

**HM Inspectorate of Constabulary
Northern Regional Office**

**Follow up/Monitoring visit to East Riding BCU
Humberside Police (Amended)**

BCU Inspection conducted – February 2004

Follow-up visit conducted – July 2005



Re-inspection of East Riding BCU
Humberside Police





Date of Original Inspection	Re-inspection Team	BCU Commander	Date of Final Report	Date of monitoring
February 2004	Chief Superintendent Kevin Mayhew & Chief Inspector Jo Rogerson	A/Chief Superintendent Ian Furlong	February 2004	July 2005

1. Significant developments since the original inspection (e.g. boundary changes, changes to management team, increase/decrease in strength)

- A Force restructure has been undertaken since the since the original Inspection known as 'Vanguard 2'. This has seen changes to the BCU local policing team (LPT) structure through a return to three recognised pillars of policing:
 - Incident resolution;
 - neighbourhood beat management; and
 - investigation (locally known as volume crime team).
- The creation of a new Force customer service crime centre (CSCC) to record crimes, which have no further investigative elements, has seen staff redeployed from BCU advice desks. This has resulted in the creation of a single incident management room based at Beverley police station to provide advice and counter facilities.
- New police stations have been completed for Cottingham and Bridlington LPTs with ongoing work to complete new buildings for Hunsley and Hedon. Major refurbishment to improve Beverley police station completes the significant changes to the BCU estate.
- A dedicated BCU roads policing team was introduced in September 2004 to meet demands of reducing road casualties and denying criminals the use of the roads.
- Structural changes to the senior management team (SMT) include:
 - The loss of the detective superintendent post which has been removed to accommodate a new major incident team within the headquarters crime management unit;
 - the loss of one of the two detective chief inspector posts; and
 - an increase from one to two operations chief inspectors.
- Significant personnel changes within the SMT have resulted in only four of the original nine SMT members remaining in posts within the BCU. A short-term secondment being undertaken by the BCU Commander (from June 2005) has resulted in many of the police officer SMT roles being undertaken by staff in an acting capacity.

2. Performance Summary

Below is a summary of East Riding BCUs performance when compared with the MSBCU group averages and previous year's performance for the financial year 2003/04:

<p>Good – Getting Better</p> <ul style="list-style-type: none"> • Total crime per 1,000 population • % Vehicle crime detected • Violent crime per 1,000 population • % Violent crime detected 	<p>Good – Getting Worse</p> 
<p>Poor – Getting Better</p> <ul style="list-style-type: none"> • Domestic burglary per 1,000 households • % Domestic burglary detected • Robbery per 1,000 population • Vehicle crime per 1,000 population 	<p>Poor – Getting Worse</p> <ul style="list-style-type: none"> • % Total crime detected • % Robbery detected 

Crime Performance Table

The table below shows the supporting 12 months of data for East Riding BCU:

Performance Indicator	June 03 to May 04	June 04 to May 05	% Change	MSBCU Group mean for 2004/05 period	The BCUs ranked position for 2004/05 period
Recorded crime per 1,000 population	80.15	68.06	-15.10%	69.39	6
Recorded crime detection rate	24.96%	24.87%	-0.08 p.p.	28.69%	13
Domestic burglary per 1,000 households	9.96	8.44	-15.32%	6.77	11
Domestic burglary detection rate	13.18%	14.35%	1.17 p.p.	19.23%	12
Robberies per 1,000 population	0.39	0.36	-8.00%	0.27	13
Robbery crime detection rate	28.80%	24.35%	-4.45 p.p.	30.23%	10
Vehicle crimes per 1,000 population	11.21	8.63	-22.99%	7.68	12
Vehicle crime detection rate	7.91%	12.19%	4.27 p.p.	11.37%	6
Violent crimes per 1,000 population	17.33	14.22	-17.95%	14.68	7
Violent crime detection rate	53.31%	53.45%	0.14 p.p.	57.82%	12

Recorded crime per 1,000 population at just over 68 is 1.3 offences per 1,000 population below the MSBCU mean, and places it 6th in the group, an improvement from 8th at the time of the original Inspection.

In all but two of these categories performance has improved since the Inspection (robbery detection and recorded crime detection showing deterioration), and in seven of the ten categories its position in the MSBCU group has also improved.

In respect of the number of detected crimes (rather than as a percentage), the BCU has detected 700 more crimes during 2004/05 than the MSBCU mean and has administered 50% more cautions than the group average.

Clearly, there has been a significant improvement in performance although it is fully acknowledged that there is considerable work to be done in this area.

3. Inspection Recommendations

Recommendation 1	
<p><i>That the BCU EMT clarify the portfolio responsibilities of its members and communicate them to staff across the BCU. These should be aligned to reflect forthcoming changes both within the BCU and at Force level and ensure duplication of responsibility on the BCU is eradicated from the strategic and operational management of the staff.</i></p>	
Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • The roles and responsibilities of the senior management team (formerly EMT) were reviewed in March 2004 and reflect new policing structures in the BCU. • Both operational chief inspectors have been allocated line management responsibility for specific LPTs. • The new SMT portfolios were communicated to BCU staff and the wider Force through the BCU intranet site. 	<ul style="list-style-type: none"> • All SMT members interviewed had a clear understanding of their portfolio responsibilities and relevant PDR objectives appropriately reflect their roles. • LPTs value the identified single point of contact and liaison/supervision of the nominated chief inspector (SMT members). • Staff across the BCU had a clear understanding of SMT members' responsibilities.

Decision: The inspection team's assessment is that there has been significant progress and measurable impact related to this recommendation and it is considered complete.

Recommendation 2

That the BCU Commander revisits the communication strategy already published to ensure the views of staff across the BCU are reflected in it. The strategy should include a structured programme for visibility and accessibility of the EMT across the BCU on a regular basis and an identified feedback mechanism for staff.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • A BCU communication strategy was developed during 2004. It details internal and external communication strategies. • Internal communication strategies include: <ol style="list-style-type: none"> 1) Divisional Commander's Forums; 2) LPT visits by SMT members; 3) Divisional Informations; 4) Encouraged e-mail from staff to SMT; 5) Intranet; and 6) e-mail. 	<p>Staff were unaware of the existence or content of the BCU communication strategy. Regarding each element of the strategy:</p> <ol style="list-style-type: none"> 1) Nine have been held over the eighteen month period since the inspection. Main sites of Beverley, Hornsea, Pocklington, Withernsea, Hedon, Howden and Driffield were not subject to such initiative. Few staff interviewed had attended such an event. Of those staff that had attended, few valued it and were unaware of its purpose. In addition they did not feel that it facilitated feedback by staff. 2) Staff within LPTs reported limited contact with SMT members other than for specific operations. No evidence of a SMT structured programme of visits was provided. 3) Divisional Informations (newsletters) are routinely formulated and circulated via the intranet. Those staff interviewed were aware of these and found them beneficial. 4) Few staff were aware of the ability to directly e-mail SMT members and there was limited evidence of its use. During 2004/05 there were less than ten contacts to SMT using this method and mainly within the first few months of being established. 5) The BCU intranet site was up to date and contained relevant aspects of divisional business. Staff interviewed accessed the site when time permitted and found it informative.

Recommendation 2 (continued)

That the BCU Commander revisits the communication strategy already published to ensure the views of staff across the BCU are reflected in it. The strategy should include a structured programme for visibility and accessibility of the EMT across the BCU on a regular basis and an identified feedback mechanism for staff.

Action taken by BCU	Measurable Impact
	<p>6) All staff interviewed identified there was an overwhelming propensity towards communication via e-mail on the BCU that was hindering operational delivery. There was no evidence of SMT monitoring or vetting e-mails' impact was apparent as identified in the communication strategy.</p> <ul style="list-style-type: none">• Whilst it is recognised by the revisit team that a communication strategy has been developed since the original Inspection, there was limited evidence that staff were aware of it or that this key strategy was incorporated into BCU philosophy. Staff remained frustrated with what they felt were high volume e-mails, limited opportunity for feedback to the SMT or inclusion in developing BCU policies.

Decision: Whilst a communications strategy has been developed within the BCU, with the exception of the intranet site, there is little evidence of its implementation and consequently its impact has been marginal. During interview there was little reference by SMT members to those elements of the communications strategy other than the intranet and the (very limited) BCU Commander forums. This recommendation is not considered complete and will be subject to a future reinspection.

Recommendation 3

That an audit of incidents involving the marked vehicle fleet on East Riding be conducted as a matter of urgency and its results taken up with both the Force health and safety officer and the chief officer team for further consideration.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none">• An audit was completed of the BCU's marked vehicle fleet by LPT commanders with the results being reported to the BCU SMT and Force fleet manager.• Arrangements are now in place in the BCU for minor faults on vehicles to be repaired locally by mobile mechanic.	<ul style="list-style-type: none">• An audit has been completed and representations made through the fleet manager where appropriate.• The BCU has an ageing vehicle fleet (some being ten years old) and therefore many faults are due to the age of the vehicle rather than the type of vehicle purchased.• Staff identified the new local maintenance arrangement as beneficial as it maximises vehicles' operational use – they were supportive of the arrangement.

Decision: The inspection team acknowledges the choice of vehicle purchased and replacement programme remains a Force decision. Many of the frustrations communicated by the BCU staff were in relation to the numerous and regular mechanical faults of the vehicles, mainly due to their age and deteriorating condition. Staff welcome the commitment provided by the new Chief Constable to review the vehicle fleet. Whilst the inspection team shared staff concerns about the fleet, the BCU has done all it can to address the situation and the recommendation of the original Inspection is considered complete.

Recommendation 4

That the BCU undertakes a formal skills and knowledge audit to ascertain more precisely the requirements of the new BCU policing model. Once complete, this audit should form the basis of a training and development plan for the next twelve months.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • A skills audit of staffs' individual personal skills was completed within the BCU in 2004 in preparation for the implementation of the Force duty management system (DMS). • An officer on recuperative duties was appointed to undertake locally delivered BCU training which included: <ul style="list-style-type: none"> • National Intelligence Model (NIM); • protective marking training; • Disability Discrimination Act (DDA); and • domestic violence. 	<ul style="list-style-type: none"> • DMS implementation is still awaited and as a result the BCU individual personal skills audit is now out of date. There have been no 'training needs analysis', skills profile requirement or training and development plan against BCU objectives undertaken for the BCU. • Staff interviewed were aware of the locally delivered training and had been recipients of many of the programmes listed. All had received NIM training. • There is no formal process for the prioritisation of training within the BCU. As a consequence, there are no mechanisms to rank and resource the various levels of training development including: <ul style="list-style-type: none"> • Mandatory/legislatively required training; • role specific training; • training necessary to deliver BCU objectives; and • training/development requested through the PDR process. • Individual training requests remained a great cause of frustration to the majority of those interviewed. The lack of credible processes for determining formal training, and no communication of whether a training request was to be progressed being cited as problems. Many were told they were 'on a list', but there was no indication of how long they would have to wait and examples were given of waiting for several years and of people 'giving up'. There was one example of a member of staff waiting some considerable time for job specific training, to eventually receive that training only to be moved to another post several months later due to tenure.

Decision: The inspection team does not consider this recommendation to have been addressed. It will be subject to a future reinspection.

Recommendation 5

That the BCU reviews its local implementation of the PDR process, with 'SMARTS' objectives linked to Force and BCU priorities. An auditing process should be built into the model to engender a culture of continuous improvement.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • Following the Inspection report, monitoring of PDR quality was initially undertaken by the chief inspector P&S with emphasis on objectives being SMART and linked to BCU objectives. This process is now on hold awaiting the implementation of a new Force PDR process anticipated for April 2006. • Chief inspector P&S has issued further instructions for all 2004/05 PDRs to be reviewed rather than new full PDRs to be completed ahead of a new system. Dip sampling identified as a method of ensuring compliance. 	<ul style="list-style-type: none"> • The BCU review of the local implementation of the PDR process was restricted to the monitoring process described. Staff were aware of the revision to the Force PDR process, although not aware of the revised timescales for implementation. • Staff did not see value in having a PDR and many reported not having current objectives or receiving a review as instructed. Dip sampling process had not been implemented at the time of the reinspection. • Staff interviewed were extremely negative regarding the PDR process, with an overwhelming number not having received a review for 2005/06 or any update on training and development requests and plans. Whilst the inspection team acknowledge the Force intention to revise the PDR process, without a local implementation plan demonstrating commitment to the benefits of PDR, it is highly likely any new process will also remain undervalued and unsupported by staff.

Decision: The initial recommendation was for local implementation of the corporate PDR system. Although that system will change, a 'performance and development' culture was not apparent to the inspection team. This must be addressed for the new system to have a chance of success and the recommendation is incomplete. It will be subject to future reinspection.

Recommendation 6

That a performance regime is introduced at East Riding which makes accountability for performance delivery across a range of indicators both transparent and auditable. This regime should link into PDRs for individual objective setting and service delivery. All operational staff should have the opportunity to contribute to the process.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • A new performance management process was implemented in April 2004. This process takes the form of a monthly challenge meeting which mirrors the style and format of the BCU challenge meetings conducted at Force level. • Targets for priority crimes and other performance indicators have been created for all LPTs. 	<ul style="list-style-type: none"> • Performance focus was apparent with all staff interviewed, including awareness of the BCU monthly challenge processes. Staff also reflected the tactical tasking and daily management meeting adds to the BCU accountability for performance. • LPT inspectors were performance focused and were supportive of the challenge processes within the BCU. • Performance within the BCU has improved in all but one measured area using IQUANTA data.

Decision: The inspection team's assessment is that there has been significant progress and measurable impact related to this recommendation and it is considered complete.

Recommendation 7

Her Majesty's Inspector of Constabulary recommends the BCU Commander and his senior team develop a comprehensive patrol strategy through the formal consultation process on the BCU.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • A patrol strategy has been developed which incorporates the new BCU policing delivery structure. 	<ul style="list-style-type: none"> • The strategy incorporates patrol deployment based around NIM structures and processes on the BCU. Staff were aware of deployment protocols and staff distribution. • Tensions were apparent between workloads of various LPTs, with limitations on the amount of taskable resources. It was unclear how such resource tensions were routinely monitored and resolved by supervisors as outlined in the patrol strategy.

Decision: The inspection team's assessment is that there has been significant progress and measurable impact related to this recommendation. The SMT should satisfy itself that the resource tensions identified are fully evaluated and appropriate action undertaken (in particular, engagement of supervisors in resource decisions on LPTs) however, the original recommendation is considered complete.

Recommendation 8

That an urgent review is conducted of staffing levels and operating procedures within the FPU. This should include an examination of how records collated by the unit can be linked more effectively into the intelligence systems in use in the BCU. Clear lines of accountability for performance must be devised, along with properly managed risk assessments for all staff in the unit. Consideration should also be given to relocating the unit to more suitable premises as part of the estates strategy for the BCU.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • Staffing levels within the FPU have been reviewed. • Intelligence sharing has been enhanced through the networking of the child protection database. In addition, FPU staff input their intelligence reports ('839's') into the general intelligence system. • The BCU has reviewed accommodation for the FPU and created additional office space through the conversion of an existing external building. 	<ul style="list-style-type: none"> • Two additional posts have been created within the FPU (one sergeant with primary responsibility for risk management officers and one risk management officer). A business case has been submitted to Force level to increase the level of administrative support to the FPU. • Following the review and subsequent increase in staffing levels, those interviewed reported positively on the value placed upon the unit by the SMT. • Workloads were considered to be more appropriate with an ability to achieve a quality response. • Intelligence sharing has been enhanced both within the BCU and Force-wide as a result of the networking. • Supervisors have implemented a monitoring process for intelligence submissions by FPU staff which supports NIM compliance and has enhanced staff awareness of the importance of intelligence through monthly supervisors' meetings. • Increased office space and meeting room facilities have created a more professional and appropriate environment for FPU staff. • Increased computer hardware and telephony have assisted in creating efficiencies for staff carrying out their work.

Decision: The inspection team's assessment is that there has been significant progress and measurable impact related to this recommendation and it is considered complete.

Recommendation 9

That an implementation plan is developed for NIM which includes all relevant staff. Each key role and process within the NIM should be clearly defined and the control strategy for the BCU should be utilised to both drive the activities of operational personnel and identify trends in cross-border crime and criminality.

Action taken by BCU	Measurable Impact
<ul style="list-style-type: none"> • Training of all BCU personnel with regards to NIM and its operation within the BCU. • Tactical tasking and co-ordination group meetings have been reorganised to reflect BCU structural changes and incorporate greater accountability mechanisms. • Staffing levels have been increased within the divisional intelligence bureau to reflect the changed emphasis and additional work. • Divisional source unit has been created. 	<ul style="list-style-type: none"> • Staff are aware of NIM principles, control strategy priority areas and are supportive of them • There is evidence that such meetings are driving BCU NIM activity, directed towards control strategy priorities. • Intelligence functions are operating effectively, with staff indicating there are appropriate levels to efficiently service the BCU intelligence requirements. Some frustration was expressed at the ability to effectively service LPT level 'hot intelligence issues' due to limited taskable resources and this requires monitoring. • BCU intelligence capacity has been expanded with greater flexibility for control of relevant intelligence within the control strategy arena.

Decision: The inspection team's assessment is that there has been significant progress and measurable impact related to this recommendation and it is considered complete.

4. Monitoring Assessment and Follow-up action

Have all recommendations been accepted and acted upon?	6/9 have 3/9 to be revisited
Has the remedial action/implementation plan led to demonstrable improvement?	Yes
Has performance in relation to national/local targets improved? If not, are the reasons for deterioration understood (e.g. transition to NCRS) and being addressed?	Yes
Have any problems arisen since the inspections that are likely to affect performance and merit further scrutiny by HMIC?	No
Other than notification of monitoring outcome to regional office (lead staff officer), is any further action required by HMIC Inspection team – e.g. contact with PSU?	Reinspection in approximately 6 months

5. Conclusions

The inspection team considers six of the nine recommendations made following the BCU Inspection in February 2004 to have been addressed. Performance is improving in respect of a number of Force and BCU priorities.

Those recommendations that are not considered satisfactory by the inspection team are predominantly in the HR and communications areas. Those BCUs that have identified 'good practice' in these areas invariably have HR and media/marketing professionals in post. East Riding BCU does not enjoy such professional support and future consideration of such capability (resource permitting) would prove beneficial. Currently a uniformed chief inspector performs the HR/training function and this post would be better utilised in an operational capacity particularly as both a detective superintendent post and a detective chief inspector post have been reassigned (one outside the BCU) placing considerable work pressures on the remaining DCI.

The BCU will be subject of a revisit to examine the three outstanding recommendations in approximately six months.

Kevin Mayhew/Jo Rogerson