



STRATEGIC POLICING AND CRIME BOARD

7 November 2017

Confidence and Satisfaction

PURPOSE OF REPORT

1. The purpose of the report is to provide members of the Strategic Policing and Crime Board with an update on performance against priorities set out in the Police and Crime Plan under the theme 'Building Trust and Confidence in our Police'.

INTRODUCTION

2. Section 1 - Introduces Procedural Justice, which focuses on the way police and other legal authorities interact with the public, and how the characteristics of those interactions shape the public's views of the police, their willingness to obey the law, and actual crime rates¹.
3. Procedural Justice identifies four central principles; treating people with dignity and respect; giving citizens a 'voice' during encounters; being neutral in decision making; conveying trustworthy motives.
4. These four principles are key to understanding how the behaviour of police officers and staff is received by the community and how interactions can be improved to increase trust and confidence of citizens.
5. Section 2 – Introduces the Active Citizens Project, which was commissioned as part of WMP2020 Change Programme, to look at how WMP could engage with citizens differently to collect feedback on *Confidence and Satisfaction*. This included options on how digital technology could be used to enable more regular and responsive feedback. As a result of the recommendations, WMP has made significant changes in how confidence and satisfaction data is collected.
6. This report outlines the changes, including the current status of data collection, how a new baseline will be established and the next steps in terms of how WMP will use the data to understand and improve confidence and satisfaction within the diverse communities of the West Midlands.

¹ <https://trustandjustice.org/resources/intervention/procedural-justice>

SECTION 1 - FAIRNESS IN POLICING

PROCEDURAL JUSTICE PROGRAMME

Origins and Background

7. There is a specific emphasis within West Midlands Police Strategic Intent, Force Values, objectives within the DCC Ambition Plan, operational objectives and the stated commitment within the West Midlands Police and Crime Plan that;

West Midlands Police will explore and embed research into procedural justice into its work to improve confidence by making sure that fairness, dignity, respect and transparency of decision making is fully integrated into its processes. That work will improve police contact with the public.

8. Complementing this focus, the aim of WMP's Fairness in Policing approach is to operationalise, integrate and embed procedural justice theory and its associated principles across WMP to enhance levels of public perceived police legitimacy. Furthermore, capturing the evidence base associated with Organisational Justice Theory there is also an ambition to impregnate 'fairness' principles across the policies, practices and internal mechanics of the whole organisation to improve workforce perceptions of fairness and levels of organisational citizenship. The scale of this approach is unprecedented in policing.
9. This project specifically aims to bridge the public legitimacy gap externally amongst the communities that WMP serves and also internally amongst our staff. The ambition is to integrate the evidence based principles of procedural justice and organisational justice into everything WMP do internally and externally. This is unique in policing and reflects a very different approach from previous policing efforts that have primarily focused on testing and implementing procedural justice and organisational justice principles within the tight confines of discrete/niche areas of policing i.e. road traffic encounters. The intent to influence the macro level associated with this project is entirely different and unprecedented in policing.

Why is this approach necessary?

10. There are three drivers that have stimulated this concerted approach to embedding procedural justice principles within WMP;
 - Feedback from our communities indicates that there is a legitimacy deficit that exists between the public and WMP.
 - Internally, within WMP, there are some concerns amongst our staff regarding levels of respect, perceptions of fairness, recognition of contribution, relationships with leaders, sense of identity and perceptions of individual and group value that is affecting internal legitimacy.
 - WMP is committed to preventing and reducing crime. Procedural justice based research illustrates that the application of procedural justice based policing interventions promote better levels of individual compliance and also activism amongst the public to support the police in delivering crime reduction and control.

Implementation of procedural justice approaches could support greater crime reduction and prevention moving forward.

11. The Fairness in Policing approach aims to address these gaps and also seize opportunities.
12. The bedrock of the proposed improvement activity is focussed on the operationalisation of two main social science based theoretical veins, which when applied and integrated form the foundation of this project; Procedural Justice and Organisational Justice.
13. Evidence based research demonstrates that both influence on the one hand, levels of externally facing police legitimacy and on the other levels of inward facing organisational citizenship.

What is Procedural Justice?

14. Procedural justice theory seeks to understand individuals' reactions to the use of power and authority. Increasingly well evidenced by a growing body of international work-procedural justice theory suggests that when people are interacting with others who have power over them they are intensely attuned to the fairness of the process through which the interaction takes place. The term 'procedural justice', may, at first blush, be interpreted as something that is technical, complex, process orientated and bureaucratic. It is in fact highly relational- a form of social interaction.
15. Studies demonstrate that fairness in this context means experiencing four things;
 - **Dignity and Respect** - people value having respect shown for their rights and for their status in society. The public are very concerned that in the process of dealing with the police, their dignity as people and as members of society is recognised and acknowledged.
 - **Neutrality** - being balanced and unbiased. The public are influenced about judgements about the honesty, impartiality and objectivity of authorities.
 - **Voice** - the opportunity to participate in the issue, the problem or conflict, by presenting their suggestions about what should be done. Being listened to, to convey a sense of value.
 - **Trustworthiness** - people will judge and look for situational cues that communicate information that authorities are benevolent and caring, are genuinely concerned about their situation and needs.
16. The experience of fair treatment (the systematic application of the four components described above) encourages a mutual sense of trust between the parties involved. When people experience procedural fairness during an interaction with a power holder they are more likely to accept final decisions or conclusions reached during an encounter, more likely to be confident in the authority and to support and cooperate with it in the future and more likely to grant it legitimacy.

Work to date

17. Against the backdrop of these strategic ambitions, a small team were commissioned by the Chief Constable in April 2016 with undertaking research to identify the strength of the evidence base associated with procedural justice theory and its impact on levels of

public legitimacy. A research paper detailing the public, people and organisational benefits along with ten reasons for opportunities for change was submitted to Command Team in June 2016.

18. The Chief Constable endorsed the findings within the research paper and further commissioned the team to undertake a baseline assessment of the existence/application of procedural justice principles within WMP. At the specific request of the Chief Constable a significant focus was given to eliciting and understanding in more detail the public perceptions of police legitimacy. This wide ranging consultation incorporated;

- Engagement with six Independent Advisory Groups
- Engagement with Stop and Search Scrutiny Panels
- The establishment of a Black Community Reference Group
- One to one discussions with victims of crime
- Engagement with Police and Schools Panels
- A young people (13-18 years) survey involving 4000 students from across schools in the Birmingham area
- WMP led young people events in each of the Local Authority areas
- A force wide young people event attended by 300 young people from across the West Midlands

19. From the subsequent baseline findings and extensive engagement, a small scoping team were tasked with then completing a third phase of work which related to constructing a route map detailing an early view of delivery, detailing a range of ideas and activities that could be undertaken to ingrain procedural justice principles across WMP.

20. Since the establishment of a Fairness in Policing project team in September this year, this route map has been refined, updated and prioritised to incorporate a range of activities that are focused on delivering a greater procedural justice and public legitimacy impact.

Planned activities

21. Following the presentation of the scope of the first year of work to the Chief Constable there are a range of activities being undertaken in support of embedding the procedural justice principles within WMP. These activities are being progressed with a view to enhancing and improving public perceptions of legitimacy. In brief these include;

- **Baselining levels of public legitimacy** – WMP does not currently routinely measure public perceptions of police legitimacy or procedural justice. Intensive work with academic partners alongside representatives from the PCC's office has resulted in the design of a survey, *Listening to the Public Voice*, containing validated and tested legitimacy based questions. A baseline understanding of public perceptions will be established in the first instance (**See Section 2 – Surveys**).

- **Body Worn Video** – supporting the wider roll out of this valuable technology to operational staff, part of the training delivery will include lesson plans covering procedural justice principles alongside behavioural checklists that will guide officers during deployment of the technology. All these evidence based interventions are being employed to improve the quality of interactions with members of the public.
- **New Ways of Contact** – as part of the developing thinking associated with the next stages of the Channel Strategy, project team members from the Fairness in Policing team are working directly alongside representatives from the New Ways of Contact project team to shape and design procedural justice inspired messages, language and ‘nudges’ that will positively influence the virtual interaction or quality of experience members of the public will have when they interface with WMP via digital means.
- **On boarding of staff** – the importance of treating the public in a procedurally fair manner and the positive influence that this plays in influencing citizen perceptions of police legitimacy will be described and illustrated to all staff on joining WMP. The evidence shows the importance of educating staff on these important principles at the very start of their professional career to embed the necessary attitudinal, behavioural and cultural impact. The work has already commenced on researching and designing lesson plans, learning materials, evaluation processes both classroom and operational based, alongside other measurement tools that are reflective of the importance of procedural justice principles and effects on levels of public legitimacy, co-operation and compliance.

External Communications and Engagement Plan

22. The Fairness in Policing project aims to improve perceptions of legitimacy externally amongst the communities that WMP serves. At the heart of the project therefore, is the Communications and Engagement plan, which covers a wide range of activities across the force area.

23. Coordinated by a full time Stakeholder and Engagement lead, the agreed activities that aim to elicit an understanding of public perceptions of police legitimacy but also improve the frequency and impact of public voice within WMP include:

- **Social media and web based approaches** - working closely with Force Corporate Communications, opportunities will be taken to engage and capture the public voice and perceptions of procedural justice and legitimacy through recognised social media channels and web page.
- **Community Reference Groups** - there will be a continuation of the current community reference group representing the black community, whilst creating three further force wide groups to represent some of the key diverse populations within the force area including:
 - Youth voice
 - Muslim women
 - LGBT

- **Engagement with further and higher educational institutions** - emphasis on developing better relationships and dialogue with the student community. Capturing and harnessing the student voice into future WMP service design and delivery approaches.
- **Community Advisory Groups** - the co-design and introduction of a community advisory group process that will support both the force misconduct and complaints processes and also the control room function within Force Contact. This will improve public perceptions of transparency and legitimacy associated with the respective processes, an understanding of risk assessment processes and the supporting rationale for decision making.
- **Neighbourhood Policing** - design and launch a randomised control trial within our neighbourhood policing units. This will seek to test new procedural justice interventions in communities demonstrating low levels of police legitimacy versus a business as usual approach. Dialogue and interaction with residents within those communities will seek to measure and capture public attitudinal and perception based changes over time as a result of interventions.
- **Promotion processes** - representatives from our BME communities will act as observers and also as trained assessors within all forthcoming promotions processes. This provides an opportunity to build the public view into the selection of future police leaders and improve public perceptions of the legitimacy and transparency of the processes.

Summary of future work

24. To support the first year of work associated with Fairness in Policing, a careful scoping exercise has been undertaken. This wide ranging scoping exercise has been essential to support the prioritisation of key pieces of work alongside the timings of other planned organisational 'business as usual' activities and the WMP2020 change programme.

25. The identified priorities for the remaining eleven months that have a clear and direct correlation to delivering greater levels of public legitimacy through procedural justice inspired approaches are now agreed. Some examples of the range of future activities include:

- **Extending the baselining of public perceptions of legitimacy** - this will involve a three point baseline covering the HMIC recommended areas of initial contact, initial response and investigation stage to also include victim satisfaction and Domestic Abuse satisfaction surveys (**See Section 2 – Surveys**).
- **Performance Framework** – working with key stakeholders to identify how and where baseline measures can be integrated into the existing force performance framework via MiPatch.
- **PSD** – supporting PSD during a full-scale review of how WMP deal with complaints, performance, misconduct and organisational learning together with the department's communication and performance measures. Throughout the review an emphasis will be given to identifying where and how procedural justice principles can be incorporated to improve both officer and public experience. Similarly, where staff and public voice can be employed across the full spectrum of PSD.

- **Leadership, Performance and Talent** - People and Organisational Development is this year embarking upon a new promotions process across all ranks, a new leadership programme for established leaders, coaching and mentoring, force-wide induction, a new performance framework and approaches to various talent initiatives including fast-track, direct entry and Police Now. The Fairness in Policing project will be supporting each new piece of work to infuse the procedural justice principles throughout each of these important elements ensuring that there is an awareness, acceptance, adoption and advocacy associated with these principles and philosophy from our future leaders.
- **Operational Learning** – A review of the full operational learning curriculum has taken place. The prioritisation of key lessons that will have the principles weaved throughout their content is being undertaken. This will begin with public safety training, public order and detective training. These courses have been selected as priority areas as they all involve a high degree of exposure to and interaction with the public. The way in which and process through which public encounters are conducted is critical to securing and maintaining levels of public legitimacy.
- **Force Response** - officers within Force Response are often the first contact that many members of the public have with WMP. A key strand of work will involve the production of induction materials, lesson plans, behavioural checklists and operational scripts that officers can utilise to support the delivery of procedural justice based approaches during interactions with members of the public. Evidence has shown the positive public legitimacy benefits that can be accrued through such approaches.

SECTION 2 - SURVEYS

CONFIDENCE SURVEY

26. Under the Active Citizens work stream of WMP2020 it was recommended that the *Feeling the Difference* survey (a face-to-face survey completed every six months by a 3rd party), was replaced with an online general survey called *Listening to the Public Voice*, which started in October 2017 and will run continuously. The online survey has produced a significant cost saving to WMP, with reductions in (external) staffing and surveying costs resulting in almost a million pounds of savings over a 5 year period². The survey proposal was agreed through the Organisational Delivery Board and was finalised following consultation with stakeholders including West Midlands Police and Crime Commissioner.
27. To accommodate the methodology change, the online general survey is significantly different to the previous *Feeling the Difference* survey and will not provide a continuation of longitudinal quantitative measures³. It is likely the results will show a different confidence level measured in comparison to that shown in the previous *Feeling the Difference* survey. It is essential that all stakeholders are aware that a new base line will need to be created and that the surveys should not be directly compared. In order to establish a new baseline, a data set that is statistically significant and representational of WMP demographics will be required. Citizen uptake will determine when the first set of results can be analysed and reported upon. However, the changes will enable access for a greater number of citizens to voice their opinions, providing feedback from a more diverse population of the West Midlands Community.

² Active Citizens Closure Report (February 2017 project board approved – currently with WMP2020 PMO to close via OCB)

³ The 'Confidence' measure will remain in the survey, but new results will not be directly comparable to FTD.

28. The survey is estimated to be around 10 minutes in length, with demographic questions largely pre-filled⁴. Questions will not be *forced response*, which encourages a greater return of submissions. The survey will be sent via e-mail to all WMNow sign ups (currently 30,000 members) and will be advertised via social media outlets such as Facebook and Twitter. The advantage of using a digital survey (and advertising campaign) is that the numbers of population that it can reach are not restricted by time or cost.
29. Questions have been developed in consultation with Professor Ben Bradford⁵ and seek to assess Procedural Justice Theory and to understand individuals' reactions to the use of power and authority. This is a crucial piece of activity for the *Fairness in Policing Project*, as the findings of this survey will underpin the baseline of future project activity, as we seek to embed the Procedural Justice principles internally across the force. The principles will also dovetail and weave through our organisational public engagement work.
30. The questions will test:
- **Trust** (fairness/intentions and effectiveness)
 - **Legitimacy** (normative alignment, duty to obey, and relational identification with the police, which can be considered another aspect of legitimacy)
 - **Cooperation**

Using the key predictors:

- Perceptions of disorder
 - Social cohesion/collective efficacy
 - Victimisation
 - Worry about crime
 - Contact with police
 - Social identity/'belonging'
 - Demographics
31. Within the general perception survey there will be a question around confidence that replicates the question in the Crime Survey for England and Wales. Whilst not directly comparable to previous data points due to methodology change, this will provide insight into differences in confidence between the West Midlands communities.

VICTIM SATISFACTION SURVEYS

32. The previous *Contact Counts* survey (a structured telephone survey providing feedback from victims of crime and anti-social behaviour) had been designed to fulfil the mandatory requirements of the Home Office Annual Data Return (ADR). As part of the Curtis Review, this requirement was removed, as the process was seen as target driven. However forces are still required to evidence how they seek feedback from service users

⁴ Where the survey is completed by people already registered to WMNow (which should be most respondents to this survey), demographics will be pre-filled from the database.

⁵ Professor Ben Bradford is an LSE Fellow at the Methodology Institute, London School of economics, specialising in research concerning police trust and legitimacy, police-public encounters and opinions of the police.

and demonstrate how to use that feedback. The Curtis Review recommends the use of measures (or indicators) to do this, which are simply a source of information that can help users of performance data make informed decisions⁶.

33. The Active Citizens work stream recommended three surveys to fulfill the feedback requirement, which aim to provide WMP with appropriate measures to inform of current satisfaction levels and areas for development. Similar to the Confidence Survey, a baseline will need to be created from a diverse section of the community before the first set of results can be analysed and reported on.

General Victim Satisfaction survey

34. When a victim's email address is captured and no vulnerability issues identified, they will receive an email six weeks later inviting them to participate in the online Victim Satisfaction Survey.

Domestic Abuse Victim Satisfaction survey

35. The Domestic Abuse Victim Satisfaction Survey follows a similar process to above, but includes additional safety measures. Officers/staff will confirm with the victim that their email address is a safe form of communication prior to sending the victim survey. This forms part of the force's requirement under the Annual Data Return (Service Improvement Survey – Domestic Abuse).

101 Caller Satisfaction Survey

36. After a call has concluded, a text message will be sent to the participant who will be asked 5-6 questions on their experience. This data will be available to be analysed in near real time to allow for supervisors within Force Contact to be able to service recover poor experiences. This also provides instant feedback to staff, so development opportunities can be identified straight away.
37. Participants for these surveys do not need to be signed up to WMNow but will be encouraged to do so at the end of the survey.
38. The online survey will be complimented by surveys that are uploaded onto mobile devices, which can be completed as part of general connect and build activities and can be prioritised at certain events, (e.g. Birmingham Pride) and within typically hard to reach communities, or those where we have received a particularly low response rate.
39. Areas identified that will be part of phase 2 around gaining insight into customer experience include gaining feedback at point of primary response and where investigations have been undertaken by the initial investigation team.
40. Amalgamating results from all of the above data sources will provide a baseline which the force can use to measure the following thematic areas:
 - **Legitimacy** –Four Fairness in Policing principles (*See section 1 - Procedural Justice*):
 - Public Voice

⁶ Curtis, I (2015) *The Use of Targets in Policing*. Home Office

- Neutrality
 - Dignity & Respect
 - Trustworthy Motives
- **Public Satisfaction** - PCC's Police and Crime Plan
 - **Confidence** - PCC's Police and Crime Plan and understanding of disparities
 - **Effectiveness of Service**
 - **Perceptions of Safety/Fear of Crime**

ADDITIONAL MEANS OF CAPTURING CITIZEN FEEDBACK

Digital Channels

41. As part of the Digital Experience for Citizens project (DEC) the launch of the new Citizen Portal in July 2017 has enabled a number of new ways to get in touch and provide feedback.
42. **Website feedback** - to enable WMP to improve how the website works in order to better meet the needs of citizens. Since the launch, the website has received over 170 points of feedback, including ideas for new webpages, informing of broken links, offers of assistance and 'new feature' ideas. The feedback is reviewed daily, allowing for quick fixes to be resolved and more detailed comments to be reviewed through the DEC Project Board, which is attended by representatives of the Police and Crime Commissioner.
43. **General feedback** for citizens via the website:
 - **Give a compliment** – 131 compliments have been received in 3 months, thanking officers and WMP for the service provided. Feedback has been received concerning the way officers and staff have handled a large variety of incidents including terrorism arrests, domestic abuse, suspicious deaths, road traffic collisions, burglary, anti-social behaviour, partnership working and general patrol. The compliments are initially handled by the Professional Standards Department (PSD) who use the feedback to inform the force on what matters to the public and identify positive behaviours. Corporate Communications also promote the compliments internally to staff, to provide positive feedback on encounters with the public.
 - **Make a complaint** – Members of the public are able to obtain the national complaint form on the website and submit it to PSD. Appeals can also be submitted through the website.
 - **Report Corruption** – Members of the public are able to report allegations of corruption through the website, which is securely sent to PSD. This can be completed anonymously.

WMP2020 Customer Journeys

44. As part of the WMP2020 Blueprint work in 2014/15 a number of customer journeys were created. These journeys showed typical paths which a citizen might take when interacting with the force and illustrated some of the pain points that might be experienced. It was then mapped out how WMP2020 would impact and improve the experience of citizens. WMP recently conducted an exercise to review these journeys and involved citizens, partners and businesses to understand whether the gap had been closed in terms of experience and how it had improved. This exercise identified a number of reported areas of improvement, particularly in relation to the way that WMP has been working with partners and delivering a more seamless experience for victims. However, the exercise also provided insight into a pain point for members of the public and our partners, in that there are still significant differences in service levels received from varying WMP departments. An executive summary of findings from this exercise has been collated. WMP expect to repeat this exercise in line with WMP2020 project delivery, reviewing the customer journeys once all change has been implemented and embedded. This work will be completed as part of the current *New Ways of Investigating* (NWOI), *New Ways of Responding* (NWOR) and *New Ways of Contact* (NWOC) programmes.

Participatory Budgeting

45. Participatory Budgeting engages and empowers citizens in discussions on public budgets. It has a proven track record of increasing levels of participation, engagement and empowerment in a range of community settings across the world.

46. The Police and Crime Commissioner in partnership with WMP has set up the Active Citizen Fund as a fixed amount of money generated from POCA (Proceeds of Crime Act) funding, to allow public decision making in relation to commissioning services in response to identified community issues (participatory budgeting is the process used).

47. This has already proven over the last 18 months to empower communities and get more people involved by developing Active Citizens. This is allowing neighbourhood teams to deliver against WMP vision to listen to and involve citizens in policing by empowering them to build community resilience in order to create safer communities.

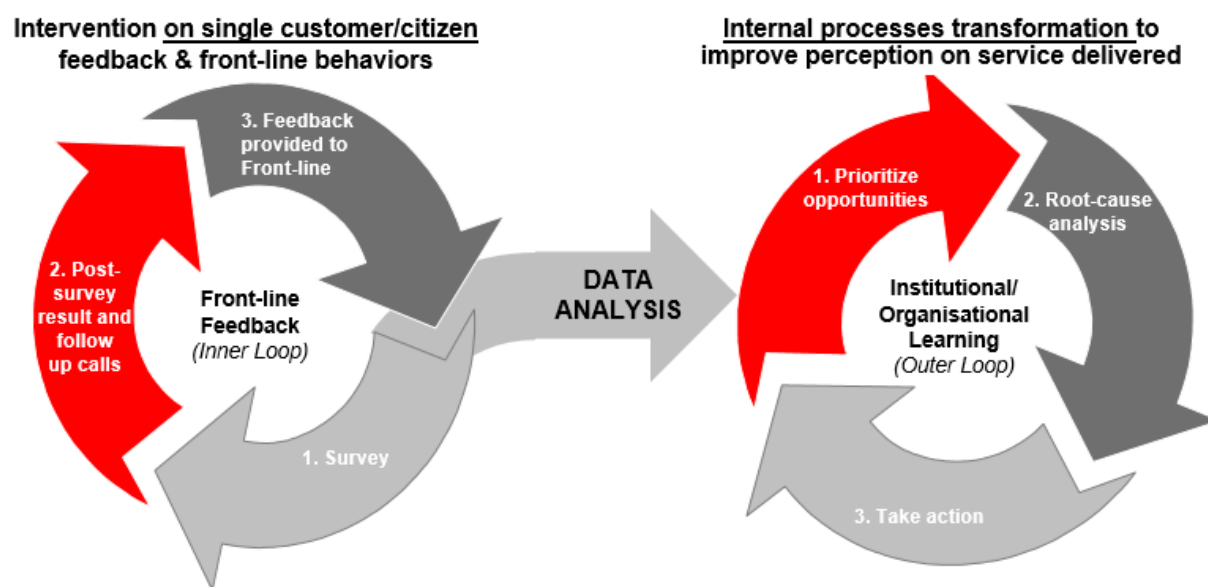
48. Neighbourhood police officers and PCSOs have recently embarked on a training programme to further develop their community engagement skills. The training allows them to plan, organise and run World Cafes, which act as a listening tool allowing police and communities to identify the key issues of concern. The second part of the training allows the learners to use participatory budgeting with communities in response to the issues identified in the World cafes.

49. This approach is in line with WMP Fairness in Policing work. It gives communities a voice and trusting citizens in this way has a big impact on their respect for and engagement with policing in the community, ultimately building confidence and satisfaction.

NEXT STEPS AND EVOLUTION OF CITIZEN FEEDBACK

50. The next steps in the evolution of citizen feedback at WMP will focus on how WMP should use the feedback on citizen satisfaction levels collected through different multi-channel sources, methodologies and tools, to identify and prioritise actionable steps to improve the services provided by the force and as a result enhance the citizen experience.

51. WMP consulted with customer services experts from Accenture to better understand how feedback should be used to boost citizen satisfaction and confidence in the West Midlands. It has been identified that greater consistency of how feedback is collected and a strategy around targeting high-value citizens/interactions is required. It is recommended that WMP develops a plan to action citizen feedback, such as the *Closed Loop* approach (see diagram 1).
52. Developing a Closed Loop model will allow WMP to capture feedback/information efficiently and analyse effectively, to identify informed actions to be taken, gathering more feedback and developing further actions to maximise customer/citizen experience.
53. The Closed Loop approach consists of an inner loop and an outer loop that are linked by data analysis. The 'inner loop' refers to intervention on individual citizen feedback and front-line behaviours (e.g. front-line officers). Once enough data has been gathered (e.g. feedback from individual citizen interactions with officers), this information can be analysed to inform the 'outer loop', which refers to organisational learning and internal processes transformation to improve perception on services delivered (see diagram 1).
54. Diagram 1: "Closed Loop" Approach to Citizen Feedback



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55. The next steps involve further exploring how WMP can apply this framework and making sure a robust governance process is in place to foster accountability and provide rigour to the structure. This could, for instance, be modelled on pre-existing WMP governance frameworks such as the Organisational Learning Board, Force Tactical Delivery Board and Local Policing Governance Board. Where citizen feedback demonstrates a particular geographical/departmental trend, the feedback loop should be contained within forums such as departmental Quarterly Performance Reviews.

FINANCIAL IMPLICATIONS

56. The change in surveying methodology has resulted in savings of approximately £1m to the force over 5 years.

LEGAL IMPLICATIONS

57. None noted

RECOMMENDATIONS

58. The results of the survey will be available at the start of December. It is recommended that a further update on the service and satisfaction data be provided for December SPCB following the completion and analysis of the results.

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