

**CUMBRIA POLICE AUTHORITY
Policing Plan and Best Value Committee**

23 November 2005

Agenda Item No 7

BEST VALUE REVIEW PROGRAMME OCTOBER 2005 - MARCH 2006

A report by the Chief Constable

1. SUMMARY

The Best Value Review of User Satisfaction has already been completed in this financial year. This report outlines the proposed programme for Best Value and Improvement Reviews from October 2005 to March 2006.

A review programme was developed based on risk and performance issues arising from the analysis and evaluation of the organisation, identifying areas for improvement and prioritising these according to policy¹. Detail is attached at Appendix 1 for your information.

The impact of O'Connor's Force Structure report has necessitated a re-think of the approach to the review programme. Until the current stage of consultation regarding force structure is complete (at the end of December 2005) and decisions regarding implementation have been made, it is proposed that the programme should concentrate on issues that help commanders improve performance by initially carrying out Improvement Reviews, which will feed into a Best Value Review.

As part of the organisational analysis, inspections and audits scheduled for this year were assessed - there are no areas of duplication with the proposed programme.

Strategic Development is developing an approach to inspections which will coordinate with Best Value reviews.

Decisions regarding the areas for improvement identified for support services (Appendix 1) should be taken early in 2006, and fit in with the Constabulary's approach for implementing the reorganisation of forces. Consideration should be given to taking every opportunity to apply best value criteria to the work, so that the Authority can continue to meet its statutory duty for Best Value, should it be required.

The benefits of adopting this approach to the review programme are:

- i. It provides flexibility to free up appropriately skilled and experienced Best Value staff to work on the collaboration project(s).
- ii. The Constabulary can continue to ensure that solutions are the right ones for Cumbria (effective, efficient and most economical).
- iii. It supports the Authority's statutory duty to carry out Best Value.
- iv. It contributes to maintaining and improving performance through a period of great change.

¹ Best Value Policy and Strategy Handbook, Prioritisation Matrix, August 2003

2. RECOMMENDATIONS

- i. That Policing Plan and Best Value Committee approve a Best Value Review of Anti-Social Behaviour, beginning in Q4, 2005/6. The committee should note that the scope of the Best Value Review will be informed by the results of the Violent Crime and Criminal Damage Improvement Reviews.
- ii. That Policing Plan and Best Value Committee note the Improvement Review programme identified for October 2005 – March 2006, as outlined below:

Improvement Reviews	<ul style="list-style-type: none">▪ Violent Crime Analytical Review▪ Criminal Damage Analytical Review▪ IT Improvement review (due for completion December 2005)▪ Organisational Support (collaboration with Lancashire)
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3. DETAIL

Report attached.

Michael Baxter
Chief Constable

3. Drivers for change

- i. Best practice and current guidance from the Home Office² states that the Authority should regularly revisit and amend the programme of work taking into account local circumstances and priorities.
- ii. The current political climate resulting from major national projects – O'Connor Force Structure Report (Closing the Gap2) and the Police Efficiency Group - that will change the way the Constabulary operates at many levels.
- iii. Difficult efficiency targets of 3%, of which 1.5% must be cashable.
- iv. Performance failure in certain areas (rising offences and failing to meet existing targets), which needs to be addressed

4. Details

The following reviews were identified as the highest priority:

4.1 Improvement Reviews

Improvement Reviews will seek to inform and support BCU performance. They will coordinate with work carried out by Performance Inspectors (who are likely to be involved) and will not duplicate the work of analysts.

a. Violent Crime Analytical Review

To determine which specific processes of violent crime require more detailed review in order to improve Constabulary performance. Review will take into account current work emanating from Performance Development Conference (PDC) and evaluate initiatives already undertaken (e.g. Regulate, Hammered). Information is likely to inform the scope of the anti-social behaviour review.

b. Criminal Damage Analytical Review

To determine which specific processes of criminal damage require more detailed review in order to improve Constabulary performance. Criminal damage is a signal crime for antisocial behaviour, is part of PDC (but has no targets) and will shortly be reported on iQuanta. Criminal damage makes up 30% of all crime, but detection rates are not currently reported at PDC. Information is likely to inform the scope of the anti-social behaviour review.

c. Organisational Support (collaboration with Lancashire)

Consultation with Lancashire identified that they are planning to carry out a review of Organisational Support beginning in January 2006. The aim has not yet been agreed, but is likely to be 'What do Operational Commanders need to support them?' – very similar to the Constabulary's Empowered BCU review carried out last year.

Should Lancashire go ahead with this review, this paper proposes that we

² Home Office Best Value and Planning Guidance, August 2003.

collaborate with Lancashire – Cumbria’s part being a light touch Improvement Review.

The advantages of collaboration would be:

- i. The Constabulary could offer Lancashire the benefit of skills and lessons learnt.
 - ii. An agreed BCU model could be applied across both constabularies, facilitating easier implementation of the outcome of the national reorganisation of forces.
- d. IT Improvement Review (due for completion December 2005)

Evaluate the performance of the IT Improvement review to date, identify barriers to success and make recommendations on how and whether it should be taken forward. Calculate any efficiencies generated from process changes already made.

4.2 Best Value Review of Anti Social Behaviour

The Violent Crime and Criminal Damage Improvement Reviews, together with a public survey to find out what aspects of anti-social behaviour concerns them most would inform a Best Value review of Anti-social Behaviour. This review is planned to commence in Q4, 2005/6, once these reviews were completed. At that stage, the results of the force structure consultation will be known and the Authority would be able to reassess the value of carrying out such a review at that time.

Proposed aim:

To identify aspects of anti-social behaviour which most concern the public and recommend solutions to address them.

Reasons why the Constabulary should review antisocial behaviour are:

- i. Public consultation identifies antisocial behaviour as a top priority for worry (60%) and preference to tackle (62%).
- ii. Neighbourhood policing is a mission critical priority identified by National Policing Improvement Agency.
- iii. It is a strategic priority.
- iv. It is a major government initiative - Respect Agenda, Youth Matters and other legislation.
- v. Identified by staff as a priority in internal consultation.
- vi. It is an outward facing review that would have a strategic impact on services provided.
- vii. May have direct impact on performance for some categories of violent crime and criminal damage.
- viii. May raise issues and provide solutions around the effectiveness of partnerships.

Strategic Development has commissioned a survey to determine what the public identifies as anti-social behaviour.

4.3 Reviews on the 'waiting list'

The prioritisation process has identified the following which are on the list of reviews to be carried out next :

Improvement Reviews	Training NIM2 Neighbourhood Policing
Best Value Review	Leadership and Supervision (Inspectors and Sergeants)

5. Consultation

Chief Officers, Commanders and Directors have all been consulted for their ideas on which reviews to undertake.

Strategic Development staff, including Performance Inspectors based in BCUs, validated the identified areas for improvement and made recommendations for additional areas to be included.

The views of Chief Officer Group, ACC (ODP) and Strategic Development Director are reflected in this paper.

Appendix 1 - Analysis and Evaluation

1 Methodology

The programme has been developed from an evaluation of the following:

- i. Organisational health (in particular, the strategic work programme, identified risks, baseline assessment, performance)
- ii. External influences (government papers, legislation and other initiatives)
- iii. Strategic Tasking and Coordination
- iv. Requests from the business.

Best Value and Improvement Reviews are then identified and prioritised according to policy.³ Details of all sources used can be found in Appendix 2.

Identified Area for Improvement	Indicators/Drivers	Yield efficiency ?	Is it a performance priority?	Appropriate fit with BV method?
Anti-social Behaviour	<ul style="list-style-type: none"> ▪ Public consultation – antisocial behaviour is top priority for worry (60%) and tackle (62%) ▪ Neighbourhood policing is mission critical priority identified by NPIA ▪ Strategic priority ▪ Govt initiatives – Respect Agenda, Youth Matters and legislation ▪ Identified as priority in internal consultation 	Unlikely	✓	Yes
Supervision/Leadership (Sgt/Inspector level)	<ul style="list-style-type: none"> ▪ Workforce modernisation agenda ▪ Current process and behaviours identified as strategic risk ▪ Root cause of lack of corporacy ▪ Root cause of many performance issues ▪ Identified as a barrier to successful implementation of change programmes. ▪ Has a negative effect on staff morale 	No	✓	Yes
Violent Crime Performance	<ul style="list-style-type: none"> ▪ Deteriorating performance ▪ Identified in 05/6 Baseline Assessment as deteriorating ▪ iQuanta MSF position is 8/8 ▪ Strategic priority ▪ Govt – Violent Crime Reduction Bill ▪ Have root causes been addressed? 	Unlikely	✓	Partial
Criminal Damage Performance	<ul style="list-style-type: none"> ▪ Deteriorating performance ▪ Scheduled to be included on iQuanta ▪ Makes up 30% of crimes (August 2005) ▪ Signal crime for anti-social behaviour ▪ What is Cumbria's detection rate? ▪ Part of PDC – but no targets 	Unlikely	✓	Partial
Training	<ul style="list-style-type: none"> ▪ Training identified by Baseline Assessment as major AFI - Lack of credibility of PDR system 	Unlikely	✓	Partial

² Best Value Policy and Strategy Handbook, BV Prioritisation Matrix.

Identified Area for Improvement	Indicators/Drivers	Yield efficiency ?	Is it a performance priority?	Appropriate fit with BV method?
	highlighted in BA and liP <ul style="list-style-type: none"> ▪ Identified as priority in internal consultation ▪ PDR policy review in Oct 2005 ▪ Constabulary's BVR conclusions identified all the issues highlighted by BA. 			
NIM2	<ul style="list-style-type: none"> ▪ Strategic priority ▪ Govt initiative ▪ Constabulary has been inspected and knows what is wrong ▪ Does Action Plan drive the necessary activity to improve and ensure effective ILP? 	No	✓	Partial
Neighbourhood Policing	<ul style="list-style-type: none"> ▪ Existing baseline available – LPTs and how we implemented them ▪ Need to learn lessons from implementation of LPTs to ensure effective corporate implementation of NP ▪ Neighbourhood policing is mission critical priority identified by NPIA ▪ Strategic priority ▪ Govt initiative 	No	✓	Partial
Drug Offences	<ul style="list-style-type: none"> ▪ Deteriorating performance ▪ iQuanta MSF All Crime position is 7/8 ▪ Strategic priority and control ▪ PDC reports– no impact yet 	Unlikely	✓	Partial
Road Traffic Collisions	<ul style="list-style-type: none"> ▪ Deteriorating performance for KSIs ▪ Identified as priority in internal consultation ▪ Public consultation – dangerous driving is second priority for worry (45%) and tackle (46%) ▪ Road Safety Bill and other government initiatives 	Unlikely	✓	Partial
CJU Staffing, Working practices and outcomes.	<ul style="list-style-type: none"> ▪ Request from business ▪ Old job descriptions still being used for recruitment 	Unlikely	✓	Partial
Warrants Management	<ul style="list-style-type: none"> ▪ Impact if North West regionally outsources this activity (loss of income to BCUs) ▪ Changes from government 	Unknown	✓	Partial
Partnerships	<ul style="list-style-type: none"> ▪ Request from business ▪ Ineffective partnerships are strategic risk ▪ Perception of lack of commitment from partners ▪ Are agreed protocols effective? ▪ How effective is joint performance accountability? 	No	✓	Partial
Crime Recording Process	<ul style="list-style-type: none"> ▪ Identified during User Satisfaction BVR – bureaucracy of telephone recording process and impact of auditing on capability Help Desks ▪ Identified as priority in internal consultation ▪ ABC – incident-linked paperwork (10.68%) 	Likely - minimal non cashable	✓	Partial

Identified Area for Improvement	Indicators/Drivers	Yield efficiency ?	Is it a performance priority?	Appropriate fit with BV method?
	<ul style="list-style-type: none"> ▪ Red grading in PSU inspection ▪ Perennial issue ▪ Strategic priority ▪ Crime data identified as organisational risk 			
Volume Crime Reduction and Investigation Performance	<ul style="list-style-type: none"> ▪ Deteriorating performance ▪ Identified in 05/06 Baseline Assessment identifies reduction of 10% in detection rates from 2004 ▪ iQuanta MSF All Crime position is 7/8 ▪ Strategic priority 	No	✓	Partial
Hate Crime Performance	<ul style="list-style-type: none"> ▪ Latest consultation with BME identifies this as problem area ▪ User Satisfaction BVR identified gap between satisfaction of white and BME users and involvement of BME in the surveying process (no difference is target) ▪ Government drivers re disabled ▪ Strategic priority (2) 	Unlikely	✓	No
IT Improvement review	<ul style="list-style-type: none"> ▪ Current timescale continues as planned to December 2005. ▪ Currently being evaluated ▪ Recommend way forward 	Yes Non-cashable	No	Partial
Propose that all the following should be reviewed as appropriate, once the results of the O'Connor Force Structure review and Police Efficiency Group (PEG) have been finalised in December 2005.				
Finance	<ul style="list-style-type: none"> ▪ Difficulty in recruiting to posts ▪ Police Efficiency Group have already developed business case for shared finance and HR support service centres ▪ O'Connor Force Structure Report recommendations likely to result in merger 	Yes Cashable , in medium/ long term	No	Yes
Payroll	<ul style="list-style-type: none"> ▪ Police Efficiency Group have already developed business case for shared finance and HR support service centres ▪ O'Connor Force Structure Report recommendations likely to result in merger ▪ Efficiency of current contract with Capita needs to be evaluated 	Likely Cashable in medium/ ong term	No	Yes
Printing	<ul style="list-style-type: none"> ▪ Police Efficiency Group have already developed business case for shared finance and HR support service centres ▪ O'Connor Force Structure Report recommendations likely to result in merger ▪ Budget – cost of recharging processes – potential to streamline 	Likely Cashable in medium/ ong term	No	Yes
Procurement	<ul style="list-style-type: none"> ▪ Police Efficiency Group have already developed business case for shared finance and HR support service centres ▪ O'Connor Force Structure Report recommendations likely to result in merger 	Likely Cashable in medium/ ong term	No	Yes
Fleet	<ul style="list-style-type: none"> ▪ Police Efficiency Group have already developed business case for shared finance 	Likely Cashable	No	Yes

Identified Area for Improvement	Indicators/Drivers	Yield efficiency ?	Is it a performance priority?	Appropriate fit with BV method?
	<ul style="list-style-type: none"> and HR support service centres ▪ O'Connor Force Structure Report recommendations likely to result in merger ▪ Budget – cost of recharging processes – potential to streamline 	in medium/long term		
Estates	<ul style="list-style-type: none"> ▪ Police Efficiency Group have already developed business case for shared finance and HR support service centres ▪ O'Connor Force Structure Report recommendations likely to result in merger ▪ Capita contract up for renewal – needs to be evaluated 	Likely Cashable in medium/long term	No	Yes
Human Resources	<ul style="list-style-type: none"> ▪ Police Efficiency Group have already developed business case for shared finance and HR support service centres ▪ O'Connor Force Structure Report recommendations likely to result in merger ▪ Performance not improving identified by Baseline Assessment 	Likely Cashable in medium/long term	No	Yes
Pay and Organisational structure	<ul style="list-style-type: none"> ▪ Discrepancies in job descriptions across Constabulary ▪ Unfavourable comparison with other forces ▪ Pay is major expenditure 	Yes	No	Partial
CRB/PNC process improvement to deal with increased capacity (arising from Bichard – increased requests and additional systems to check)	<ul style="list-style-type: none"> ▪ Request from business to reengineer processes within PNC/CRB as cost effective means of meeting increase workload ▪ Implementing Bichard is mission critical priority identified by NPIA 	Unlikely, but may minimise any additional investment required	No	No

The following requests for Best Value reviews have not been progressed for the following reasons:

Identified Area for Improvement	Indicators/Drivers	Reasons
Code of Practice for Information Management	<ul style="list-style-type: none"> ▪ Request from business to determine most cost effective approach to meeting the Code ▪ Implementing Bichard is mission critical priority identified by NPIA ▪ Codes are statutory 	<ul style="list-style-type: none"> ▪ Should be part of daily business for Information directorate
Command resilience	<ul style="list-style-type: none"> ▪ Request from business ▪ Removal of Chief Inspectors from Area and impact ▪ Impact of 24 hour BCU based Inspector cover 	<ul style="list-style-type: none"> ▪ Previous reviews have been carried out on Command protocol ▪ COG decision to have 24 hour cover
Special Branch – is it fit for purpose?	<ul style="list-style-type: none"> ▪ Request from business ▪ Level 2 capability is mission critical priority identified by NPIA 	<ul style="list-style-type: none"> ▪ Level 2 capability assessment ▪ O'Connor Force Structure Report will address this
Bid process for major resources	<ul style="list-style-type: none"> ▪ Request from business ▪ Bids refused but then granted 	<ul style="list-style-type: none"> ▪ Will be overtaken by implementation of O'Connor Force

Identified Area for Improvement	Indicators/Drivers	Reasons
	piecemeal throughout the year	Structure
BCU Management Structure	<ul style="list-style-type: none"> ▪ Request from business ▪ Negative comparison with other BCUs in the country 	<ul style="list-style-type: none"> ▪ Centralisation scheduled to be evaluated this financial year ▪ Will be overtaken by implementation of O'Connor Force Structure
Impact of centralisation decisions	<ul style="list-style-type: none"> ▪ Request from business 	<ul style="list-style-type: none"> ▪ Centralisation scheduled to be evaluated this financial year ▪ Will be overtaken by implementation of O'Connor Force Structure
CRB/PNC process improvement to deal with increased capacity (arising from Bichard – increased requests and additional systems to check)	<ul style="list-style-type: none"> ▪ Request from business to reengineer processes within PNC/CRB as cost effective means of meeting increase workload ▪ Implementing Bichard is mission critical priority identified by NPIA 	<ul style="list-style-type: none"> ▪ Not high enough priority as a review (minimal impact on force performance) ▪ Good candidate for collaboration

Appendix 2 – Sources

	Source
Organisational Health	<ul style="list-style-type: none"> ▪ Cumbria Police Authority and Cumbria Constabulary Strategy Plan ▪ Cumbria Police Authority Annual Policing Plan 2005/6 ▪ Draft Local Policing Plan 2004/5 ▪ PPAF Performance Indicators ▪ IQuanta comparative performance data ▪ Strategic Work Programme ▪ Risk Management Group papers and strategy ▪ Budget analysis ▪ Issues from other BVRs ▪ Public consultation survey 2005 ▪ Internal consultation survey 2005 ▪ NIM assessment ▪ HMIC Baseline Assessment 2005 ▪ NCPE programme ▪ ABC ▪ Priority Setting 2006/7 ▪ Medium Term Financial Plan ▪ Efficiency strategy and targets
External influences	<ul style="list-style-type: none"> ▪ Police Reform 1 and 2 ▪ National Policing priorities ▪ National Public Service Agreements ▪ Partners priorities ▪ Workforce Modernisation ▪ Scanning Reports May – August 2005 ▪ Feedback from HMIC Civilianisation Thematic ▪ Anti-Bureaucracy Taskforce Report ▪ PSU Empowered BCU Research Study ▪ Previous HMIC Inspection Reports ▪ Audit Commission ▪ O'Connor Force Structure report ▪ Police Efficiency Group- shared services agenda
Strategic Tasking and Coordination	<ul style="list-style-type: none"> ▪ Force Strategic Assessment June 2005
Requests from the business	<ul style="list-style-type: none"> ▪ Direct request to Directors, Commanders and Chief Officers for their views and ideas ▪ Issues suggested: <ul style="list-style-type: none"> ▪ Partnerships ▪ Code of Practice for Information Management ▪ Criminal Justice processes and performance ▪ Command resilience in BCUs ▪ Special Branch ▪ Bid process for major resources ▪ Impact of centralisation decisions ▪ CRB/PNC process improvement to deal with increased workload resulting from Bichard and Impact