for Policing Excellence

NCRS National Crime Recording Standard

NIM National Intelligence Model

NHP neighbourhood policing

O

OCU operational command unit

P

PCSD Police and Crime Standards Directorate

PCSO police community support officer

PDR performance development review

PIP professionalising the investigative process

PLOD	police link officers for deaf people
PNC	Police National Computer
POCA	Proceeds of Crime Act
PPAF	policing performance assessment framework
PPU	public protection unit
PRIME	problem resolution in a multi-agency environment
PSU	police support unit

Q

QoSC	quality of service commitment
------	-------------------------------

R

RES	race equality scheme
RMS	records management system
RPU	roads policing unit

S

SIO	senior investigating officer
SLA	service level agreement
SNEN	single non-emergency number
SO	specialist operations
SSD	scientific support department

T

T&D	training and development
TCG	tasking and co-ordination group
TO	territorial operations
TPSG	training prioritisation and steering group

V

VCSI	volume crime scene investigator
ViSOR	Violent and Sex Offenders' Register