

deployment



Deployment

incorporating Societal Problem Recognition
and the National Intelligence Model

**Best
Value
Review**

Best Value

Deployment Best Value Review

Police Authority Scrutiny Panel



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Contents

LIST OF TABLES/FIGURES/APPENDICES	2
GLOSSARY	3
1 INTRODUCTION	4
Context	4
Definition and scope of Societal Problem Recognition	4
2 METHODOLOGY	5
The 'Four Cs' review	5
3 TOTAL PATTERN ANALYSIS	6
Key findings	6
Progress against the recommendation	6
Savings and benefits	7
4 ANALYTICAL CAPABILITY	8
Key findings	8
Issues for local management action	9
Progress against the recommendation	9
Savings and benefits	10
5 BRIEFING METHODOLOGY	11
Key findings	11
Progress against the recommendation	11
Savings and benefits	11
6 CORPORATE TASKING MEETING STRUCTURE	12
Key findings	12
Progress against the recommendation	14
Savings and benefits	14
7 REPEAT VICTIMISATION	15
Key findings	15
Progress against the recommendation	16
Savings and benefits	17
8 THE QUANTIFICATION OF SAVINGS	18
9 SUMMARY OF RECOMMENDATIONS	19
10 ISSUE FOR LOCAL MANAGEMENT ACTION	20
11 SUMMARY OF FINANCIAL IMPLICATIONS	21

List of Tables

1	Comparative police analytical structures	8
2	Attendees at divisional tasking meetings	12
3	Estimated hourly cost of divisional tasking meetings	13
4	Structure of divisional tasking meetings	13
5	Force performance in the area of repeat victimisation 2000-2003	15

List of Figures

1	Abstraction rate from core duties for intelligence analysts	9
2	A career structure for analysts incorporating increased organisational resilience	9
3	Forcewide tasking meeting structure	14

List of Appendices

1	Overview of NIM and assessment of the generic benefits of the model	20
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Glossary of Terms

ACPO	Association of Chief Police Officers
BCU	Basic Command Unit
BVPI	Best Value Performance Indicator
Control Strategy	A list of between three to five policing priorities set by the Strategic Tasking and Co-ordination Group for the Force or Basic Command Unit
CID	Criminal Investigation Department
CIS	Crime Information System
CPA	Crime Pattern Analyst
CPO	Crime Prevention Officer
DCOG	Divisional Commander's Operations Group
DSCTG	Divisional Strategic Tasking and Co-ordinating Group
DTTCG	Divisional Tactical Tasking and Co-ordination Group
FIB	Force Intelligence Bureau
FIO	Field Intelligence Office
FSTCG	Force Strategic Tasking and Co-ordinating Group
FTTCG	Force Tactical Tasking and Co-ordination Group
HMIC	Her Majesty's Inspector of Constabulary
MIR	Major Incident Room
NCIS	National Criminal Intelligence Service
NIM	National Intelligence Model
OIS	Operational Information System
PIA	Principal Intelligence Analyst
PID	Project Initiation Document
SOCO	Scenes of Crime Officer
TFMV	Theft from Motor Vehicle

1. Introduction

Context

- 1.1 As part of the five-year Best Value programme, a review of Deployment took place during the years 2001-2003. The Deployment review is wide ranging and impacts on a large number of issues and processes across the breadth of the organisation. This review is concerned with the area of Societal Problem Recognition.
- 1.2 Following the production of a scoping study and some preliminary research in Year Two of the programme, it was noted that there was a degree of overlap between the emerging recommendations from this Best Value Review and work that is being undertaken by the National Intelligence Model (NIM) Implementation Team. The Police Authority therefore decided to subject this area to further review during Year Three (2002/2003).¹
- 1.3 The work on this review has been conducted in parallel with that undertaken by the NIM Implementation Team. An overview of the National Intelligence Model and an assessment of its generic business benefits can be found in **Appendix 1**.
- 1.4 NIM has been controlled by an internal Bedfordshire Police Project Board, though there has been Best Value representation at Project Board meetings to ensure compliance with the statutory requirements of Best Value, namely challenge, comparison, consultation and competition.

Definition and the scope of Societal Problem Recognition

- 1.5 Societal Problem Recognition is defined as the *collection of information and intelligence to facilitate the proactive deployment of police resources to incidents and crimes.*² The successful collation, analysis and dissemination of information and intelligence is an integral part of providing a policing service to the public of Bedfordshire that adheres to the Best Value principles of effectiveness, efficiency and economy. It is in this manner that Bedfordshire Police can place itself in the best position to combat crime and disorder through the deployment of resources in an evidenced and targeted manner.
- 1.6 The review seeks to establish if the manner in which Bedfordshire Police manages its criminal intelligence at a Basic Command Unit (BCU) and Force level is as effective as possible.
- 1.7 In order to achieve this, the Police Authority selected five key areas for review:
 - The concept of Total Pattern Analysis;
 - The analytical capability of the Force;
 - Briefing methodologies;
 - Corporate tasking meeting structures; and
 - Repeat victimisation.

¹ Bedfordshire Police Authority Strategy Committee minutes 02/S8, item 16, dated 17.05.2002

² Bedfordshire Police Authority Scrutiny Panel Meeting on Deployment, 09.01.2002

2. Methodology

The 'Four Cs' review

Challenge

2.1 The Best Value review seeks to challenge the manner in which information and intelligence is used within Bedfordshire Police.

2.2 Existing arrangements have been challenged internally by use of a National Intelligence Model Project Board that is composed of representatives from the Force Executive, (the Deputy Chief Constable), Divisional Management Teams, Heads of Department and experts in specific service areas. This approach has been consolidated in the following ways:

- One-to-one interviews with Crime Pattern Analysts (CPAs);
- One-to-one interviews with the Head of the Force Intelligence Bureau and staff from within the office;
- One-to-one interviews with divisional sergeants based in intelligence offices;
- One-to-one interviews with divisional commanders or their representatives;
- Focus groups with CPAs;
- NIM workshops with service users;
- The completion of a baseline assessment for NCIS.

2.3 External challenge has taken three forms:

- a) Through meetings with staff from Police services with knowledge of this subject area. These have included NCIS, Leicestershire Constabulary and Warwickshire Police;
- b) By means of an assessment completed by a member of staff from Her Majesty's Customs and Excise;
- c) Through the involvement of the Deployment Scrutiny Panel at the times when the National Intelligence Model Implementation Team have presented update reports.

2.4 In arriving at the proposed recommendations, careful consideration has to be given to ensure compatibility with the aims of the Race Equality Scheme, that is to:

- Eliminate unlawful racial discrimination;
- Promote equality of opportunity; and
- Promote good relations between people of different racial groups.

2.5 This has been achieved through:

- Consideration of the review by the Force Equal Opportunities Adviser;
- External consultation with the Independent Advisory Group, which has also included a discussion of the feasibility of their involvement in specific Tasking and Briefing meetings;
- Police Authority Member scrutiny throughout.

Compare

2.6 Comparative data has been obtained from a number of police forces identified as

representing best practice:

- Cambridgeshire Constabulary;
- Northamptonshire Police;
- Essex Police;
- Lincolnshire Police;
- Surrey Police;
- NCIS;
- Warwickshire Police;
- Greater Manchester Police;
- Norfolk Police;
- Lancashire Police;
- Hampshire Police;
- Hertfordshire Constabulary; and
- Metropolitan Police.

Full details of all these visits are held by the NIM Project Team.³

2.7 Additional comparative data has been obtained from:

- Leicestershire Constabulary;
- Kent County Constabulary;
- West Mercia Police;
- Thames Valley Police.

2.8 External comparison has taken place with Her Majesty's Customs and Excise and BP Oil International (trading).

Consult

2.9 In addition to the one-to-one interviews, focus groups and workshops referred to as part of the challenge process, internal consultation has also taken place with uniformed response officers through means of a focus group. Wider consultation was achieved through the use of an Intelligence Briefing and Tasking Survey conducted in 2002.

2.10 External consultation is more problematic as the confidential nature of police intelligence often renders public consultation inappropriate. Despite this limitation, consultation has taken place with Her Majesty's Customs and Excise and with the Bedfordshire Police Independent Advisory Group. Limited consultation on the possibility of sharing intelligence has taken place with statutory partners.

Compete

2.11 The intelligence function is an extremely confidential core police role. The only realistic alternative suppliers of an intelligence service are other police forces or a central agency such as NCIS. However, these are not realistic in terms of local intelligence gathering, immediacy or public accessibility. Consultation has taken place with the Procurement Manager and the conclusion reached that there is no competitive market in place that will allow this process. The NIM Implementation Team have been unable to identify examples of any outsourcing of the intelligence function within the best practice forces visited.

³ Bedfordshire Police NIM Summary of External Practice, including visits to 'Best Practice' Forces (PID Actions 4 and 8). Internal Bedfordshire Police document.

3. Total Pattern Analysis

3.1 Total Pattern Analysis is defined as *the co-ordinated and evidenced analysis of societal problems and crime and incident trends.*

Key findings

3.2 An analysis of the number of incidents and crimes across the three territorial divisions has revealed that there are many more incidents than there are crimes, with an approximate ratio between the two categories determined as 3:1.

3.3 An Activity Based Costing Exercise on the three territorial divisions has examined the work of intelligence specialists. It revealed that between 35% and 50% of time was invested in developing intelligence on crime related matters, while approximately 10% of time was devoted to incident related matters.

3.4 Comparison with other police forces identified as demonstrating Best Practice has shown that Intelligence Analysts place more emphasis on the examination of incident related matters, with equal time being spent developing intelligence from incident and crime related sources.

3.5 Intelligence staff preferentially retrieve information from the Operational Information System (OIS) and the Crime Information System (CIS). The absence of a search engine on the OIS facility, other than Agentware, increases the potential for duplication to occur across the divisions.

3.6 The organisation's ability to analyse data quickly and act decisively on intelligence is hampered by time delays associated with the inputting of crime information onto the CIS. Consultation with divisional CID office managers has revealed that divisions can regularly have up to 100 crimes awaiting input.

3.7 Bedfordshire Police relies almost entirely upon information supplied by victims, observers, informants or officers. Little use is made of the intelligence and experience available to our partner agencies. A number of local authorities, such as Derby City Council and Kent County Council have protocols for sharing information with the police.

RECOMMENDATION 1

That Bedfordshire Police develops the concept of Total Pattern Analysis.

Progress against the recommendation

3.8 Total Pattern Analysis is not a product of the National Intelligence Model but instead represents a concept that NIM is designed to achieve through a consideration of all available forms of intelligence. The NIM Project Board has agreed that the project will address an action that will lead to the incorporation of the concept of Total Pattern Analysis within the intelligence model. The Project Initiation Document for the National Intelligence Model has listed this item as a key deliverable of the work. The review/assessment was commenced in January 2003 and is being conducted by the Principal Intelligence Analyst (PIA). Issues under examination include the establishment of closer working links with community partners.

Savings and benefits

Recommendation 1 TOTAL PATTERN ANALYSIS

It is recommended that Bedfordshire Police develops the concept of Total Pattern Analysis

NIM Ref.	Benefit	Savings	What is going to be Measured?	Current Position	Target
NIM 2	<p>Increased accessibility to data.</p> <p>Improved crime and incident analysis resulting in more efficient resource deployment.</p> <p>Increased access to quality intelligence.</p> <p>More accurate, timely and efficient research and use of data.</p> <p>Ability to assess risks and threats more accurately.</p>	<p>An examination of data from police forces that have implemented the National Intelligence Model, combined with the professional judgement of intelligence practitioners, suggests that a 3% reduction in the total number of incidents reported to police is an achievable target.</p> <p>In 2002/2003 there were 156,119 incidents reported to Bedfordshire Police. A reduction of 3% would represent 5,400 fewer incidents. Current data suggests that 7% of incidents result in the arrest of an offender. It is therefore anticipated that arrests would be reduced by 360.</p> <p>The savings for Bedfordshire Police associated with such reductions would be c. £75k p.a. This represents the cost of officer time. The resources released as a result of this reduction can be re-deployed towards other force priorities.</p>	<p>Introduction of incident analysis.</p> <p>Data sharing protocols with partners.</p> <p>Broadening the Analytical Database to include multi-agency data.</p>	<p>Police Crime Data is pre-dominant source for research.</p>	<p>Analysis of multi-agency data defined by high-level information sharing protocols.</p>

4. Analytical Capability

Key findings

4.1 Prior to the work of the NIM Implementation Team, the analytical capability of Bedfordshire Police consisted of two researchers based at Force Headquarters, with five Crime Pattern Analysts, one Incident Pattern Analyst, one Community Intelligence Analyst and one Criminal Intelligence Analyst based on the territorial divisions. Staff were a mix of police and civilian support workers.

4.2 A study of other police forces revealed that organisations were restructuring their analytical capability in order to implement the National Intelligence Model. The structure adopted by Bedfordshire Police requires a Head of Profession (termed a Principal Intelligence Analyst) to work at the centre of the organisation, supported by Senior Intelligence Analysts and Intelligence Analysts working on divisions.

4.3 Comparative analytical structures for 13 police forces are shown in **Table 1**.

Table 1 Comparative police analytical structures

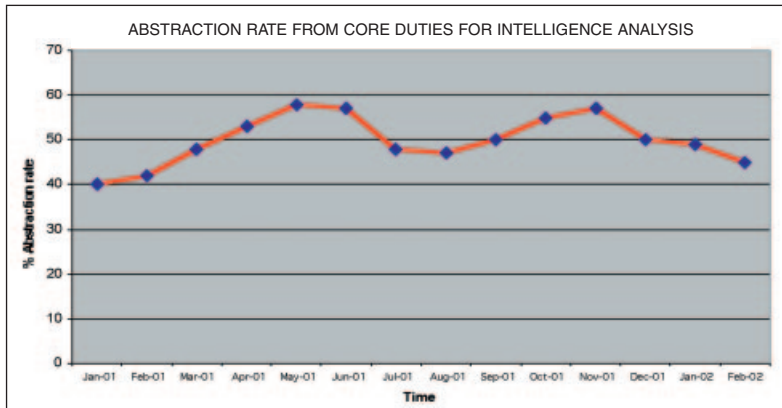
Police Service	Structure	Resource Type
Cambridgeshire	Principal Analyst plus three Senior Analysts based at HQ. Senior Analysts based on each division.	All civilian analysts
Essex	Principal Analyst and two Senior Analysts based at HQ. Intelligence Analysts on each division.	Mix of police and civilian analysts
Hampshire	Central analytical team of four analysts. Crime Analysts on each division.	Mix of police and civilian staff
Hertfordshire	One Analyst and one Field Intelligence Officer based at HQ for each key area of crime. Crime Pattern Analyst (CPA) on each division.	Mix of police and civilian analysts
Kent	Principal Analyst plus 22 analysts distributed across the divisions.	Not stated
Leicestershire	One Principal Analyst based at HQ. Four CPAs on division.	All civilian analysts
Metropolitan	Incident Pattern Analysts based centrally but with the capability to work across the force area. Approximately 250 CPAs based locally.	Not detailed
NCIS	Senior Analyst plus 13 Strategic Analysts working as a single team.	All civilian analysts
National Crime Squad	Centrally based strategic analysts.	All civilian analysts
Norfolk	Principal Analyst plus two Crime/Intelligence Analysts based at HQ. Crime Intelligence Analyst based on each division.	Not detailed
Suffolk	Senior Analyst based at HQ. Analytical capacity based on each division.	Not detailed.
Surrey	Principal Analyst, Senior Analyst plus four Intelligence Analysts based at HQ. Senior Intelligence Analyst plus up to four analysts based on each division.	Mix of police and civilian analysts
Warwickshire	Principal Analyst, Senior Analyst based at HQ. Four analysts based on divisions.	All civilian analysts

4.4 The abstraction of analysts from their core role can have a significant impact on the analytical capacity of the organisation. In the two-year period immediately prior to the creation of the NIM Implementation Team, the abstraction rate for analysts from their core role was 50% due to redeployment onto specific operations or Major Incident Rooms

(MIRs).⁴ These abstractions do not take into account predictable abstractions such as annual leave, courses and sickness. The Specialist Crime Services Division (Q) had 20% of its analytical capability available during this period, with researchers abstracted onto 11 discrete operations or MIRs.

⁴ Study completed by the Business Management Department as part of the baseline assessment to this Best Value Review.

FIGURE 1 Abstraction rate from core duties for intelligence analysts



4.6 A number of police forces including Surrey, Hampshire and Warwickshire attempt to limit the effect of abstractions by using only centrally based analysts for the resourcing of a MIR. While this allows divisional analysts to concentrate upon their core role, it means that resilience to abstraction has to be built into the resource levels for centrally based staff in the form of additional intelligence specialists

RECOMMENDATION 2

That the National Intelligence Model Implementation Team evaluates the analytical capability of Bedfordshire Police.

Issue for local management action

That in evaluating the analytical capability of Bedfordshire Police, particular attention should be given to ensuring the appointment of a Principal Analyst, developing a career structure for analysts and enhancing the levels of resilience of analysts to abstraction.

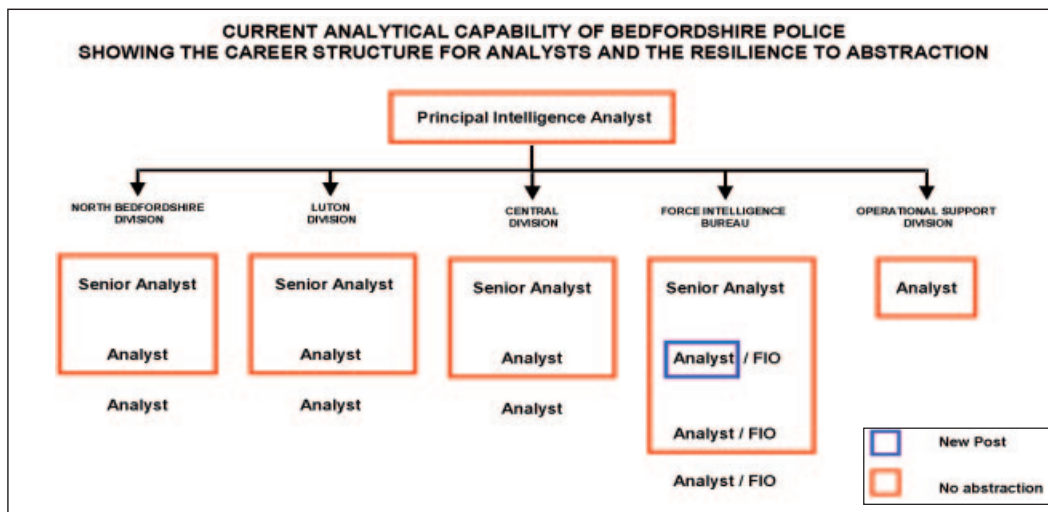
Progress against the recommendation

4.7 It is published HMIC best practice for police services to 'fast-track' the implementation of recommendations where this would bring a rapid improvement of services.⁵

4.8 The NIM Implementation Team has developed a new Force analytical structure to improve its analytical capacity led by a Principal Intelligence Analyst (PIA) as head of profession. A suitable candidate was successfully recruited and was appointed in November 2002. The PIA is currently tasked with conducting a full assessment of the analytical capacity of the Force.

4.9 The NIM Project Board has approved the development of a career structure for analysts, which also incorporates an improved level of resilience for analytical staff. The proposed structure is shown in Figure 2.

FIGURE 2 A career structure for analysts incorporating increased organisational resilience



⁵ HMIC inspection of South Wales Police 2002/2003

4.10 **Figure 2** illustrates that analysts will have opportunities to develop a career as a professional analyst, progressing from a position of Analyst through a Senior Analyst role to that of Principal Intelligence Analyst. In order to prevent the effect of abstractions having a detrimental, and in some cases disproportionate, impact upon the organisation's analytical capability, the majority of staff will be ring-fenced from

abstraction. One analyst from each of the territorial divisions, plus a further analyst from the Force Intelligence Bureau, would be available for abstraction at any one time.

4.11 A recruitment process is progressing and to date has successfully resulted in four Senior Intelligence Analysts being selected for appointment. It is anticipated that all analytical positions will be filled by May 2003.

Savings and benefits

Recommendation 2 THE ANALYTICAL CAPABILITY OF THE FORCE

It is recommended that the National Intelligence Model Implementation Team evaluates the analytical capability of Bedfordshire Police

NIM Ref.	Benefit	Savings	What is going to be Measured?	Current Position	Target
NIM 3	Implementation of an Analytical Structure across the Force.	One of the principal benefits of creating a career structure for analysts is to facilitate the recruitment and retention of staff. Savings related to this recommendation can be summarised as: <i>Recruitment and training costs</i> This has a significant financial implication to the organisation. It costs c. £15k to recruit and train an analyst to the requisite standard.	Recruited and trained analytical staff producing intelligence products. Organisational resilience. Increased retention of staff through implementation of a career structure.	Currently no analytical capability i.e. limited to research.	1 Principal, 4 Senior and 10 Intelligence Analysts recruited and trained. Ring-fenced posts identified and agreed.
NIM 4	Increased Visibility and Accessibility.	Bedfordshire Police has lost staff due to the lack of a career structure. Preventing a single analyst from leaving due to the lack of a developed career structure will save c. £15k in replacement fees.	Removal of Police Research Posts.	3 Police Posts	No police posts thereby increasing number of officers available for operational duties.
NIM 5	Provision of Career Development and Progression	<i>Re-deploying Police Staff</i> The removal of three police posts allows staff to be re-deployed to higher priority roles. This represents a non-cashable saving of	Implementation of an organisation hierarchy.	No career development or progression structure in place.	Implementation of Analytical Teams, Team Leaders and Head of Profession.
NIM 6	Structure for Analysts. Analytical Capability Resilience.	c. £83k p.a. based on the annual salary cost of a constable. ⁶ This figure would have to be offset against the cost of replacing the police analysts with civilian support staff. ⁷ (£59k)	Flexibility of analytical staff to provide cover for abstraction. Red-circling of analytical capability.	Staff not omniscient. No protection from abstractions.	Staff with transferable skills. Continuity of analytical capability.

⁶ This figure is based on the Force salary figure for a constable of £27,830 p.a.

⁷ Based upon the mid-point cost of a Scale 6 Analyst earning £19,707 p.a.

5. Briefing Methodology

Key findings

5.1 Each division utilises a similar system for disseminating information after a tasking meeting. The generic process is for briefing sheets to be produced by resources from within the intelligence unit. The briefing sheets contain some or all of the following information:

- What is occurring;
- Where it is occurring;
- The identity of suspected offenders.

5.2 Additional information is disseminated regarding prolific offenders and the tactics that should be employed against them.

5.3 Briefing sheets are disseminated to response sections by various means. All divisions try to conduct some form of personal briefing, usually undertaken by a member of the Intelligence Team, but a mis-match between the shift patterns of response officers and Intelligence staff can lead to a lack of actionable intelligence over the weekend.

5.4 All briefing sheets from North Bedfordshire and Central Divisions are placed on a global drive and are also available via the Force Intranet.

5.5 Consultation with response staff conducted via focus groups and questionnaires has revealed that they are briefed less than once a week, generally in an unfocused manner. Staff felt that the briefings did not help them do their role to the expected standard.

5.6 All divisions make use of an intelligence briefing board containing information on specific targets and general items of intelligence. This was found to contain relevant, up to date material.

RECOMMENDATION 3

That the NIM Implementation Team evaluates the briefing methodology of Bedfordshire Police.

Progress against the recommendation

5.7 It was the intention of the NIM Implementation Team to produce a corporate briefing model. This should have been completed by 7 March 2003, however this has been delayed. The Policing Bureaucracy Task Force has proposed that police forces be provided with a national briefing model and Bedfordshire Police is currently conducting an evaluation of this model to ensure that it meets the organisational need. The implementation date for a national briefing model is April 2004.

Savings and benefits

Recommendation 3 BRIEFING METHODOLOGIES

That the National Intelligence Model Implementation Team evaluates the briefing methodology of Bedfordshire Police

NIM Ref.	Benefit	Savings	What is going to be Measured?	Current Position	Target
NIM14	Corporate model for intelligence tasking, tracking and briefing. Improved co-operation with other forces, agencies and partner organisations.	NIM provides an effective briefing methodology and staff should no longer have to self-brief or conduct their own research on the incident (OIS) and crime (CIS) information systems. The introduction of a corporate briefing methodology in West Mercia Police ⁹ has resulted in a reduction in the amount of time each officer spends researching crime and incident data. This would generate approximately seven hours of additional patrol time per year. A similar reduction in Bedfordshire would represent a non-cashable efficiency saving of c. £105k p.a. if the spare time generated for officers was re-deployed towards a higher policing priority.	Standardised processes to: - Target activity; - Measure the impact of targeted activity; - Provide a feedback loop.	No corporate model for intelligence tasking, tracking and briefing.	Implementation of the National Briefing Model.

⁹ Effective Briefings. Project 2144 Internal West Mercia Police document, 2001

6. Corporate Tasking Meeting Structure

Key findings

6.1 Tasking is the means by which intelligence is used by the organisation to direct resources to target community problems or crime and incident trends.

6.2 A study completed over a three-month period identified the resources that were formally requested to attend divisional tasking meetings, or attended as observers. The list of attendees is shown in **Table 2**. A point of comparison has been provided by Leicestershire Constabulary.

Table 2 Attendees at divisional tasking meetings

	B Division – Tasking Meeting Attendees	C Division – Operational Priorities Group attendees	D Division – Divisional Tasking and Co-ordination Group Attendees	G Division – Divisional Tasking and Co-ordination Group Attendees	Leicestershire Constabulary Tasking and Co-ordination Group Attendees
Area Intelligence Officer			✓ (optional)		
Beat Management representative	✓		✓		
Burglary Unit representative	✓				
Chief Inspector Operations		4			✓
CID representative	✓		✓		
Combined Crime Unit representative	✓				
Community Link Inspector		✓			✓
Crime Pattern Analysts	✓		✓		✓
Crime Prevention/Reduction Team representative	✓	✓			✓
Detective Chief Inspector	✓ (chair)	✓			
Detective Inspector		✓	✓ (chair)		
Detective Sergeant		✓			
Divisional Intelligence Unit Representative (Inspector or Sergeant or Constable)			✓	✓	✓
Dog Squad representative				✓	
G division representative	✓	✓			
Home Watch representative	✓				
Management Information Officer				✓	
OSU Inspector				✓	
SOCO representative	✓	✓	✓		✓
Special Branch representative		4			
Superintendent Operations		✓ (chair)	✓	✓ (chair)	✓ (chair)
Traffic Inspector				4	
Uniform Inspectors	✓	✓	✓		✓
Operations Planning Sergeant					✓

6.3 There is no consistent approach to the staff that should attend the tasking meetings and this is reflected in an analysis of the estimated cost to the organisation of such meetings. This is shown in **Table 3**.

Table 3 Estimated hourly cost of divisional tasking meetings ⁹

North Bedfordshire	Luton	Central	Operational Support
£297	£241	£212	£170

6.4 Each Divisional Tasking Meeting follows a different agenda with only North Bedfordshire Division following a structured format. Details of the respective agendas are shown in **Table 4**.

Table 4 Structure of Divisional Tasking Meetings

B Division	C Division	D Division	G Division
Minutes from last meeting agreed and updates for previous tasks and targets disseminated	Minutes of previous week's meeting	Last meeting's minutes Review unfinished action items	Minutes of previous meeting
CPA trend sheet discussed	Review of previous week's priorities and actions	Auto crime	Performance
Home Watch feedback	Problem analysis	Burglary Burglary dwelling Burglary non dwelling Distraction burglary	Review of past and planned operational deployments/tasks
CPA – Hotspots	Priorities for current week	Robberies	Casualty reduction
TFMV – Hotspots		Drugs	Intelligence overview and priorities
Action Package discussed		Community and environmental issues	Requests for G Division resources
Details of repeat offences/ locations prepared by CPO		Hate crime	Decisions on priority of resource allocation
Community issues		Any other business	Any other business

6.5 There is no standardised format for the tasking process. North Bedfordshire and Central Divisions hold a focused pre-tasking meeting with the attendees selected predominantly from the intelligence and investigation fields.

6.6 Luton Division decided to dispense with the pre-tasking meeting as it involved a degree of overlap and duplication with the Tasking and Co-ordinating meeting. The Specialist Operational Support Division do not convene a pre-tasking meeting. While the pre-meeting does act as a filter for the full tasking meeting, it does have an inherent potential to lead to the duplication of effort.

6.7 An examination of the Year One Best Value Review (BVR) of Intelligence by Her Majesty's Inspector of Constabulary (HMIC)¹⁰ identified that North Bedfordshire Division was an example of good practice, however, this was not capitalised on by the intelligence functions across the county. HMIC recommended that when carrying out future BVRs, Bedfordshire Police utilises identified good practice within the Force.

RECOMMENDATION 4

That Bedfordshire Police implements a corporate tasking meeting structure.

⁹ Costings based upon the hourly salaries of attendees. Data supplied by the Finance Department.

¹⁰ *Best Value Inspection Report- Crime Intelligence*, April/May 2002.

Progress against the recommendation

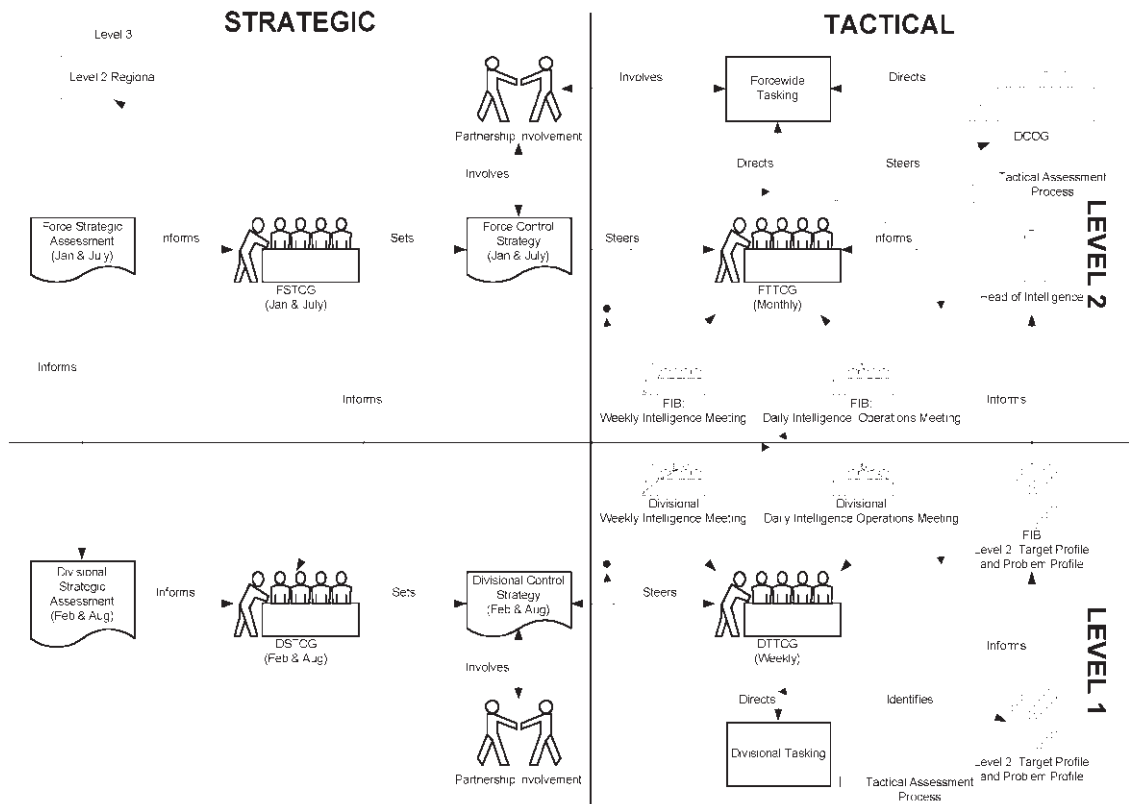
6.8 A Forcewide tasking meeting structure has been introduced as part of the implementation of NIM and this is shown in **Figure 3**.¹¹ This prescribes a meeting structure at a local level involving the following groups:

- Forcewide Strategic Tasking and Co-ordinating Group (FSTCG);
- Force Tactical Tasking and Co-ordination Group (FTTCG);
- Divisional Commanders Operations Group (DCOG);
- Force Intelligence Bureau (FIB) Weekly Intelligence Meeting;
- Force Intelligence Bureau (FIB) Daily Intelligence Operations Meeting;
- Divisional Strategic Tasking and Co-ordinating Group (DSTCG);
- Divisional Tactical Tasking and Co-ordination Group (DTTCG);
- Divisional Weekly Intelligence Meeting;
- Divisional Daily Intelligence Operations Meeting.

**LEVEL 2
(REGIONAL)**

**LEVEL 1
(LOCAL)**

FIGURE 3 Forcewide tasking meeting structure



¹¹ This diagram is reproduced from an internal Bedfordshire Police document - National Intelligence Model: Summary of Internal/External Practice and Gap Analysis. January 2003.

Savings and benefits

Recommendation 4 CORPORATE TASKING MEETING STRUCTURE

That Bedfordshire Police implements a corporate tasking meeting structure

NIM Ref.	Benefit	Savings	What is going to be Measured?	Current Position	Target
NIM 15	<p>Standardisation of intelligence meeting structures.</p> <p>Elimination of Duplication.</p> <p>Focused Tasking Meetings.</p> <p>Robust Audit Trails.</p>	<p>There is currently no standardised format for the tasking process, with each division having evolved different procedures. The lack of a common approach has led to a degree of overlap and duplication. There are also no standard lists of meeting attendees.</p> <p>Standardising meetings and thereby reducing duplication will generate non-cashable efficiency savings of c. £40k p.a. across the organisation.</p>	Implementation of the Forcewide NIM Meeting Structure.	<p>Meeting structure in place but not supported by analytical products.</p> <p>TCG Meetings at Level 1 are held on different days.</p>	<p>Full implementation of Level 1 and Level 2 Strategic and Tactical meeting structure supported by analytical products.</p> <p>Corporacy of meetings.</p>

7. Repeat Victimisation

Key findings

- 7.1 The nationally accepted Police definition of repeat victimisation is "when the same person or place suffers from more than one incident over a specified period of time."¹²
- 7.2 Repeat victimisation was first measured in 1995 when it was introduced as a performance indicator. There was some initial concern that such a measure would place unreasonable demands upon the police that

they would not be able to satisfy. An incremental approach was therefore adopted that aimed to take the police from a position of not being able to measure the levels of repeat victimisation, to one where it could be tackled with real results. Repeat victimisation is now measured by BVPIs 154 (repeated domestic violence) and 155 (repeat domestic burglary). **Table 5** illustrates the performance of Bedfordshire Police relative to other police services in the area of repeat victimisation

Table 5 Force performance in the area of repeat victimisation, 2000-2003

2000/2001	North Beds Division	Luton Division	Central Division	Force	National Average	Top Quartile Average
% of victims of repeated domestic violence	39	58	31	46	27	17
% of victims of repeated burglary dwellings	7	6	4	6	10	4

2001/2002	North Beds Division	Luton Division	Central Division	Force	National Average	Top Quartile Average
% of victims of repeated domestic violence	32	55	22	41	30	23
% of victims of repeated burglary dwellings	6	6	4	5	10	5

2002/2003	North Beds Division	Luton Division	Central Division	Force	National Average	Top Quartile Average
% of victims of repeated domestic violence	23	53	35	41	Not available	Not available
% of victims of repeated burglary dwellings	7	9	6	8	Not available	Not available

- 7.3 In the period 2000-2003, Bedfordshire Police performance was above the national average for repeated domestic burglaries. In the period 2001-2002, Bedfordshire Police was in the second quartile and was ranked 15th in all the police forces in England and Wales.
- 7.4 Performance in the area of repeated incidents of domestic violence was more mixed and Bedfordshire has consistently attained results below the national average. In the period 2001-2002, Bedfordshire Police was placed 33rd out of the 37 forces that submitted returns to the Home Office and was ranked in the lowest quartile.
- 7.5 The Repeat Victimisation policy in place until 1 April 2003, placed reliance upon a graded response as follows:
- *Bronze* action to be taken following the first reported offence;
 - *Silver* action to be taken following the first repeat offence;
 - *Gold* action to be taken following the second and subsequent offences.
- 7.6 Performance reviews conducted across the territorial divisions highlighted that this repeat victimisation policy was problematic as it relied upon a police officer identifying repeat offences. The review process recommended the development of a system of identifying repeat locations, offenders and victims based upon the use of IT.
- 7.7 Consultation with Crime Pattern Analysts and Crime Reduction Officers on the territorial divisions has revealed that little analytical work is conducted on repeat victims due to problems collecting accurate

¹² Repeat Victimisation: Taking Stock, K Pease. Police Research Group Crime Detection and Prevention Series. Paper 90, 1998

data. Repeat locations and victims are generally identified as a result of a 'hunch'.

7.8 Comparative work with other police services has revealed that there is little good practice to be gleaned and the only consistent approach to the problem of tackling repeat victimisation appears to relate to the use of a graded response system. Much emphasis appears to be placed on the initial reporting officer's ability to identify incidents and crimes. There would seem to be limited use of IT as a tool to aid this process.

Progress against the recommendation

7.9 The Community Action Department was tasked with conducting a review of the current Repeat Victimisation policy. A new policy was introduced on 1 April 2003, which will seek to aid the identification of incidents of repeat victimisation in the following ways:

- Refining the system of graded response by ensuring that every initial report is examined for evidence of repeat victimisation within the control strategies set at a divisional level;
- That the Operational Information System and the Crime Information System is interrogated by officers completing incident reports to determine whether they represent incidents of repeat victimisation;
- That Intelligence Analysts interrogate the available IT systems at pre-determined intervals to ensure the identification of incidents of repeat victimisation;
- Considering obtaining information on repeat victimisation from external people, organisations and agencies outside the criminal justice system;
- Ensuring that divisional commanders monitor racial, homophobic and religious crime for evidence of any repeat victimisation.

7.10 The NIM Implementation Team has integrated the issue of repeat victimisation into the NIM process by ensuring that the subject is a standing agenda item to be discussed at the Divisional Tactical Tasking and Co-ordinating Group.

RECOMMENDATION 5
That a robust Repeat Victimisation Policy is adopted.

Savings and benefits

Recommendation 5 REPEAT VICTIMISATION

It is recommended that a robust Repeat Victimisation policy is adopted

NIM Ref.	Benefit	Savings	What is going to be Measured?	Current Position	Target
NIM 17	Reduction in the number of incidents attended increasing the amount of patrol time. This will create a virtuous circle of reduced demand and increased proactive capability. Reducing crimes/incidents and increasing the level of detected crime.	The effective use of intelligence will lead to the focussed and targeted deployment of officers, a consequence of which will be a reduction in the number of repeat offences. The performance of Bedfordshire Police in the area of repeat victimisation for offences of domestic violence is below the national average. Achieving the national average would require a reduction in offending by 11%, equating to 300 fewer offences of domestic violence per year. In 2001/2002, some 56% of offences of domestic violence resulted in the arrest of the offender and the removal of an officer as a deployable resource. Preventing these offences and achieving the national average would generate non-cashable efficiency savings of c. £19k p.a. Improving performance still further to the top quartile would result in savings of c. £28k p.a.	Reduce Repeat Victims, Repeat Offenders and Repeat Locations, identified through the Control Strategy.	A new repeat victimisation policy has been published. Repeat victimisation has been incorporated into the NIM structure and is a standing item at tasking meetings.	NIM fully implemented.

8. The Quantification of Savings

- 8.1 At a national level, there has been no progress on the quantification of benefits since the publication of the generic benefits by NCIS in 2000. As recently as March 2003, the National NIM Implementation Team published minimum compliance standards for the intelligence model.¹³ This paper assessed the impact and benefits of NIM and while it was able to identify a number of intangible benefits, it was unable to quantify any efficiency savings.
- 8.2 Comparative work has also established that the identification of robust tangible benefits has proved problematic to those organisations that have implemented NIM.
- 8.3 It is against this widespread national difficulty that the problems of identifying NIM-related savings as a part of the Best Value Review of Societal Problem Recognition have to be set.
- 8.4 The benefits presented in this paper are preliminary estimates based upon:
- An analysis of historic data;
 - The experiences gleaned from other police forces; and
 - The professional judgement of intelligence specialists.
- 8.5 As NIM is fully implemented across the organisation it will be possible to track the anticipated benefits and savings and to amend the estimates presented in this paper. The benefits of NIM will be monitored on a continual basis and progress reported via the Performance Improvement Plan monitoring system. The strategic significance of NIM coupled with the cost to the organisation in financial and resource terms suggests, however, that a formal evaluation of the model should be conducted 12 months after full implementation. This will ensure that NIM is delivering significant and predicted benefits to the organisation.

RECOMMENDATION 6

That a formal post-implementation review of NIM takes place 12 months after full implementation.

¹³ *Effective Intelligence Capability – Minimum Standards for Compliance. ACPO March 2003*

9. Summary of Recommendations

	Strategic recommendation	Ongoing actions to progress the recommendation
1.	That Bedfordshire Police develops the concept of Total Pattern Analysis.	The NIM Project Board has agreed that NIM will adopt the concept of Total Pattern Analysis. This is under review by the Principal Intelligence Analyst.
2.	That the National Intelligence Model Implementation Team evaluates the analytical capability of Bedfordshire Police.	A new analytical structure has been introduced that will improve the analytical capacity of the organisation. It will also enhance resilience in certain key intelligence functions and will provide a career structure for intelligence analysts.
3.	That the NIM Implementation Team evaluates the briefing methodology of Bedfordshire Police.	The NIM Implementation Team is continuing to develop a corporate briefing model. A national briefing model is currently being assessed.
4.	That Bedfordshire Police implements a corporate tasking meeting structure.	A Forcewide tasking meeting structure has been introduced as part of the implementation of NIM. This standardises intelligence meetings across the Force and eliminates duplication.
5.	That a robust Repeat Victimisation Policy is adopted.	A new Repeat Victimisation Policy was introduced on 1 April 2003. This seeks to make use of all available sources of information to identify repeat incidents. Repeat Victimisation has been incorporated into the NIM structure and is a standing item at intelligence meetings at a divisional level.
6.	That a formal post-implementation review of NIM takes place 12 months after full implementation. The implementation date is 1 April 2004.	Continual review will take place by the NIM Implementation Team.

10. Issue for Local Management Action

	Management recommendation	Ongoing actions to progress the recommendation
1.	That in evaluating the analytical capability of Bedfordshire Police, particular attention should be given to ensuring the appointment of a Principal Analyst, developing a career structure for analysts and enhancing the levels of resilience of analysts to abstraction.	A new analytical structure has been introduced that will improve the analytical capacity of the organisation. It will also enhance resilience in certain key intelligence functions and will provide a career structure for intelligence analysts. A Principal Intelligence Analyst was appointed in November 2002.

Appendix 1

NIM overview

NIM is the product of work conducted by the National Criminal Intelligence Service (NCIS). It purports to represent the collected wisdom and identified best practice in intelligence-led policing and allied law enforcement.

The model builds on existing processes and utilises current good practice to facilitate the development of a corporate approach to intelligence. The Force has invested in the model by increasing the number of staff dedicated to intelligence and is developing many new practices and skills in analysis. This will serve to enhance the flow of intelligence between divisions and departments. NIM will also make the sharing of

intelligence, both regionally and nationally, more effective. The framework includes common practices, products, terminology and more clearly defined job roles.

The NIM process forms an integral part of the Force business planning cycle, annual Policing Plan and the formulation of government and local objectives. NIM is at the hub of the Force's Reassurance Strategy. The National Policing Plan states that NIM should be implemented by all forces to commonly accepted standards by April 2004 at the latest.

11. Summary of Financial Implications

Recommendation	Capital cost £000	Revenue cost £000	Saving		Total saving (cost) £000	Note
			Cashable £000	Non-cashable £000		
Introducing the concept of Total Pattern Analysis	Nil	Nil	Nil	75	75	Assumes a 3% reduction in the number of incidents following the full implementation of NIM.
Evaluation of the Force analytical capacity	Nil	59	Nil	83	24	Savings generated by the release of three police posts. The offset cost is calculated on the basis of a scale 6 (midpoint) civilian support analyst earning £19,707 p.a. Recruiting and retaining analysts following the introduction of a career structure will realise savings of £15k per staff member in recruitment and training costs.
Evaluation of the Bedfordshire Police briefing methodology	Nil	Nil	Nil	105	105	Generated from the release of police officer time and the redeployment of staff to higher priority tasks.
The implementation of a corporate tasking meeting	Nil	Nil	Nil	40	40	Generated from the release of police officer time and the redeployment of staff to higher priority tasks.
The adoption of a robust Repeat Victimisation policy	Nil	Nil	Nil	19	19	Assumes an improvement in performance to a level equivalent to the national average for repeat offences of domestic violence. An improvement to top quartile position would generate savings of c. £28k p.a.
TOTAL	Nil	59	Nil	322	263	

Overview of generic NIM benefits

NIM is intended to improve levels of community safety, reduce crime rates and aid the control of criminality and disorder. The difficulty in a model of this nature is to determine a causal link between review recommendations and identifiable business benefits.

A number of generic business benefits have been identified by NCIS¹⁴:

- *Standard Intelligence Products* that will allow business planning and resource allocation to develop an improved level of focus;

- *Developing a tasking and co-ordination* process to give a clearer and wider picture of intelligence products that will facilitate management decision making;
- *Improved business planning* leading to better value for money as the more important targets are tackled first;
- *Meeting the requirements of the Crime and Disorder Act* as local problems can be comprehensively described and accurately assessed; and
- *Compliance with the Human Rights Act 1998* as the application of the model establishes 'proportionality' in the investigation of criminality.

¹⁴ The National Intelligence Model, NCIS, 2000



Deployment

incorporating Societal Problem Recognition
and the National Intelligence Model

Best Value Review



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