

Cheshire Constabulary
&
Cheshire Police Authority

Confidence Strategy

DOCUMENT HISTORY

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Purpose of this document

1. This document is intended to seek approval from Chief Officer Group for a strategy and methodology to improve public confidence in Cheshire Constabulary.

Aims of the Strategy

2. To maximise the ability of the Cheshire Constabulary and Police Authority to:
 - a) facilitate sustained improvements in public confidence in policing in Cheshire in line with our Objectives, Values and Policing Principles;
 - b) achieve the single national police confidence target;
 - c) achieve other confidence-related targets whether internal or in conjunction with partners;

Introduction

Strategic Context¹

3. The government's public sector reform programme is aimed at increasing the ability of citizens to influence the provision of public services, as well as reducing the 'perception gap', whereby the public believe that many aspects of life (including levels of crime) have worsened, often in spite of statistical evidence to the contrary.
4. In policing, the Home Office Casey and Flanagan reviews and the ACPO Citizen Focus Business Area amongst others have looked at how the public's trust in, and ability to influence, policing and criminal justice can be increased. In the wider partnership context, the Department of Communities and Local Government has sought to force all public agencies to work more closely together through Local Strategic Partnerships, empowering local people and improving the delivery of services.
5. From April 2009, these strands have become inextricably linked:
 - The Home Office introduced a single national target for policing, which concentrates not on a general sense of confidence, but specifically on how public priorities are met, and which includes the local council as well as the police. (*How well do the police and local council deal with the antisocial behaviour and crime issues that matter in this area?*²). By 2012 the Constabulary must improve by 15% (with an interim milestone of 10% by 2011) against its current baseline of 43.5%.
 - A new joint inspection regime (the Comprehensive Area Assessment) has been introduced to assess how the partners in each local authority area deliver improved outcomes for their communities through the Local Strategic Partnership. The results of the assessments will be widely publicised and are themselves likely to influence public confidence.

¹ For a more detailed discussion of the strategic context, please see the previous paper *COG Initial Confidence Strategy* (3rd February 2009).

² British Crime Survey Statutory Performance Indicator 2.2

- Other initiatives such as the Policing Pledge are also explicitly aimed at improving public confidence and Her Majesty's Inspectorate of Constabulary (HMIC) have made it clear that they will rigorously monitor compliance: failure will be widely publicised and is likely to influence confidence levels.
 - The National Policing Improvement Agency has introduced Hallmarks of Citizen Focus aimed at assisting forces to make the improvements necessary to promote confidence. It is expected that HMIC will use the Hallmarks as a standard against which to inform their Rounded Assessment of performance.
6. The Constabulary and Authority have welcomed many aspects of these developments, which accord well with our existing policing philosophy. Increasing public confidence has been set at the heart of our policing strategy, as these extracts from Policing Cheshire 2009-2014 show:

Our Core Role:

- We come to work to make people safe and feel safe

Our Direction – What we want to achieve:

- We understand and meet the expectations of the public of Cheshire
- We have earned the trust and confidence of our public and each other
- We work with the public and our partners to reduce those crimes and acts of anti-social behaviour which the public are concerned about

Our Values:

- What we do and how we do it matters because it inspires confidence in the community
- We are most effective when working with local people to tackle the things we all care about.

7. Accordingly, the Cheshire Policing Plan sets **increasing public confidence in policing** as the main priority for the Constabulary. The other five priorities (**respond effectively to the public when in need, work in partnership to create strong and vibrant communities, prevent and investigate crime and disorder, protect vulnerable people, and protect the public from serious organised crime and terrorism**) support the first objective by focusing on elements of policing that have the most ability to make the public be safe and feel safe and hence also promote the development of confidence.
8. The Chief Constable has set out forty **principles** explaining how we police to deliver the objectives and to achieve the best possible police service for the people of Cheshire. As such all the principles are enablers to improving public confidence: however thirteen have been identified as having a direct impact. These are listed at Appendix One and are referred to where appropriate in this document.

9. The Constabulary is committed to improving public confidence in policing in Cheshire, yet it recognises that to do so will require the involvement of all members of staff and the review of many existing processes and relationships, with partners and with the public. This development work must be coordinated with the areas of excellent practice that exist already in BCUs and Headquarters. The Confidence Strategy has been developed to provide the high degree of coordination required.

How the Strategy was developed

10. An assessment against the Hallmarks was completed to assess the Constabulary's current perceived position, using a red, amber, green (RAG) rating for development. Performance Improvement and key process owners (the 'confidence leads') from Corporate Communications, Communities Unit, Organisational Development, Performance Improvement Services and the Authority carried out the initial assessment, which was then circulated to selected business representatives for comment. This assessment, which will act as a baseline throughout the project, was supplemented by a review of confidence performance data to establish key areas of focus.
11. Based on the combined data from these exercises, on the available national research and matched against initial benefit planning completed by the Public Safety programme, the leads identified key drivers, a methodology for delivering confidence, and a series of workstreams to produce the necessary improvements. The workstreams have been aligned to deliver improvements against significant milestones on the way to the overall national confidence target in April 2012: short-term and medium-term (by the end of October 2009 – allowing 18 months before the interim 2011 target); and long-term for deliverables which will take until April 2010 and beyond.
12. A significant amount of work in the development of confidence has been undertaken by both the programme and BCUs and departments within the last couple of years, with a focus on the delivery of neighbourhood policing, partnership working, improving satisfaction and promoting discretion and community focused justice. These have been taken into account in the development of the Strategy: for example, certain projects (such as Community Intelligence) have been re-scoped to ensure that the programme remains properly coordinated.

Design parameters / assumptions

13. The strategy has been developed under the following design parameters and assumptions:
 - a) **Improving public confidence is the responsibility of all individuals in the Constabulary and Authority.** Staff will be provided with 'toolkits' (i.e. information, techniques, processes, equipment, training, etc) to assist them to do so, but the ultimate responsibility lies with individuals to deliver services that foster improved confidence.
 - b) **The toolkits will be provided in a form that is as simple to use as possible.** For example, while this document inevitably has to be complex to discuss the full range of issues relating to confidence, the language used in messages for members of staff and the public will be simple and directly related to their responsibilities and/or needs.

- c) Too many external factors influence public confidence for any one action or set of actions to guarantee an improvement: **the confidence strategy therefore seeks to concentrate on activities and environmental factors that are known to maximise the opportunity for public confidence to increase and for reducing the impact when negative factors arise that are either out of police control or relate to single issue, high profile incidents;**
- d) **The strategy must improve public perceptions, but it is not about 'spin':** we need to communicate our achievements better, but that has to be based on the continued delivery of high quality, effective, policing services;
- e) **The strategy must deliver a coordinated mixture of short, medium and long term activities** if it is to provide improvements that are both immediate and sustained;
- f) The strategy will not seek to impose confidence but to draw on the innovation and good practice of others: **the public, staff and partners will have a meaningful role in developing and delivering the strategy.**
- g) **Any changes to current processes and structures must recognise the current constrained financial climate.**

The Cheshire Confidence Strategy

Drivers of Confidence

- 14. Previous papers to COG have outlined the available research on public confidence in the police. Although this is a relatively new field, and although it is acknowledged that the confidence of individuals and communities will be affected by a complex variety of factors, some of which are entirely out of the control of the police or partners, nonetheless it is possible to identify common factors that tend to improve confidence. The strategy will concentrate on five such factors, which research has shown to be key drivers of public confidence, and which are closely linked to the government's reform programme. The five drivers are:
 - a) **Visibility and 'Justice Seen, Justice Done'**
 - b) **Antisocial behaviour and crime issues that matter to the public;**
 - c) **Advocacy** (both external and internal);
 - d) **Improving the 'feedback loop'**; and
 - e) **Satisfaction** with the treatment and services an individual receives.
- 15. It should be noted that the above factors apply both to people who have had a direct service from us in the past and to those who have not dealt with us but who have a perception about the levels of service they would receive if they needed to.

Visibility and 'Justice Seen, Justice Done'

- 16. The Casey Report and other research identifies that the public are reassured when the police are visibly present in the community. However, this is more nuanced than the traditional call for 'more officers on the beat': the officers

(whether police or PCSOs) should be seen to be engaged on activity in line with public expectations, and while foot patrol may be more highly valued generally, this has to be balanced against the loss of confidence that can result from a slow response to a specific emergency. There is also the need to make the achievements of the non-patrol aspects of policing more visible to the public. In essence, this is about the visible responsiveness of the police to public concerns.

17. Another aspect of visibility is the need for the public to feel that others are not 'getting away with it': the police are expected to enforce the law. This extends not just to serious crime or antisocial behaviour, but also to minor traffic offences. For example, people do not like to see police officers ignore bad driving or the use of mobile phones by drivers. Police enforcement is a visible manifestation of social values and the public expects us to take the lead on setting the boundaries of acceptable behaviour in the community.
18. Government initiatives such as the Policing Pledge and the wearing of reflective jackets by offenders on Community Payback schemes reflect the importance of visibility and are emphasised in the current national 'Justice Seen, Justice Done' communication campaign. *Principles 3, 5, 6, 7, 8 and 10 relate directly to this driver*³.

The reduction of antisocial behaviour and crime issues that matter to the public, both in reality and in their perceptions

19. Surveys consistently place antisocial behaviour and minor crime (such as criminal damage) at the top of public priorities, a fact that is reflected in the choice of the single national performance target, which does not just measure overall confidence in the police, but our ability with the local council to deal with 'the antisocial behaviour and crime issues that matter in this area'.
20. A robust response to antisocial behaviour and the crime that matters to the public is therefore essential to improving confidence. However, it is also important to continue with a balanced approach to crime reduction: a failure to deal with more serious crime (for example, a significant increase in burglaries in a particular location) is likely to result in reduced confidence. Equally, the public may feel more confident that we will deal robustly with antisocial behaviour and report more to us: an increase in reported incidents can therefore be a sign of success, not failure. *Principles 1, 3, and 5 relate directly to this driver.*

Advocacy

21. There is evidence that the public do not understand how the criminal justice system works: failure (or success) is often attributed to the police when in reality another agency was responsible. The result is that staff who criticise the Crown Prosecution Service or courts risk reducing confidence in the police, yet one study found that only 10% of police officers are good advocates of the criminal justice system. Similar considerations apply with regard to councils, heightened by the fact that the single national performance target specifically relates to both the police and local authorities. Additionally, confidence can be affected if staff criticise other departments within the police: this problem is

³ The text of the thirteen confidence related principles is at Appendix One: Control-click on a number to jump to the relevant principle.

exacerbated if people do not understand how teams work together to meet Constabulary objectives.

22. An essential strand of the strategy will therefore be to give staff sufficient knowledge of the achievements of the Authority and the work of other agencies and departments and for them to be motivated to use that information in a way that promotes confidence, or at least does not undermine it, without feeling that they are being asked to lie or 'spin'. They can then become effective 'internal advocates' for the Constabulary and partners. There is also an additional benefit that better knowledge also allows staff to support the work of other departments and agencies more effectively. *Principle 40⁴ relates directly to this driver.*
23. There is a second form of advocacy, which relates to the way in which stakeholders talk about the Constabulary. For example, many of those with whom we work – for example, councillors, members of key individual networks (KIN) and Watch schemes, Community Voluntary Sector workers etc – are influential people in their communities whose views are respected. It is important that such 'external advocates' have sufficient accurate information about policing and the criminal justice system to act as positive advocates for us with their communities, friends and neighbours: word of mouth endorsements are more powerful influences on perceptions than media reports.

Improving the 'feedback loop'

24. Research shows that confidence can be significantly lower if the police do not explain the actions they have taken to deal with issues that the public have raised. One MORI study showed an increase of 24% in confidence when information was provided about actions taken on antisocial behaviour. Partnerships (such as South Tyneside) that have adopted a 'You Said, We Did' approach and invested heavily in communications have achieved significant increases in confidence. There is no doubt that appropriate feedback to individuals and communities – and crucially, agreeing with them that problems have been solved before moving on – is a key driver of confidence.
25. However, to be effective this feedback needs to be based on a thorough understanding of how communities are made up so that the most effective targeted communication methods and messages can be chosen. The Constabulary is currently poorly equipped to carry out such detailed market analysis based communication, compared to leading forces, both in terms of staff and technical resources (e.g. the web site), which means that this driver offers significant opportunities to improve confidence.
26. Feedback should not just be given to communities, however: it is important that our performance management and appraisal processes include the thorough evaluation of activities and behaviour, so that we can continue to improve our services. *Principles 4 and 9 relate directly to this driver.*

⁴ Principle 40: '[...] We will all take responsibility together for resolving issues and we will not accept divisive criticism of individuals, departments or partners'.

Satisfaction

27. Confidence is a wider concept than satisfaction, which only relates to the opinion an individual has of the service he or she has received. A person may be highly satisfied with that service, but their confidence may rise little or not at all, depending partly at least on their prior expectations. Service User Satisfaction cannot therefore on its own be the answer to increasing confidence. However, research shows that a single bad experience is sufficient to reduce the confidence of the service user significantly, and that experience is often recounted to friends and family, whose own confidence can be affected. Furthermore, research suggests that it takes around 13 good experiences to regain the level of confidence lost by a single bad experience. It is clear therefore that whilst the Constabulary has improved its satisfaction performance considerably over the last two years, the emphasis on improving customer satisfaction must be maintained and indeed increased. More attention needs to be given to learning from organisational complaints and to the establishment of consistent methods of service response when there are problems. *Principles 2, 4, 5, 9 and 11 relate directly to this driver.*

Methodology

Confidence Cycle

28. After analysing the available research, the work of other forces and the Hallmarks of Citizen Focus, the Constabulary has developed a '**confidence cycle**' approach both to assist in the initial identification of work packages to improve these drivers and also for use by staff as part of the confidence problem-solving tools that will be developed. The cycle consists of four main phases:
- a) **Understand** what communities and individuals want and need; how communities are made up and the best method of engaging with them; what powers, tools, resources are available; what partners can provide.
 - b) **Design** services or solutions to problems that are capable of meeting the priorities and needs identified and of increasing confidence, using the information gathered in a);
 - c) **Deliver** those solutions effectively and visibly and in a way that best promotes confidence and satisfaction; and
 - d) **Evaluate and Feedback** the results to victims, witnesses, callers, the public and other stakeholders in a way that is most appropriate to them; agree with victims and callers that their problems have been resolved. Ensure that any lessons learnt are fed back into the confidence cycle to improve future understanding.
29. Figure 1 below illustrates the confidence cycle.

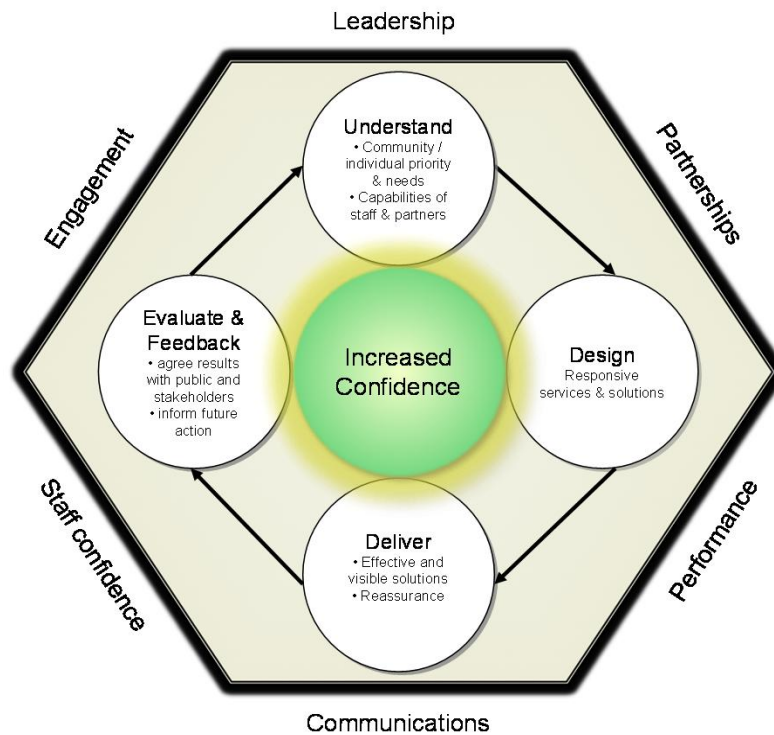


Figure 1 Cheshire Confidence Cycle

30. The labels outside the hexagon illustrate six key themes that are necessary throughout each of the stages, although some will clearly be more relevant at certain points in the cycle:
- Leadership.** From the choice of the Constabulary and Authority objectives, through our Policing Principles to the language and actions of individual leaders, supervisors and managers at all levels, it is essential that the importance of confidence is recognised, understood, and promoted.
 - Marketing and Communication.** At every stage, the ability to understand the relevant audience (internal or external) and to communicate with them effectively is vital, in order to inform, persuade, and influence target groups in a coordinated manner.
 - Engagement:** building the capacity of communities to enable them not only to communicate better their priorities and needs, but also to assist in the more effective design and delivery of solutions.
 - Partnership:** government explicitly expects⁵ improved confidence to be delivered in partnership with other public sector agencies and the community voluntary sector and business sectors, whilst principle 13 states: 'policing will be undertaken in partnership recognising that community safety and crime reduction can only be achieved with everyone accepting responsibility'.
 - Internal staff confidence.** The attitude, motivation and training of staff have to be right if confidence is to be improved: if staff do not have confidence in the organisation, in partners, or in their own abilities, how can they instil confidence in the public?

⁵ Not just through the single confidence measure but also through Local Area Agreements and the Comprehensive Area Assessment inspections.

- f) **Performance management.** At all stages of the cycle, staff, partners and public need regular, up to date, accurate information, particularly on the effectiveness of action that has been taken, in order both to hold staff to account and to inform future action.
31. Taken as a whole, the confidence cycle provides the 'levers' that managers and staff can use to maximise the effect on the drivers of confidence.

Blueprint for Confidence

32. The cycle and the key themes together provide a framework to identify the individual work packages that need to be completed to improve our capability in the five key drivers of confidence. The following sections describe how the strategy should operate, although the exact detail of some items will depend upon further research and business decisions⁶. NB: some of the work below is already partly in place or is part of the development programme.

Understand

33. *Community Profiles* need to be developed early, and agreed with partners. Using marketing analysis, 'People' data such as age, ethnicity, and gender overlaid with public perception data can be used to understand how those within a given community prefer to be engaged and communicated with, and what their expectations of service are. 'Place' data that gives time and location for hot spots of antisocial behaviour and minor crime, and/or the places to maximise visibility, can be used to understand how the different environments in which otherwise similar communities live affects how they should be policed. This will require additional capability and the development and better use of a more extensive 'engagement toolkit' with the aim of building social capital (reflecting Force Objective 3: 'working in partnership to create strong and vibrant communities'). The toolkit will improve existing elements such as key individual networks and community action meetings, but will develop other methods such as street briefings and will be closely coordinated with partners' engagement activity, particularly through the developing Area/Neighbourhood working arrangements (principles 12 and 13). Negotiations will continue with the new Cheshire West & Chester and Cheshire East councils to align NPUs to Area Boards (*LGR Boundary project*).
34. The profiles will inform the development of an improved *Survey Suite* that is fully coordinated with partners' surveys, as well as *Joint Strategic Assessments* and *Community Intelligence* processes. Together these will provide medium-term (i.e. monthly and longer) information about the priorities and needs of communities and individuals. This medium-term information needs to be assessed alongside that derived from requests for service and up to date crime and antisocial behaviour incidents so that an accurate current picture of community and individual priorities and needs is always available.
35. The profiles will also inform the development of *Tailored Communication Plans* for each community or segment of community identified, and support meaningful local dialogue through which the public can clearly understand the services that are both available and achievable (*Setting Expectations*). Improved communication channels will be necessary, such as E-

⁶ Major deliverables or work packages are highlighted in *italic* text. Relevance to the main drivers is signaled in **blue text**.

Communication (in particular a significantly improved website) and a *Virtual News Centre*. The latter will provide fast, accurate, and targeted information to the media and the public on key policing business as well giving the public direct access to news of police work, to improve public confidence, and assist the detection and reduction of crime. Improved communications methods will allow an increased ability for the public to tell us what they need as well as explaining to them why we are seeking that information and what use we will make of it. This is an important factor in a force objective that is shared by many other partners: whether people feel that they can influence the public sector in their area (National Indicator 4).

36. Information to aid understanding should also be available from other sources: for example through an improved *Environmental Scanning* capability. Staff should also feel empowered to request research into areas that will assist them to deliver confidence.
37. In partnerships, a *Comprehensive Area Assessment strategy* needs to be developed, allowing the Constabulary and Authority to support the BCUs in the Area Assessment process through fostering more effective partnerships. Staff in both BCUs and HQ units need to understand the priorities and capabilities of both partners and partnerships as well as the requirements that partnerships place on them. This information should be collated in an easy to use *Partnership Register* that will also allow the Constabulary and Authority to monitor and control the performance and risks of partnerships.

Design

38. The work packages above will allow managers and staff to make decisions based on accurate, comprehensive and up to date information on the priorities and needs of communities and individuals, within the context of national, force wide and local objectives. In developing our understanding of communities, there is a risk of 'information overload': it is important that staff, partners and public are consulted in the design and content, so they can find, understand, and use the information they need easily. For example, staff should have access to a single site on the intranet (*Confidence Information Portal*), which will point them to all the information they need to understand their communities and the tools they can use to improve confidence. Similar sites could also be developed to share information with relevant partners (e.g. CDRPs or partnership Area Boards).
39. To design the most effective services or solutions, staff should also have easy access to marketing analysis and understand the most effective problem solving tools, without having to carry out extensive additional research. *Confidence Toolkits* relevant to each unit will therefore be developed, giving simple explanations of the steps that they can take to improve confidence that are relevant to them. The Organisational Learning ('best practice') database will also be developed further.
40. Knowledge, equipment and techniques are of little use if staff are not trained how to use them and motivated to do so. There are significant packages of work necessary in this area, including the development of a *Problem Solving Ethos* and the review of current *Job Design* and *Recruiting and Selection* processes. Staff surveys show that individuals are often unsure whether they will be supported if they take decisions and a better level of understanding of *Discretion* is needed.

41. As internet use grows, citizens increasingly expect to be able to obtain public services online: it is necessary therefore to review the scope for *E-Communication transactions* such as online crime reporting, victim case updating and other such services.

Deliver

42. Once designed, the service or solution must be delivered effectively (*Performance Management*) and in a way that demonstrates excellent quality of service (improving **satisfaction**). As far as possible, the reasons why staff are taking action (particularly where it meshes with local priorities) should be made known to the caller or victim and the wider public and it should be clear that it is the police undertaking the action, either directly or in conjunction with partners (improving **visibility & 'Justice Seen, Justice Done'**).
43. Staff will give a balanced message to members of the public (whether on or off duty) that reinforces confidence (internal **advocacy**) – but it is essential that they feel that they are telling the truth when doing so, so they also need to understand the services and performance of both partners and the *Community Voluntary Sector*, and other units in the Constabulary.
44. As well as dealing with problems or calls for service to which they have been assigned, all staff must deal effectively with problems that they come across, irrespective of their duties, and be trained to do so in the most appropriate way. The actions they can take will differ depending on circumstances and their role, but no member of staff should feel able to ignore breaches of the law or the opportunity to assist a member of the public (**visibility and 'Justice Seen, Justice Done'**). However, opportunities are also lost when staff ignore or do not report information which colleagues and partners could use to improve services and/or confidence: e.g. the presence of graffiti or minor crime (**reducing antisocial behaviour and minor crime**).

Evaluation and Feedback

45. There is evidence that the Constabulary and Authority have not been effective at explaining the actions staff have taken to meet community and individual priorities and needs, or indeed internally. Staff should understand what callers, victims, the general public and other key stakeholders require as feedback and know and use the best methods of doing so (*Tailored Communication Plans*). Staff should ensure that victims and callers agree that their problem has been solved before moving on (**improving the 'feedback loop'**). Communication also needs to target those stakeholders who can influence local opinion (external **advocacy**).
46. The Constabulary must also seek out and understand feedback from the public and internally and ensure that it is used to drive continual improvement of services. The *Performance management* system should provide sufficient easily accessible and regular relevant information to evaluate the success of the tactics and initiatives used and enable appropriate feedback both to individual staff and their supervisors, and back into the 'Understand' phase of the confidence cycle to inform future decisions. The *Appraisal* and regular supervision process must facilitate the improvement of confidence, and good performance in this should receive appropriate *Reward and Recognition*.

Other

47. A comprehensive confidence strategy also needs to take into account more general factors or processes: for example, the design and location of our accommodation (location and opening times of police stations, co-location with partners - *Accessibility & Co-location*) or the mix of our fleet (plain vs. liveried vehicles) impacts upon **visibility**. In addition, key processes such as *Deployment, Crime & Task allocation*, and *Staffing to Demand allocation* have such an impact on **visibility**, and **antisocial behaviour & crime** that they need to be reviewed as a whole.
48. The Constabulary already performs well in terms of **satisfaction**, but as a bad experience of service has a significant detrimental effect on an individual's confidence, which they then communicate to several others, the project will continue to emphasise the need for high quality of service, and will review processes as appropriate in that light. This work will include extending previous research on *Citizen Journey maps*.
49. The police service as a whole has a powerful image, so the Constabulary's *Corporate Brand* will be reviewed to determine how it can best be used in a coordinated manner to instil confidence. The importance of partnerships to confidence requires a common understanding on *Corporacy* to ensure that BCUs are given sufficient flexibility to respond appropriately to local needs, whilst still operating within common corporate standards.
50. It is also recognised that 'back-office' staff have a significant role to play in improving confidence: in the services they provide to front-line staff; and as citizens themselves in the information they can both provide about community priorities and concerns, and also pass on to their family and neighbours (internal **advocacy**). The Transforming Business Services project is important in this regard: if it results in services that significantly reduce the ability of front-line staff to do their job, or if it results in significant decreases in back-office staff morale, it is likely that public confidence will suffer. On the other hand, the programme offers an unrivalled opportunity to review processes from the perspective of both frontline staff and the public. The two development teams will therefore work closely together to increase the opportunities and reduce the risks.

Delivering the Strategy

Timescales

51. Some of the work packages outlined above will require significant investment in time and resources – particularly those involving staff confidence or new technology. However, it is important that the Constabulary takes whatever action it can take now to improve confidence, whilst ensuring that this does not obstruct future improvements.
52. Subject to the agreement of COG, **Phase II** will begin immediately with a view to developing short- and medium-term actions that can be implemented by the end of October 2009, giving 18 months to influence confidence before the first major national target milestone in April 2011. The second main aim of this phase will be to develop business cases for those improvements that are likely to be expensive or require significant change: for example, proposals for co-location with partners, or for major technical investment.

53. **Phase III** (October – April 2010 and potentially beyond) will:
- Evaluate and monitor the effect of changes already made, embedding them within day to day practice;
 - Implement longer-term changes and those for which approval was given in Phase III.
54. Each phase will build upon those preceding it and upon existing excellent practice – such as in neighbourhood policing and customer satisfaction. For example, managers currently have some information on which to deploy patrols to improve visibility, based on performance information and local knowledge and they should begin to do so explicitly. However, by October 2009, the development of more detailed community profiles, joint surveys and improved engagement methods will give them more reliable and dynamic information on which to base their decisions, and give them better communication methods for feeding back results to the public.
55. Table 1 provides examples of activities that have been planned in each of the Phases against the five drivers of confidence. This list is far from exhaustive, although it does illustrate the extent and range of the improvements that must be undertaken.

Table 1 Examples of actions / deliverables against the drivers of confidence

Driver	Phase II	Phase III
Advocacy (External)	<ul style="list-style-type: none"> • Identify external stakeholders (e.g. Key Individual Networks (KINs), Watch, Volunteers, Pensioner groups etc) and how they can be advocates for the Constabulary and the Criminal Justice System and publish minimum standards for communicating with them. • Design and implement stage one of external advocates communication activity. 	<ul style="list-style-type: none"> • Implement review and feedback into process to continuously improve communications activity.
Advocacy (Internal)	<ul style="list-style-type: none"> • Review feedback from the Chief Constable's communication events and focus groups, the cultural audit and the 2009 Staff Survey. • Review cycle of national, regional and local awards and identify opportunities for celebrating force successes and produce corporate calendar for award nominations • Develop case for new internal briefing structure and internal communications training module for supervisors. • Deliver programme of Deputy Chief Constable's confidence workshops • Agree new Service Level Agreements for treatment of police witnesses with CPS and Courts Service 	<ul style="list-style-type: none"> • Implementation of briefing structure • Production of annual report for internal use celebrating performance and team achievements
Feedback	<ul style="list-style-type: none"> • Review current marketing / communications gaps. Develop business case for structural / resource changes required. • Establish effective action plan to monitor and promote compliance against Policing Pledge, including local policing pledge mechanisms. • Review current information available on internet (crime mapping, NPU websites etc) and scope for partnership sharing. Implement immediate improvements and produce business case for major changes. • Feedback through media on results of surveys • Review targeting and distribution of newsletters and other publications, including scope for sharing production / messages with partners. Produce common templates and guidelines. • Coordination with performance management regime and SMM balanced scorecard 	<ul style="list-style-type: none"> • Implement agreed new communications / marketing structures • Develop and produce annual performance report against the Policing Pledge • Integrate crime mapping with NPIA national solution • Produce marketing plan to increase visitors to neighbourhood web sites • Implement agreed partnership publication structures / protocols
Reduce ASB & Minor Crime	<ul style="list-style-type: none"> • Identify and agree with BCU partners existing and future joint processes and interventions to combat ASB and minor crime in conjunction with the research into community profiles / best practice being carried out. Identify central resource to coordinate ASB / minor crime interventions. • Use research from new community profiles / better engagement with public and partners 	<ul style="list-style-type: none"> • Implement coordinated ASB processes with partners building on new joint strategic assessments & joint surveys to identify public priorities and satisfy them using interventions that are known to be likely to

NOT PROTECTIVELY MARKED

Driver	Phase II	Phase III
	<p>to target deployment and visibility more effectively ('Red Times / Red Zones')</p> <ul style="list-style-type: none"> • Write and deliver local SMART communications plan for communities on ASB and minor crime 	<p>succeed for the target community.</p> <ul style="list-style-type: none"> • Review and update ASB & minor crime communication plans for continuous delivery
Satisfaction	<ul style="list-style-type: none"> • Continue development of Customer Service Desks and action on Policing Pledge. • Review witness / victim and complaints processes for their impact on confidence. E.g. better analysis of organisational complaints and letters of appreciation to establish key service recovery points and issues, the profile of complainants and staff subject to complaints etc. Implement minor changes and devise business case for major change. • Establish Catalyst programme on complaints, best practice and customer service improvements 	<ul style="list-style-type: none"> • Publish annual report of performance against policing plan • Implementation of agreed major changes to witness / victim / customer and complaints / organisational complaints processes.
Visibility & Justice Seen Justice Done	<ul style="list-style-type: none"> • Implement 'Red Time, Red Zone' high profile deployments • Implement phase one of 'We're Here' confidence social marketing campaign and scope, and agree funding for phase two. • Establish six month joint media campaign on improvements in criminal justice • Review existing public accommodation, vehicle fleet and uniform for their impact on visibility and public confidence. Implement low-cost or low-impact changes to public accommodation, vehicle fleet and uniform and develop business case for major improvements. • Implement new events and exhibition programme, targeting 'low confidence' areas to promote visibility. • Evaluate impact of current deployment and crime allocation processes on confidence and generate options for change 	<ul style="list-style-type: none"> • Evaluate and adjust 'We're Here' campaign activity using marketing analysis to identify low confidence areas, segment audience and deliver appropriate corrective activity • Procure and implement agreed major changes to accommodation, vehicle fleet and uniform. • Implement agreed changes to deployment and / or crime allocation processes etc. • Review and refresh joint criminal justice media strategy.

56. Table 1 concentrate on the activities that will directly affect the drivers of confidence. Behind this lie detailed plans to develop the technology, processes, attitudes and structures necessary to improve confidence, which contribute to more than one driver, and which are more naturally grouped according to the themes identified in the confidence model: Leadership, Staff confidence, Marketing and Communication, Engagement, Partnerships and Performance.
57. For example, it is clear that the Constabulary's use of the internet and other new technologies must improve significantly; that we must become much more sophisticated at understanding how our communities are made up and how that should influence the way we engage with them; that we do not make full use of the potential of the police brand to inspire confidence or have adequate processes to manage our reputation. There are significant opportunities to develop more effective coordination with partners, both to guard against the loss of confidence resulting from a poor Comprehensive Area Assessment and to deliver improved outcomes through exploring the potential for co-location and the joint provision of services. Systems must be developed to integrate confidence into the Constabulary and partnership performance regimes and to provide evaluation to direct future improvement. Finally, processes, structures and technology will not in themselves improve confidence: staff must feel confident that they know the right thing to do, have the skills and training to do it, and that they will be supported in doing so. The following list illustrates examples of work programmes designed to deliver these 'thematic' improvements:
- Enhancements to the availability of information online – from better crime mapping and neighbourhood websites, to the development of options for more sophisticated uses such as a Virtual News Centre, online surveys, blogs, and twitter. There will also be a workstream to identify options for providing improved policing services online - such as crime reporting, victim case tracking, self-booking of appointments and property.
 - A baseline survey of confidence in NPUs, to be expanded into a comprehensive suite of measures fully coordinated with partners. This will be combined with initial community profiles for all areas of the Force, pulling together related strands of information into 'lines of enquiry' that are known to influence confidence and that can prompt action by local officers: for example, correlating fear of crime, incidents of crime and social factors such as age, together with suggestions for appropriate interventions. By October the information available in the profiles will be expanded and a range of new interventions tried and evaluated in four areas. The evaluation and the profiles will be developed in conjunction with stakeholders and partners and the results made available in an easy to use format.
 - A coordinated approach that maximises the ability of the Constabulary to support and guide BCUs throughout the Comprehensive Area Assessment process. This will include support in agreeing effective joint delivery plans with partners on Local Area Agreement targets and agreements on the coordination of processes for strategic assessment, performance management, surveys, consultation and engagement. A partnership register is also being developed to enable the Constabulary and Authority

to monitor the performance of partnerships and to control any risks more effectively.

- A comprehensive programme to identify how staff attitudes, motivation, skills and training can be developed to support each of the confidence drivers and which ensure that staff are involved, through focus groups and other such activities, in the design of appropriate work packages. Work to be undertaken includes an analysis of training requirements and the development of discretion and problem-solving frameworks, which will lead to the production of coordinated training for advocacy, citizen focus and problem solving. This will be supported by the production of: a 'Manager's confidence toolkit'; revised job profiles and recruitment processes that reflect citizen focus skill, competencies and behaviours; and clear customer care and treatment standards.

58. This section has outlined examples of the programme of work being proposed to deliver the confidence strategy at each stage: further details are available on request. The next section discusses how that programme will be coordinated and controlled.

Governance and Resources

59. It is clear from the previous discussion that introducing the measures necessary to improve confidence will be a complex task that requires a high degree of coordination and control if it is to succeed: it should therefore be undertaken as a corporate project. The existing Public Safety Programme is the mechanism by which the Constabulary has introduced many recent improvements to confidence and citizen focus: for example, the Restorative Justice, Customer Service Desks and Community Intelligence projects. The Programme Manager has been closely involved in developing the confidence strategy to ensure that new development work is coordinated with existing related projects. It is proposed therefore to formalise that position by creating a Confidence Project reporting directly to the Public Safety Programme Board, which is already chaired by the Constabulary's Confidence Champion, DCC Gerrard. The existing Confidence Steering Group will therefore be subsumed within the Programme Board, whose membership will be reviewed accordingly. The Authority's role in the governance of the strategy will continue through membership of the Programme Board, Project Board and any relevant task groups.

60. The confidence business owner, Superintendent Bertenshaw, will be project director, and Ms Kinsella the project manager. The project board will oversee task groups led by the appropriate theme lead, onto which relevant individuals from the Constabulary, or other stakeholders are being co-opted. It is recognised that this requirement, whilst essential for the delivery of the project, is additional to their normal workload. However, in the current financial climate it is not felt to be either appropriate or necessary to request a large dedicated central team to deliver this project, particularly as much of the development will require a detailed knowledge of local issues.

61. Nonetheless, even to deliver the provisional programme outlined in this document, there is no doubt that there will be a considerable amount of work to be completed, particularly in BCUs, and this will need to be driven and coordinated effectively. To do this, it is believed that the following additional resources are required:

- A dedicated Inspector on each BCU and FOD to coordinate the local implementation of confidence and to manage the serious risks to confidence presented by the Policing Pledge and the Comprehensive Area Agreement.
 - Additional support to the project for research and coordination of activities. For the initial stages, a Team Leader (SO1) is required, although an additional Team Leader may be necessary as business cases for improvements are developed.
62. There is sufficient funding within the current programme to support the day to day running of the project, and it is anticipated that many of the improvements sought can be introduced within existing budgets. However, it is clear that there will be real costs and demands on resources, such as for training, associated with the programme. Many of the potential options for improving confidence will require additional investment if the benefits are to be achieved, and in some cases – such as extensive co-location with partners, or investment in significant new technology – that investment will be significant. A key part of the programme is to identify the benefits of such options and to develop robust business cases for them.
63. Early investment is likely to be required in marketing and communication as it is recognised that the Constabulary is not currently structured or resourced to provide the necessary detailed understanding of communities: for example, BCUs do not currently have an integrated communications unit to support the level of local dialogue required, which would increase significantly their capacity to respond flexibly and effectively to issues that affect public confidence. Corporate Communications and the Communities Unit are discussing options to reconfigure resources to meet some of this demand, and it is expected that some efficiencies can be achieved. However, overall, the gap in our current marketing and communications capability is so large that it is believed that additional resources will be necessary early on. A business case with costed options for change will be presented to COG shortly.

Conclusion

64. The Constabulary and Authority have set public confidence at the heart of their policing strategy and principles. This paper has proposed a strategy to increase our capacity to foster confidence through a programme of work focused on five important drivers of confidence and coordinated by the Public Safety Programme Board.

Recommended

65. That Chief Officer Group:
- a) Agree the proposed Confidence Strategy and methodology;
 - b) Remit overall responsibility for the Strategy to the Public Safety Programme Board with delegated responsibility to the project director;
 - c) Agree the requirement for a confidence implementation Inspector in each BCU and FOD and initial Team Leader post (with potential for a further post if required).

- d) Reaffirm the requirement on staff to cooperate in developing and delivering the Strategy.

Appendix One – Policing Principles

The Policing Principles document explicitly relates the following principles to public confidence and these are specifically referred to where appropriate within the strategy. However, it is recognised that many of the other principles can have an indirect impact and the project will reflect this throughout its work.

1. Operational policing is our core business. We are here to uphold the law, prevent crime, bring offenders to justice, keep the peace and help and reassure our communities.
2. Policing will be carried out in ways that demonstrate our core values of: service; professionalism; integrity; compassion; equality and fairness and we will treat everyone with dignity and respect.
3. In order to protect the public, we will use problem solving together with our partners to reduce crime, disorder, anti-social behaviour and road traffic offending.
4. Where offending does occur, we will bring offenders to justice in a way that provides the best care for our victims and witnesses and prevents re-offending in each individual case. We will agree with victims and witnesses how frequently they will be updated and for how long.
5. We will attend every incident that requires our attendance in accordance with our response policy or where a member of the public makes a reasonable request for the police to attend. When we make our decision we will take into account how vulnerable or upset they are.
6. Local neighbourhoods will be policed visibly in a way that has the greatest impact on reducing crime and disorder and improving reassurance and confidence. We will be visible by being seen and also by actively promoting the good work we do and the positive outcomes we achieve.
7. Police officers will be visible in our communities and will be in uniform unless there is a justifiable, operational reason to wear plain clothes. Operational uniform (operational trousers, operational shirts and headgear); will be worn by all officers engaged on patrol or roles that are potentially confrontational. Officers engaged on other duties will wear formal uniform (White shirt, tie and normal trousers/skirt). Uniformed police staff will wear the agreed uniform for their role.
8. Anyone not in uniform will wear smart business attire, unless there is a justifiable reason to wear casual or other plain clothes agreed by their line management.
9. We will provide Customer Service Desks and Witness Care Units to maintain contact with victims and witnesses and provide them with the care and service they need. We will also identify and build on good practice and provide positive feedback to our staff or identify any dissatisfaction with service and take steps to address this.
10. Area Commanders will ensure that Police Station Help Desks or community contact centres are provided at times appropriate to the needs of the neighbourhoods.

11. We will empower everyone to use their discretion, within a clear value framework, to provide the best possible service for individual members of the public, neighbourhoods and our colleagues.
12. Local policing in identifiable communities will be the basis for policing Cheshire and will be delivered by Neighbourhood Policing Teams.
13. Policing will be undertaken in partnership recognising that community safety and crime reduction can only be achieved with everyone accepting responsibility. To do this, Neighbourhood Policing Teams will be grouped into Neighbourhood Policing Units aligned to Local Authority Area/Neighbourhood working arrangements.