

# NOTTINGHAMSHIRE POLICE AND CRIME PANEL

**Wednesday, 18 June 2014 at 10:30**  
**Kelham Hall, Newark & Sherwood District Council NG23**  
**5QX,**

**There will be a pre-meeting for Panel Members**  
**only at 9.30am in Meeting Room G23**

## **AGENDA**

- 1 Election of Chairman**
- 2 Election of Vice-Chairman**
- 3 Minutes of last meeting held on 28 April 2014** **5 - 14**
- 4 Apologies for Absence**
- 5 Declarations of Interests by Members and Officers:- (see note below)**  
(a) Disclosable Pecuniary Interests  
(b) Private Interests (pecuniary and non-pecuniary)
- 6 Review of Membership - Balanced Appointment Objective** **15 - 16**
- 7 Transforming Rehabilitation**  
Presentations on the local and national perspective
- 8 Work Programme** **17 - 26**

<b>9</b>	<b>Police and Crime Plan (2013-18) - Annual Report</b>	<b>27 - 66</b>
<b>10</b>	<b>Regional Collaboration Update</b>	<b>67 - 126</b>
<b>11</b>	<b>Estates and Front Counter Proposals</b>	<b>127 - 128</b>

## **Notes**

- (a) Members of the public are welcome to attend to observe meetings of the Police and Crime Panel. Please note that there is no opportunity for the public to speak at such meetings.
- (b) Nominations for the position of Chair/ Vice-Chair for the 2014/15 municipal year will be requested at the meeting. Nominations will need to be seconded. In the event of more than one nomination being received, voting will take place by a show of hands.
- (c) Declarations of Interests – Persons making a declaration of interest should have regard to their own Council’s Code of Conduct and the Panel’s Procedural Rules.

Members or Officers requiring clarification on whether to make a declaration of interest are invited to contact Keith Ford (Tel. 0115 9772590) or a colleague in Democratic Services at Nottinghamshire County Council prior to the meeting.

- (d) Members of the public wishing to inspect ‘Background Papers’ referred to in the reports on the agenda or Schedule 12A of the Local Government Act should contact:-

Customer Services Centre 0300 500 80 80

- (e) Membership

Councillor David Ellis – Gedling Borough Council

Mayor Tony Egginton – Mansfield District Council

Mr Rizwan Araf – Independent Member

Councillor Chris Baron – Ashfield District Council

Councillor Eunice Campbell – Nottingham City Council

Councillor David Challinor – Bassetlaw District Council

Councillor Georgina Culley – Nottingham City Council

Councillor Glynn Gilfoyle – Nottinghamshire County Council

Mrs Christine Goldstraw OBE – Independent Member

Councillor John Handley – Nottinghamshire County Council

Mrs Suma Harding – Independent Member

Councillor Neghat Khan – Nottingham City Council

Councillor Pat Lally – Broxtowe Borough Council

Councillor Bruce Laughton – Newark and Sherwood District Council

Councillor Keith Longdon – Nottinghamshire County Council

Councillor Debbie Mason – Rushcliffe Borough Council

Councillor Rosemary Healy – Nottingham City Council

Mr Bob Vaughan-Newton – Independent Member



## **NOTTINGHAMSHIRE POLICE AND CRIME PANEL**

### **MINUTES OF THE MEETING HELD ON 28 APRIL 2014 AT 2.00 PM AT RETFORD TOWN HALL**

#### **MEMBERS PRESENT**

(A denotes absent)

Chairman - Councillor John Clarke – Gedling Borough Council

Vice-Chairman - Executive Mayor Tony Egginton – Mansfield District Council

Rizwan Araf – Independent Member - **A**

Councillor Chris Baron – Ashfield District Council - **A**

Councillor David Challinor – Bassetlaw District Council

Councillor Eunice Campbell – Nottingham City Council

Councillor Jon Collins – Nottingham City Council - **A**

Councillor Georgina Culley – Nottingham City Council - **A**

Councillor Glynn Gilfoyle – Nottinghamshire County Council

Christine Goldstraw OBE – Independent Member

Councillor John Handley – Nottinghamshire County Council - **A**

Suma Harding – Independent Member

Councillor Pat Lally – Broxtowe Borough Council

Councillor Bruce Laughton – Newark and Sherwood District Council

Councillor Keith Longdon – Nottinghamshire County Council - **A**

Councillor Debbie Mason – Rushcliffe Borough Council

Councillor Carole McCulloch – Nottingham City Council - **A**

Bob Vaughan-Newton – Independent Member

Councillor John Wilmott – Ashfield District Council (Substitute for Councillor Chris Baron)

#### **OFFICERS PRESENT**

Jayne Francis-Ward – Corporate Director ) Nottinghamshire

Keith Ford – Senior Democratic Services Officer ) County Council

) (Host Authority)

#### **OTHERS PRESENT**

Paddy Tipping – Police and Crime Commissioner

Chris Cutland – Deputy Police and Crime Commissioner

Kevin Dennis – Chief Executive, Office of Police and Crime Commissioner (OPCC)

Deputy Chief Constable Sue Fish – Nottinghamshire Police

James Molloy – Temporary Chief Finance Officer, OPCC

Nicola Wade - OPCC

#### **1. MINUTES OF LAST MEETING**

The minutes of the meeting held on 3 February 2014, having been previously circulated, were agreed as a true and correct record and were confirmed and signed by the Chair.

## **2. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Rizwan Araf and Councillors Baron, Collins, Culley, Handley, Longdon, and McCulloch.

## **3. DECLARATIONS OF INTERESTS**

None.

## **4. WORK PROGRAMME**

Keith Ford introduced the report. He and Suma Harding fed back positively from the recent regional Panel network pilot meeting organised by Frontline Consultancy.

### **RESOLVED 2014/006**

- 1) That the work programme be noted.**
- 2) That Nottinghamshire Police and Crime Panel sign up to the supported regional network for 2014/15 at a cost of £500.**

## **5. POLICE AND CRIME COMMISSIONER'S UPDATE**

The Police and Crime Commissioner introduced the update report and highlighted the following key points:-

- crime had risen by 0.7% in the last financial year, largely due to an increase in shoplifting, violence and burglary. The Commissioner was confident that the measures introduced by the Force would address this, with the overall rise decreasing since the Summer of 2013. The Commissioner highlighted that national crime statistics had yet to be released but it was expected that approximately half of the forces nationally were likely to be experiencing an increase in crime, partly due to retail crime;
- the recruitment of more additional Police Officers and Police and Community Safety Officers (PCSOs) would be continued, but later in the year due to financial constraints. 75 applications had been received for the recent vacancies and 33 of these applicants were from Black and Minority Ethnic (BME) backgrounds which was a significant increase on previous application rates;
- Nottinghamshire and the other four forces involved in the A19 employment tribunal had agreed to appeal the judgement, following QC advice. The Commissioner had also sought a second legal opinion which again supported

an appeal. Further work was being undertaken about possible compensation sums;

- the Commissioner's Community Safety Fund would be operating for a second successive year. 63 applications had been received from various community and voluntary sector organisations. £350, 000 funding had been awarded from this Fund and a further £130,000 had been awarded for victims' services (to 32 organisations in total). The outcomes of these projects would help to deliver the priorities contained in the Police and Crime Plan;
- further discussions were being held in the Force about the need to improve performance around hate crime. Although incidence levels were low this could potentially be due to crimes not being recorded appropriately as hate crimes.

During discussions, the following issues were raised:-

- Members highlighted a breakdown in communication between Forces in the region which had led to a suspect being bailed to an address in Nottinghamshire at which he did not reside. The Commissioner underlined the ongoing commitment to collaborate and share information between the forces in the region. The Deputy Chief Constable was surprised and disappointed to hear of this incident and underlined that thorough enquiries were routinely carried out if suspects were arrested across force borders;
- Members queried how the Commissioner gained assurance that areas of concern, such as financial issues, were being addressed by the Force. They felt that the information in these update reports was not always in a form which enabled scrutiny by the Panel. In response, the Commissioner stated that he gained assurance from regular discussions with the chief officers in the Force, for example with the Deputy Chief Constable about financial issues. Members underlined that the Panel needed different types of information rather than extra information. The Commissioner said that he was happy to provide information in the format which Panel Members preferred and suggested that further discussions take place between his Office and the support officers to the Panel to agree a revised format. Members suggested that an executive summary highlighting priorities and key actions planned over the next six months would also be useful;
- with regard to the A19 judgement appeal, the Commissioner confirmed that the five forces were working together and using a single QC. It was difficult to quantify the potential compensation costs at this stage as the Police Federation and Superintendents Association were encouraging members to seek compensation even though they had not been part of the initial tribunal;
- Members queried the levels of confidence which the Commissioner had in the crime figures recently reported to South Nottinghamshire Community Safety Partnership (CSP). The Commissioner highlighted that the Home Office had asked the Home Secretary to look at crime figures and Her Majesty's Inspectorate of Constabulary (HMIC) would be asked to look at Nottinghamshire's figures in the next few months. The Commissioner had

asked internal audit to also look at these figures and he was currently awaiting a report detailing the findings. The previous time the HMIC had looked at figures nationally they had found that Nottinghamshire's figures were 96% accurate. The crime figures which the Commissioner had quoted earlier in the meeting were up to 31 March 2014 and therefore these would have been more recent figures than those reported to the CSP meeting;

- Members felt that the use of percentages without actual numbers of crimes etc. made it more difficult to scrutinise performance. They highlighted discrepancies between the domestic violence figures within the report and those within a report to the County Council's Community Safety Committee meeting of 29 April 2014. The Commissioner felt that these discrepancies would be a result of County-only figures being reported to the Community Safety Committee whereas the figures to the Panel included the City area also. The Deputy Commissioner agreed to clarify this issue with County Council colleagues. Members also expressed similar concerns about sexual violence figures. The Commissioner underlined that sexual abuse figures had risen but he felt that this was due to investigations into historical cases, which he was committed to resourcing. He was pleased to see an increase in domestic violence and sexual violence reporting as he viewed this as an indication that victims' confidence in reporting such crimes had increased. This increase in reporting of domestic violence enabled the Force to better analyse the levels of repeat victimisation and serial perpetrators. Members requested feedback in six months' time about what difference the increased reporting levels had made;
- Members queried why crime rates continued to remain high in many Partnership Plus areas. The Commissioner expressed his disappointment with the lack of impact of the partnership working in those areas and the priority wards in the City. A review of work in those areas was currently being undertaken and the Commissioner underlined that more effective working was needed with funding for such work no longer as readily available as in the past;
- Members felt that the improved performance around sickness levels compared favourably to performance of Councils. With regard to the high proportion relating to stress/anxiety/depression, Members queried whether this was due to pressure from managers. The Commissioner felt that this was not his perception but acknowledged that the Chief Constable's determination to implement an agreed set of values across the Force had resulted in some disciplinary action which had in turn led to some officers being absent with stress. The Deputy Chief Constable added that the Force had worked hard at improving attendance management with a robust but fair system implemented following training and briefings. Some managers in the past had tried to be friends with their officers and had avoided difficult conversations about performance as a result. The proportion of sickness due to such factors was in keeping with national public and private sector figures. It was not felt that the budget reductions had resulted in an increase in absence due to stress. The Force had commissioned the University of Nottingham to undertake a stress survey of Force employees and this had revealed that the stress being

experienced could be wholly, or partly, due to factors outside of work. The Force offered an external counselling service and was keen to support employees back to work wherever appropriate;

- Members welcomed the Commissioner's attendance at meetings of the County Health and Wellbeing Board and highlighted the issue of mental health and the links to crime. Both the Commissioner and the Force recognised this overlap, as illustrated by the two triage response cars operating since April 2014 with both police and community mental health officers. Feedback from Police officers was that this approach had made a massive difference. Also, the Force recognised that it was more appropriate to put people arrested under Section 136 offences into relevant places of safety rather than custody. Currently only two such facilities (with two beds each) existed - one in Queens Medical Centre and one in the old Kings Mill Hospital building. These units were not always fully staffed and the availability of beds was further restricted by the units having to be single sex. The Commissioner was in ongoing discussions with Health partners about this issue, although he underlined that the recent changes in the NHS around public health and commissioning had made progress of this issue more difficult. He also highlighted the utilisation of health care professionals with mental health backgrounds at the custody suite in Mansfield and stated that he would like to see similar resources available in the City. The Commissioner had made a £200,000 bid to the Home Office Innovation Fund to help address this overall issue. The Commissioner offered to arrange a presentation to a future meeting of the Panel on this issue and agreed to inform relevant District Councillors involved in the Health and Wellbeing Board;
- Members queried the current levels of usage of Victim's Personal Statements as these were proving very useful for magistrates and judges. The Deputy Commissioner stated that she was leading a task and finish group to look at the Force's response to the Victim's Code and recognised the importance of these Statements;
- Members queried the usage levels of the new 'Track my Crime' electronic facility. The Commissioner stated that not enough people were currently using this but underlined that it had not been strongly promoted initially until the Force was entirely confident that it fully worked;
- Members highlighted the rising levels of hate crime and queried whether this was particularly prevalent in certain areas. The Commissioner acknowledged that more needed to be done to address these crimes;
- with regard to the possible closure of Worksop Magistrates Court, Members underlined the possible increase in people not turning up for court and the resulting increase in workload for the Police in chasing up consequent warrants for arrest. The Commissioner stated that he and the Force were submitting consultation responses about this proposed closure. The Chief Constable had a national lead on this issue and the Force were seeking funding to explore the potential of virtual and digital courts.

## **RESOLVED 2014/007**

**That the contents of the update report be noted.**

## **6. POLICE AND CRIME PLAN 12 MONTH MONITORING REPORT**

### **RESOLVED 2014/008**

**That the progress made be noted.**

## **7. DOMESTIC VIOLENCE UPDATE**

The Deputy Police and Crime Commissioner introduced the update report and highlighted the following key points:-

- the recent HMIC inspections of Force responses to domestic violence placed Nottinghamshire's approach 'mid-table' nationally. The previous scrutiny review undertaken by the Police Authority had resulted in a number of improvements already being implemented. The inspection had highlighted differences in practice between the City and the County. The Force was already looking at implementing the recommendations from the inspection;
- the findings from the City and County commissioning reviews, which had involved a number of stakeholders and victims, would be shared with the Panel at a future meeting. The key finding from the County review was that most victims were very satisfied with the services they received;
- a Domestic Violence conference was being held on 13 May 2014 in order to highlight existing excellent practice;
- as previously mentioned, domestic violence reporting had increased. The importance of offering an appropriate response to match the increased expectations of those reporting such crimes was underlined.

During discussions, the following issues were raised:-

- Members raised concerns about problems in accessing safe houses and a lack of joint working between partner agencies in this respect. The Deputy Commissioner reported that the majority of refuges were owned by housing associations rather than being run by commissioned organisations. There was a lack of refuge places nationally and although the recommended number was currently available in the City and the County this may not remain the case if spaces are no longer commissioned. This situation was delaying access to refuge places, particularly if the person had children (and further complications were caused if the children included boys aged 16 and over). Other complications could arise if the people seeking places had drug or alcohol problems;
- Members requested further information in terms of targets for increased reporting;

- Members felt that different cultural issues relating to domestic violence needed further consideration, as highlighted in both the national and local inspection reports. The Deputy Commissioner confirmed that such issues were being addressed through the local reviews;
- with regard to the percentages included in paragraph 4.9 of the report, Members underlined that it would be useful to have actual figures as well;
- Members underlined the importance of mainstreaming new developments such as peripatetic workers and the mental health triage cars as soon as possible. Members highlighted some of the excellent preventative work being done with schools and colleges and the support being offered by District Councils in this work. The Commissioner and Deputy Commissioner recognised the benefits of improved inter-agency working and the Commissioner felt that partnership working with Health colleagues could be improved further.

#### **RESOLVED 2014/009**

**That the report be noted.**

#### **8. COMMISSIONING OF VICTIMS' SUPPORT SERVICES**

The Deputy Police and Crime Commissioner gave a presentation highlighting the key issues including the current situation, nationally commissioned services, funding for Nottinghamshire, the research undertaken with victims, challenges faced and key milestones.

During discussions, the following issues were raised:-

- Members felt that some services, such as the Young Witness Service, could be better delivered locally rather than nationally. Nicola Wade explained that consultation about what would be included in the national tender had only recently been completed and it was unclear currently as to what would happen to such services;
- Members queried whether the funding available would enable the current level of services, such as those provided by Victim Support, to be maintained. Ms Wade stated that further details about costs had not been forthcoming, thereby preventing more informed discussions of costs. The Commissioner added that it had been difficult to clarify Victim Support costs and outcomes in Nottinghamshire;
- Members queried whether the existing providers in the City would be used. The Deputy Commissioner explained that the contracts would need to go out to tender and there were organisations in both the City and the County (albeit a limited number) that were likely to meet the relevant criteria. The Commissioner was committed to local people providing local services

wherever possible. Work would be needed with some organisations to enable them to bid for this work and briefing events were planned around that issue.

**RESOLVED 2014/010**

**That the report be noted.**

**9. POLICING PRE-PLANNED EVENTS**

The Deputy Chief Constable introduced the update report and highlighted the following key points:-

- the new practise aimed to address existing inconsistencies and potential liabilities. The Police were one of the partners in the District Councils' Safety Advisory Groups (SAGs) which considered smaller scale events. The Police only took the lead on national issues or events with potential security implications;
- the new approach was in line with the longstanding Association of Chief Police Officer (ACPO) guidance.

During discussions, the following issues were raised:-

- Members underlined the need for flexible partnership working with the Police around ad hoc events required at short notice such as celebratory homecomings for local athletes and teams. The Deputy Chief Constable underlined that this new practice was not inconsistent with such an approach;
- Members felt that better advertising of the support available to event organisers was required and that this should be published on at least an annual basis. The Deputy Chief Constable clarified that this information was published on District and Borough Council websites and agreed to feedback to the SAGs about the need for increased publicity. Advice and support was also available from commercial providers;
- Members queried the possibility of charging licensed premises a fee for police presence at events. In response, the Commissioner stated that Nottingham City Council was currently consulting on their Night Time Levy proposals but the District and Borough Councils had chosen not to pursue such charges.

**RESOLVED 2014/011**

**That the report be noted.**

**10. COST COMPARISON OFFICE OF THE POLICE AND CRIME COMMISSIONER**

The Police and Crime Commissioner introduced the update report and invited Members to visit his new office at Gedling Borough Council. The move had been undertaken to reduce existing costs and to help in establishing the identity of the Office of the Police and Crime Commissioner.

**RESOLVED 2014/012**

**That the report be noted.**

**11. COMPLAINTS UPDATE**

Jayne Francis-Ward introduced the report and explained that the complaint received could not be dealt with by the Commissioner as it had been made by an employee of the Force. As such, the Commissioner had rightly referred this to the Force's Professional Standards Department.

**RESOLVED 2014/013**

**That the details of the complaint received in respect of the Police and Crime Commissioner and his Deputy since June 2013 be noted.**

**12. DATES OF FUTURE MEETINGS**

**RESOLVED 2014/014**

**That the dates of future meetings as follows be noted:-**

<b>Wednesday 18 June 2014</b>	<b>10.30am</b>
<b>Monday 15 September 2014</b>	<b>2.00pm</b>
<b>Monday 10 November 2014</b>	<b>2.00pm</b>
<b>Monday 5 January 2015</b>	<b>2.00pm</b>
<b>Friday 9 and/or 16 January 2015 am – Budget Workshop (non-public)</b>	<b>2.00pm</b>
<b>Monday 2 February 2015</b>	<b>2.00pm</b>
<b>Monday 20 April 2015</b>	<b>2.00pm</b>
<b>Monday 15 June 2015</b>	<b>2.00pm.</b>

The meeting closed at 4.15 pm

CHAIRMAN  
M\_28April2014



**REVIEW OF MEMBERSHIP – BALANCED APPOINTMENT OBJECTIVE**

**Purpose of the Report**

1. To consider the Panel’s membership and any changes required to meet the balanced appointment objective as required by legislation.

**Information and Advice**

2. The Police and Social Responsibility Act 2011 specifies that Police and Crime Panels must represent all parts of the police force area, be politically balanced and that members should have the skills, knowledge and experience necessary.
3. The Panel needs to review its membership at its Annual Meeting in June (or following elections which may have affected the Panel’s political balance).

**Elected members and proportional representation**

4. There have been a number changes to representation on the Panel made by the relevant Councils. These are as follows:-
  - Gedling – Cllr John Clarke has been replaced by Cllr David Ellis
  - Nottingham City – Cllr Jon Collins and Cllr Carole McCulloch have been replaced by Cllr Neghat Khan and Cllr Rosemary Healy
5. The recent Bassetlaw District Council election results resulted in Labour gaining one additional seat on that Council at the expense of the Conservatives. This result has not affected the political balance of the Panel overall. The political balance is calculated by totalling the various seats across the whole of the County.
6. The current Councillor membership of the Panel therefore should remain as follows:-

<b><u>Cllr Seats</u></b>	<b><u>Labour</u></b>	<b><u>Conservative</u></b>	<b><u>Lib Dems</u></b>	<b><u>Independent</u></b>
14	8	4	1	1

7. In line with the Panel Arrangements, any proposal to increase the number of co-options for elected members requires the unanimous agreement of the Panel.

**Independent Members**

8. Each Police and Crime Panel is required to have at least two independent members. The Panel previously agreed a proposal arising from the Nottinghamshire Leaders Group that appointments should be sought from local

Magistrates and Nottinghamshire Probation Trust as a means of bringing in relevant knowledge from those areas. Those Panel Members were reappointed for a further two years at the Panel meeting of 24 June 2013.

9. The Panel subsequently appointed two further Independent Members in October 2013 in order to capture a more diverse range of skills and experience. Following that recruitment process a complaint was made by an unsuccessful candidate about the lack of black, male representation on the Panel. The Panel agreed in December 2013 to consider this when looking at the balanced appointment objective at this annual meeting.
10. The Panel is unusual in having appointed four independent members (as far as is known, no other Panels nationally have appointed more than two Independent Members). It is therefore recommended that no further Independent Members are appointed at this time but that the issue of community representation should continue to be looked at in future considerations of the balanced appointment objective, including when the existing Independent Members' terms of office have expired.

### **Other Options Considered**

11. The Panel could choose to appoint a further Independent Member at this stage. Secretary of State approval would be needed for such an increase.

### **Reason/s for Recommendation/s**

12. To enable the Panel to continue to meet the balanced appointment objective to the best of its ability.

### **RECOMMENDATION/S**

- 1) That the changes to membership be noted.
- 2) That it be agreed that the Panel's revised membership currently meets the balanced appointment objective and therefore no further changes are required at this point.

### **Background Papers and Published Documents**

- 1) Police Reform and Social Responsibility Act 2011 (published)
- 2) Nottinghamshire Police and Crime Panel's Panel Arrangements (published)
- 3) Minutes of the Police and Crime Panel meetings of 24 June 2013, 30 October 2013 and 16 December 2013.

**For any enquiries about this report please contact:**

Keith Ford, Team Manager, Democratic Services, Nottinghamshire County Council  
Tel: 0115 9772590 E-mail: keith.ford@nottscc.gov.uk

**WORK PROGRAMME**

**Purpose of the Report**

1. To give Members an opportunity to consider the work programme for the Panel and to suggest further topics for inclusion (**see appendix A**).
2. To consider whether to introduce a public question time for the Commissioner and/or the Panel.
3. To consider whether to continue the approach of holding Panel meetings at different venues across the City and the County.
4. To note the forthcoming national Police and Crime Panel Conference being hosted at County Hall on 10 July 2014.

**Information and Advice**

5. The work programme is intended to assist with the Panel's agenda management and forward planning. The draft programme will be updated and reviewed regularly in conjunction with the Chairman and Vice-Chairman of the Panel.

**Public Question Time**

6. A number of Panels nationally have introduced a public question time facility at their meetings. The table at **Appendix B** (which has been compiled and provided by Front Line Consultancy as part of their support to the regional network) shows the various types of public question approaches currently taken.
7. The Commissioner has indicated his willingness to be questioned by the public at meetings of the Panel. Members may also be willing to receive questions about their role. In line with the Panel's remit, a similar facility for public questions of the Chief Constable at meetings of the Panel is not proposed.
8. It is felt that the introduction of this type of standing agenda item could assist in increasing public interest and engagement with the Panel. It would also help to bring relevant issues to light to assist the Panel in its scrutiny and support role to the Commissioner.
9. If Panel Members support the introduction of such a facility then a proposed approach can be developed in conjunction with the Commissioner for consideration at the 15 September 2014 meeting.

## **Panel Meeting Venues**

10. The Panel previously decided to hold its meetings at the offices of the various Councils represented in its membership. The aim of this was to raise awareness of the Panel throughout the County.
11. Panel meetings have subsequently been arranged at the offices of Ashfield District Council, Bassetlaw District Council, Gedling Borough Council, Mansfield District Council, Newark and Sherwood District Council, Nottinghamshire County Council and Nottingham City Council.
12. This approach does not appear to have increased public attendance and seems to have had a negative impact on member attendance. In light of this, Members' views are now sought about whether to continue this approach for the Panel meetings from September onwards. Members views on this issue may be subject to the consideration of the public question time approach detailed above which is likely to increase public engagement and participation in Panel meetings.

## **National Police and Crime Panel Conference**

13. Members are reminded that the National PCP Conference is being held at County Hall on 10 July 2014. The Commissioner is one of the speakers at this event. Any Members interested in attending who have not so far requested a place at this event should contact Keith Ford as soon as possible.

## **Other Options Considered**

14. All Members of the Panel are able to suggest items for possible inclusion in the work programme.
15. The Work Programme has been updated following discussions around the Commissioner's update report at the last meeting. The regular standing items and statutory requirements have also been scheduled into the proposed meeting timetable.

## **Reasons for Recommendation/s**

16. To enable the work programme to be developed further.
17. To increase public interest and engagement in the Panel by introducing a public question time.
18. To consider the most appropriate venues to assist the business of the Panel.
19. To note the forthcoming national PCP conference.

## **RECOMMENDATION/S**

- 1) That the work programme be noted and updated in line with Members' suggestions as appropriate.

- 2) Members consider whether to introduce a Public Question time facility at meetings of the Panel.
- 3) Members consider whether to continue the current approach of holding Panel meetings at the offices of the various member Councils.
- 4) Members note the forthcoming national PCP conference being held at County Hall on 10 July 2014.

#### Background Papers and Published Documents

- 1) Minutes of the previous meeting of the Panel (published).

#### For any enquiries about this report please contact:-

Keith Ford, Team Manager, Democratic Services, Nottinghamshire County Council  
[keith.ford@nottscc.gov.uk](mailto:keith.ford@nottscc.gov.uk)  
Tel: 0115 9772590

**Nottinghamshire Police and Crime Panel****Work Programme (as at 9 May 2014)**

<b><u>Agenda Item</u></b>	<b><u>Brief Summary</u></b>
<b>15 September 2014 – 2.00pm – venue TBC</b>	
Mental Health issues and use of 'Triage' Patrol Cars	Presentation on the new approach taken by the Force to supporting people with mental health issues.
Police and Crime Commissioner's update (including details of decisions taken and overview of Force Performance).	The Panel will review and scrutinise any decisions and other actions taken by the Commissioner on an ongoing basis. The Panel will also consider the Commissioner's response to the key performance issues within the Force.
Complaints update	Regular update on any complaints received against the Police and Crime Commissioner or Deputy Police and Crime Commissioner.
Domestic Violence update	Regular update on progress with this issue and the related strategic themes and key activities.
Designing the Future	To consider the Force's new operating model.
<b>10 November 2014 – 2.00pm – venue TBC</b>	
Police and Crime Commissioner's update (including details of decisions taken and overview of Force Performance).	The Panel will review and scrutinise any decisions and other actions taken by the Commissioner on an ongoing basis. The Panel will also consider the Commissioner's response to the key performance issues within the Force.
Complaints update	Regular update on any complaints received against the Police and Crime Commissioner or Deputy Police and Crime Commissioner.

## Question Times at PCP meetings

PCP	Question Time for PCP?
<b>Avon and Somerset</b>	<p><b>4. PUBLIC FORUM</b></p> <p>(maximum time allocated for this item is 30 minutes)</p> <p>- Statements and questions should be e-mailed to democratic.services@bristol.gov.uk or faxed to 0117 92 22146, or sent to Bristol City Council, Democratic Services Section, Room 220, City Hall, College Green, Bristol, BS1 5TR (marked for the attention of Patricia Jones). Statements must be received no later than 12.00 noon on the working day prior to the meeting. For the purposes of this meeting, your statement should be submitted by Noon on Tuesday 15th January 2013. Questions must be received no later than 5 clear working days before the meeting - 5pm on 8th January 2013.</p>
<b>Bedfordshire</b>	<p>AGENDA</p> <p>1. Questions from Members of the Council and members of the public</p>
<b>Cambridgeshire</b>	<p>AGENDA</p> <p>1. Apologies for Absence</p> <p>2. Declarations of Interest</p> <p>3. Minutes of the Meeting held on 6 November 2013</p> <p>4. Public Questions</p>
<b>Cheshire</b>	<p>Public Participation</p> <p>To receive questions from members of the public in accordance with governance procedure rule 14. Members of the public are to be able to put questions direct to Cheshire's Police and Crime Panel via social media platform Twitter.</p> <p>The Cheshire Police and Crime Panel's Twitter account @CheshirePCP</p>
<b>City of London Police</b>	
<b>Cleveland</b>	<p>At its meeting held on 7 December 2012 the Panel agreed a process through which members of the public could formally ask questions, including questions on notice, at meetings of the Panel.</p> <p>Subsequently, at its meeting held on 10 June 2013, the Panel agreed that Public Questions should be a standing item on the agenda of each ordinary meeting of the Panel.</p> <p>- See <a href="http://goo.gl/kNIFUp">http://goo.gl/kNIFUp</a></p>
<b>Cumbria</b>	<p>At Panel meetings there is a total time limit of 30 minutes for dealing with questions and petitions from the public.</p> <p>The public are welcome to ask questions and submit petitions relating to the work of the Panel. Questions and petitions must be received in writing at least 7 working days before the date of a Panel meeting.</p> <p>Report on scheme published at <a href="http://goo.gl/HkYSeO">http://goo.gl/HkYSeO</a></p>
<b>Derbyshire</b>	No apparent provision

<b>Devon and Cornwall</b>	<p><b>PUBLIC QUESTIONS</b></p> <p>To receive questions from (and provide answers to) members of the public that are relevant to the panel's functions.</p> <p>Questions should be no longer than 100 words and sent to Democratic Support, Plymouth City Council, Civic Centre, Plymouth PL1 2AA or <a href="mailto:democratic.support@plymouth.gov.uk">democratic.support@plymouth.gov.uk</a>. Questions must be received at least 5 complete working days before the meeting.</p> <p>Additional documents:</p> <ul style="list-style-type: none"> <li>• <a href="#">Webcast for 23.</a></li> </ul> <p>Minutes: 20 Dec 2013</p> <p>There were no questions from members of the public.</p>
<b>Dorset</b>	To answer any questions from members of <u>the Panel</u> received in writing by the Chief Executive
<b>Durham</b>	No apparent provision
<b>Dyfed-Powys</b>	No apparent provision
<b>Essex</b>	<p>Agenda</p> <p>Standard Items</p> <p>4 Questions to the Chairman from Members of the Public</p> <p>The Chairman to respond to any questions relevant to the business of the Panel from members of the public</p>
<b>Gloucestershire</b>	No apparent provision
<b>Greater Manchester</b>	No apparent provision
<b>Gwent</b>	No apparent provision
<b>Hampshire</b>	<p><b>1. Welcome and Introductions</b></p> <p><b>2. Apologies for Absence</b></p> <p><b>3. Declarations of Interest</b></p> <p><b>4. Minutes</b></p> <p><b>5. Questions from the Public</b></p>
<b>Hertfordshire</b>	<p>Meeting of June 2013 at Stevenage Borough Council</p> <p>The Panel approved changes to the rules of procedure, particularly to increase public participation. It was agreed that as well as a public question session to the Panel, there would also be a public question session for the main statutory duties of the panel; the review of the precept; the review of the Police and Crime plan and the review of the PCC's annual report. The PCC also offered to take a public question session to himself at each meeting.</p>
<b>Humberside</b>	No apparent provision
<b>Kent</b>	No apparent provision
<b>Lancashire</b>	No apparent provision

<b>Leicestershire</b>	No provision for public questions to Panel, but considering a scheme for public question to PCC
<b>Lincolnshire</b>	<p><b>Asking a Panel member a question in a Panel meeting</b></p> <p>If you would like to submit a question to a Panel member please email <a href="mailto:lincolnshirepcp@e-lindsey.gov.uk">lincolnshirepcp@e-lindsey.gov.uk</a> or write to....:</p> <p>Questions must be in line with the Panel's Rules of Procedure which can be viewed from the link on this webpage or for more information please email the Lincolnshire Police and Crime Panel Officer using the email address listed above. Questions must be submitted by midday at least five working days before a Panel meeting.</p>
<b>Merseyside Police</b>	No provision (but for Panel position on PCC's engagement with the public, see Panel minutes for Nov 2013 at <a href="http://goo.gl/kHNHEo">http://goo.gl/kHNHEo</a> and report on the PCC's Engagement with the Public at <a href="http://goo.gl/EvHQRg">http://goo.gl/EvHQRg</a>
<b>Metropolitan Police Service</b>	
<b>Norfolk</b>	No apparent provision
<b>North Wales</b>	No apparent provision
<b>North Yorkshire</b>	<p>Members of the public may ask questions or make statements at this meeting if they have delivered it in writing or by electronic mail to Ray Busby of Policy and Partnerships (contact details below) no later than midday three working days before the day of the meeting.</p> <p>Each speaker should limit himself/herself to 3 minutes on any item. Members of the public who have given notice will be invited to speak:-</p> <ul style="list-style-type: none"> <li>· at this point in the meeting if their questions/statements relate to matters which are not otherwise on the agenda (subject to an overall time limit of 30 minutes);</li> <li>· when the relevant agenda item is being considered if they wish to speak on a matter which is on the agenda for this meeting.</li> </ul>
<b>Northamptonshire</b>	<ol style="list-style-type: none"> <li>1. Apologies for non-attendance</li> <li>2. Election of a Chair for the remainder of 2013-14</li> <li>3. Notification of requests from members of the public to address the meeting.</li> </ol> <p>NOTE: any requests to speak on an item on the agenda should be notified to the Chair (c/o the Committee Manager) before the meeting.</p>
<b>Northumbria</b>	No apparent provision
<b>Nottinghamshire</b>	No apparent provision
<b>South Wales</b>	No apparent provision
<b>South Yorkshire</b>	<p>Questions from Members of the Public</p> <p>Minutes (of 2<sup>nd</sup> December 2013)</p> <p>A member of the public referred to the lack of road safety measures in the Police and Crime Plan and asked how A.C.P.O. had recently issued revised guidelines to all Police Forces, how would this influence the Police and Crime</p>

	<p>Plan for South Yorkshire?</p> <p>The Chairman confirmed that this was not a question for the Police and Crime Panel to answer, but on this occasion this had been forwarded to the Office of the Police Crime Commissioner who would issue the response</p>
<p><b>Staffordshire</b></p>	<p><b>Submit a Question to the Panel</b></p> <p>At ordinary meetings of the Staffordshire Police and Crime Panel there is the opportunity for members of the public to ask questions of the Police and Crime Commissioner.</p> <p>Anyone living or working within the area of the constituent authorities are entitled to ask a question.</p> <p>A questioner can submit up to two questions per Panel meeting, either in their own right or on behalf of an organisation.</p> <p>Notice of questions must be received by the Host Authority (in this case Staffordshire County Council) no later than <b>three clear working days</b> prior to the Panel meeting. You can send in the Question Request Form at any time and it will be submitted to the relevant Panel meeting. You will be notified of the date of the Panel meeting.</p> <p>Questions may not:</p> <ul style="list-style-type: none"> <li>• Require the disclosure of exempt or confidential information</li> <li>• Repeat a question asked at a Panel meeting in the previous six months</li> <li>• Be defamatory, frivolous or offensive.</li> </ul> <p>In circumstances where a questioner is unable to attend personally or be represented at the Panel meeting at which his/her question is to be considered, the answer will be presented to the Panel and forwarded in writing to the questioner.</p> <p>Questions should be e-mailed to either:-</p> <p><a href="mailto:julie.plant@staffordshire.gov.uk">julie.plant@staffordshire.gov.uk</a> or <a href="mailto:tony.jackson@staffordshire.gov.uk">tony.jackson@staffordshire.gov.uk</a></p> <p>If you need further assistance on this process please contact either Julie Plant or Tony Jackson using the above email contacts or by telephone on either:-</p> <p>(01785) 276135 or (01785) 277868</p> <p>Download the  <a href="#">Question Request Form</a> or use the <a href="#">online form</a> to submit a question.</p>
<p><b>Suffolk</b></p>	<p>No apparent provision</p>

<p><b>Surrey</b></p>	<p>PUBLIC QUESTIONS</p> <p>To receive any public questions.</p> <p><b>Note:</b></p> <p><i>Written questions from the public can be submitted no later than seven days prior to the published date of the annual or any ordinary public meeting, for which the Commissioner will be invited to provide a written response by noon on the day before the meeting, which will be circulated to Panel Members and the questioner.</i></p> <p>Additional documents:</p> <ul style="list-style-type: none"> <li>• <a href="#">Webcast for 53/13</a></li> </ul> <p>Minutes:</p> <p>There were no public questions.</p>
<p><b>Sussex</b></p>	<p>Members of the public can submit written questions (directed either to the Police and Crime Commissioner, or the Police and Crime Panel itself) up to 2 weeks in advance of a meeting of the Police and Crime Panel. A written response will be provided by noon on the working day before the day of the meeting, and circulated to the panel members and the questioner. Panel members will be able to ask follow-up questions at the meeting.</p> <p>Questions should be sent to <a href="mailto:pcp@westsussex.gov.uk">pcp@westsussex.gov.uk</a>.</p>
<p><b>Thames Valley</b></p>	<p>No apparent provision</p>
<p><b>Warwickshire</b></p>	<p>No apparent provision</p>
<p><b>West Mercia</b></p>	<p>Public Participation</p> <p>Members of the public may participate by asking a question or making a statement to the Panel (up to three minutes) for a maximum of 30 minutes having given appropriate notice (no later than 9:00 a.m on the morning of the working day before the Panel meeting) to the contact officer below. Responses will normally be provided in writing after the meeting.</p>
<p><b>West Midlands</b></p>	<p><b>The Objective of Public Question Time</b></p> <p>1 Public Question Time enables the public to engage with the Panel and pose questions on its remit and functions.</p> <p>2 This is not a facility for the public to put questions to the Police and Crime Commissioner. The Commissioner has put in place separate arrangements for dialogue with the public. See <a href="http://goo.gl/PVN4qn">http://goo.gl/PVN4qn</a></p>

<b>West Yorkshire</b>	No apparent provision
<b>Wiltshire</b>	<p>Public Participation The Panel welcomes contributions from members of the public.</p> <p>Statements If you wish to make a statement at this meeting on any item on this agenda, please register to do so at least 10 minutes prior to the meeting. Speakers are permitted to speak for up to 3 minutes on any agenda item. Please contact the officer named on the first page of the agenda for any further clarification.</p> <p>Questions Members of the public are able to ask questions in relation to the responsibilities and functions of the Panel at each meeting. Those wishing to ask questions are required to give notice of any such questions in writing to the Head of Democratic Services at Wiltshire Council no later than 5.00 pm on Wednesday 20 September 2013. Please contact the officer named on the first page of the agenda for further advice. Questions may be asked without notice if the Chairman decides that the matter is urgent.</p>

As of 27 February 2014

Tim Young  
Frontline Consulting

<b>For Consideration</b>	
<b>Public/Non Public*</b>	<b>Public</b>
<b>Report to:</b>	<b>Police and Crime Panel</b>
<b>Date of Meeting:</b>	<b>18<sup>th</sup> June 2014</b>
<b>Report of:</b>	<b>Paddy Tipping Police Commissioner</b>
<b>Report Author:</b>	<b>Kevin Dennis</b>
<b>E-mail:</b>	<b>kevin.dennis@nottinghamshire.pnn.police.uk</b>
<b>Other Contacts:</b>	<b>Kevin Dennis</b>
<b>Agenda Item:</b>	<b>9</b>

## **POLICE AND CRIME PLAN (2013-18) – ANNUAL REPORT**

### **1. PURPOSE OF THE REPORT**

- 1.1 The purpose of this report is to provide the Police and Crime Panel with the Commissioner's Annual Report in respect of his Police and Crime Plan for 2013-18. **Appendix A** contains the full report.
- 1.2 The report identifies the end of year performance against targets and a summary of the range of activities that have been implemented during 2013-14.

### **2. RECOMMENDATIONS**

- 2.1 That the Panel discuss and note the progress made.
- 2.2 That the Panel scrutinises performance against the strategic priority themes and activities set out in the Police and Crime Plan.
- 2.3 That Panel members identify issues for the Commissioner to take forward during the refresh of the Police and Crime Delivery Plan for 2014-18.

### **3. REASONS FOR RECOMMENDATIONS**

- 3.1 The Police Reform and Social Responsibility (PR&SR) Act 2011 places a statutory duty on the Commissioner to produce an Annual Report on the exercise of his functions in each financial year, and the progress which has been made in meeting the police and crime objectives in the Commissioner's Police and Crime Plan.
- 3.2 As soon as practicable after producing the Annual Report, the Commissioner must send the report to the Panel. The Commissioner must attend before the

Panel at the public meeting arranged by the Panel to present the report to the Panel and answer the Panel's questions on the report.

3.3 The Commissioner must give the panel a response to any report or recommendations on the annual report and publish any such response.

3.4 This report fulfils in part these statutory obligations.

#### **4. Summary of Key Points**

4.1 The Annual Report details progress in respect of the Commissioner's election pledges, performance against his Police and Crime Plan targets/objectives and a summary of the various activities undertaken by Police, Partners and the community to make Nottinghamshire a safer place to live, visit and work.

4.2 By the end of the year (2013-14), the £8.6m savings target was realised; this was achieved through a combination of efficiency measures e.g. savings in staff, changes in processes such as the capitalisation of staff to projects and prudent balance sheet management.

4.3 Despite the ongoing financial pressures, as the report will show, significant progress has been made in respect of the Commissioner's pledges, objectives and targets. Some key achievements being:

- Campaigned against Government funding cuts to Nottinghamshire's Police Budget but still made savings of £8.6m.
- Improved Community Policing across Nottinghamshire by taking on 98 extra Police Officers and 67 Police Community Support Officers toward a target of 150 and 100 respectively as well as taking on 69 Police Cadets.
- Worked in partnership by reducing antisocial behaviour by 38% toward a target of 50%.
- Given extra priority and resources to domestic violence and crimes against girls and women by providing funding and commissioning numerous projects.
- Ensured that victims of crime are treated as people, not cases, and victim support is properly funded by commissioning research, and taking steps to implement recommendations, ensuring that the new Code of Practice for Victims of Crime and Victims Strategy is implemented.
- Been fair, honest and protected taxpayers' money and spent money wisely by undertaking a base budget review, explored new ways to collaborate, reduced the running of costs of his office and saved £8.6m during the year.
- Protected, supported and responded to victims, witnesses and vulnerable people resulting in 87% of victims of crime being completely, very or fairly satisfied with the service they have received from the Police.
- Taken steps to improve the efficiency, accessibility and effectiveness of the criminal justice process e.g. Nottinghamshire Criminal Justice Area is

showing a year-to-date conviction rate of 84.3% for cases prosecuted through the Magistrates' Courts (MC) and 85.3% for cases prosecuted through the Crown Court (CC).

- Focused on those local areas that are most affected by crime and antisocial behaviour by funding and placing a strategic focus on the five High Impact Areas for the City and 15 Priority Plus areas for the County.
- Reduced the impact of drugs and alcohol on levels of crime and antisocial behaviour by funding the Safer Nottinghamshire Board and to the Nottingham Crime and Drugs Partnership to ensure drug misusing offenders have access to treatment and recovery services.
- Reduced the threat from organised crime by increasing the number of Proceeds of Crime Act (POCA) confiscation and forfeiture orders; so far this year the Force has recorded a total order value of £800,161.03 (up £343,263.04 or 33.7% compared to last year).
- Prioritised prevention, early intervention and reduction in reoffending i.e. there have been 465 First-Time Entrants (FTEs) into the Youth Justice System this year (April – March 2014). This is a reduction of 9.4% (48 FTEs) compared to last year just short of the 10% reduction target.

## **5. Financial Implications and Budget Provision**

5.1 None - this is an information report.

## **6. Human Resources Implications**

6.1 None - this is an information report.

## **7. Equality Implications**

7.1 None

## **8. Risk Management**

8.1 Risks to performance are identified in other reports.

## **9. Policy Implications and links to the Police and Crime Plan Priorities**

9.1 This report provides Members with the Commissioner's Annual Report on progress in respect of the Police and Crime Plan for 2013-18.

## **10. Changes in Legislation or other Legal Considerations**

10.1 None which affects the content of this report.

## **11. Details of outcome of consultation**

11.1 This annual report summarises performance and activity reported to the Police and Crime Panel in more detail on 28 April 2014. The Chief Constable and Deputy Chief Constable have been sent a copy of the Annual Report for comment.

## **12. Appendices**

A. The Commissioner's Annual Report (2013-14).

## **13. Background Papers (relevant for Police and Crime Panel Only)**

- Police and Crime Plan 2013-2017 (published)

For any enquiries about this report please contact:

Kevin Dennis, Chief Executive of the Nottinghamshire Office of the Police and Crime Commissioner

Kevin.dennis@nottinghamshire.pnn.police.uk  
Tel: 0115 9670999 ext 8012001



Nottinghamshire

**POLICE & CRIME COMMISSIONER**

# **Nottinghamshire's Police and Crime Commissioner's**

## **Second Annual Report**

**2013 – 2014**

Final

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## Message from the Commissioner

What a difference a year makes. With a full calendar year behind us, we're already well on the way to meeting many of the ambitious plans I set out in my Police and Crime Plan 12 months ago. We've continued to reorganise the way we work, we've pooled our scarce resources where possible and we've put our heads together to think 'collectively' and already we can confidently say that policing in Nottinghamshire has changed for the better – despite the serious financial challenges we've faced. How is this so? Because we are getting much better at listening to the public, we are responding to their priorities and needs and we are investing time and money into building stronger relationships with our communities in recognition that they are at the core of local policing.

While we have limited powers to reverse our funding situation, there has been no let-up in our determination to utilise our available assets in the best possible way for the public. It hasn't been an easy year but there have been some very exciting developments and decisions that will make life much easier for those who fall victim to crime, those who fear crime and those who need help and support to turn their back on crime.

I've travelled throughout the city and county this year with my Deputy, Chris Cutland, to canvass the views of the public and understand their priorities. These conversations and the formal surveys we've carried out have helped me to make key decisions that will change the way policing is delivered in the future in the way that residents want. I've recruited additional Police Officers and PCSOs to increase our visibility in communities and tackle low level crime and anti-social behaviour. I've also helped to release capital funds by using our buildings more effectively and supported further joint working schemes with partners and our regional colleagues to improve efficiency and achieve savings.

Careful spending and appropriate use of our resources has allowed us to deliver £3.6m<sup>1</sup> this year to local partnerships to improve community safety and victims' services. We've commissioned research into repeat domestic violence, victims and the relationship between police and BME communities. We've also established a fresh approach to tackling alcohol misuse through closer working across different organisations and are working hard to expand support services for victims of domestic violence.

Reducing crime is just a small part of my vision for Nottinghamshire and I've made no secret of my enthusiasm for strategies which are driven towards preventing crime in the first place, particularly where victims are concerned. Significant work is underway to help domestic abuse victims and those in the grip of alcohol addiction receive the support they need. In addition to this, I'm also working closely with the Chief Constable to see how early intervention could benefit the management of high volume offenders, rural and wildlife crime, anti-social behaviour, speeding and road safety and shoplifting.

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<sup>1</sup> Including commissioned small grants

Noticeable progress has been made this year but I'm very much looking forward to the coming 12 months when we can really start to build on the foundations we've put in place. Victims will remain at the heart of everything we do and will come under increasing focus this year when the new Code of Practice is fully embedded which is designed to improve their experience of the justice system. We will also be taking over responsibility for commissioning local victims services later this year and one of the ways I'm preparing for this transition is to find out more from those who have experienced crime including survivors of domestic violence about the services we offer and how we can do things better.

The funding problems haven't disappeared and it will be equally tough this year to spread our ever-shrinking budget but we are setting off on the right foot with stronger support mechanisms in place for victims and offenders, improved signposting procedures to ensure those who need help get access to it and more advanced partnership working to make the best use of our resources and expertise. This will be strengthened by the unfaltering commitment of our Police Officers, Police Staff and Police Volunteers who have the practical job of keeping our streets safe and crime-free.



**Paddy Tipping**

**Nottinghamshire Police and Crime  
Commissioner**



**Chris Cutland**

**Nottinghamshire Deputy Police and  
Crime Commissioner**

## Introduction

Since his election on the 15 November 2012, the Commissioner has been working with the Deputy Commissioner to put into action the pledges made as part of his election campaign. These commitments are now set out in his [Police and Crime Plan](#) in accordance with the Police Reform and Social Responsibility Act 2011.

The Commissioner is required by law to produce an annual report and to share it with the Police and Crime Panel for their consideration. He will be publishing his response to their comments and recommendations following their meeting in June 2014.

This report covers the whole of the financial year from April 2013 to March 2014, and highlights some of the key achievements made since signing the Oath as the first Police and Crime Commissioner for Nottinghamshire on November 20 2012. .

The Police and Crime Plan draws strongly on the experiences of the public, shared during an extensive engagement and consultation programme. It aims to put their views – and the interests of victims – at the heart of policing for Nottingham and Nottinghamshire and sets out the main priorities for action over the next four years, reflecting on what the public has told us needs to happen to ensure their safety and reduce their fear of crime.

The Police and Crime Plan is built on:

- The Commissioner's election pledges
- The seven priorities identified through partnership working and consultation; and
- Supporting actions aimed at reducing crime and which, in turn, will lead to fewer victims

## Vision

The Commissioner's vision was clear throughout his election campaign: to be the 'People's Commissioner', making himself available to individuals, victims' of crime and communities and listen to their concerns. There was extensive consultation undertaken within his first weeks as Commissioner, which gave his Police and Crime Plan a clear direction and path of action over the next three years. The focus of everything we do will be on: *"...giving victims and citizens a bigger voice in policing to achieve a safer Nottingham and Nottinghamshire."*

## Pledges

### Campaign against Government funding cuts to Nottinghamshire's Police and Crime Budget

#### Progress

- The Commissioner met with the Home Secretary and Policing Minister to lobby for fairer funding and more Police Officers for Nottinghamshire. Despite this, the Government has still imposed further budget reductions.
- Nottinghamshire is disadvantaged by the present funding formula. However, this is currently under review by the Home Office and will not be completed until 2016-17; the Commissioner is heavily involved in the discussions around the new formulae and its implementation.
- The Commissioner has maintained the same level of funding (£3m) to local partnerships<sup>2</sup> to provide community safety and victims' services.
- He has continued to explore every opportunity to make the best use of available funding by securing efficiencies through regional collaboration overseen by the Regional PCC Board and the Regional Efficiency Board. The Commissioner now chairs both Boards to ensure that Nottinghamshire has a strong presence in the region.
- He has worked with other Police and Crime Commissioners across the region to discuss and agree regional budgets for major crime, serious and organised crime and other collaborative projects and he plans to do more in the future. The East Midlands Police Collaboration Programme (EMPCP) has the task of delivering changes which will improve many areas of operational and non-operational policing functions.
- Currently the EMPCP is working on more than 40 projects as diverse as improving IT infrastructure and common systems, police legal services, training programmes, streamlining fraud and financial investigations and regionalising the management of HR data.
- As the People's Commissioner he has consulted and engaged with the community, stakeholders and the Police and Crime Panel regarding the development of the Police and Crime Plan and setting the Police budget and precept.

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<sup>2</sup> £0.5m provided to local community safety groups in the third sector.

## **Improve Community Policing across Nottinghamshire by taking on 150 extra Police Officers and 100 Police Community Support Officers (PCSOs)**

### **Progress**

- The Commissioner has driven the recruitment of additional Police Officers who will be directed towards local policing. At 1<sup>st</sup> April 2013 there were 2,011 Police Officers and by the end of March 2014 there were 2,089 representing an increase of 78 actual officers. The Force now has a budgeted establishment for 2,109 officers and is currently undertaking a recruitment process. This will provide an increase of 20 additional officers from 78 to 98.
- He has also overseen a significant increase in the number of PCSOs. By 31st March 2014 there were 335 PCSOs representing an increase of 67 PCSOs since the Commissioner took office.
- The Commissioner has supported the development of the Police Cadet Scheme and on 31st March 2014 there were 69 Cadets.
- And has supported an increased focus on the recruitment of Special Constables. Special Constables are volunteers with full police officer powers.
- During the year a [Mystery Shopper](#) scheme involving 15 volunteers has been established and is now fully active. The findings of their recent activity is currently being analysed to see where improvements can be made.<sup>3</sup>

## **Work in partnership to reduce anti-social behaviour by 50%**

### **Progress**

- Provided funding to enable partners to work together to combat anti-social behaviour in priority neighbourhoods. The end of year figures for 2013-14 show a reduction in ASB of 38% since the 2011-12 baseline. To meet the target of 50%, a further 12% reduction is required over the next two years.
- Created/Allocated a Community Safety Partnership fund of £350,000 to support the work of community-based projects aimed at tackling anti-social behaviour, alcohol and supporting victims and vulnerable people.
- The Commissioner hosted an Alcohol Conference with national experts before developing a county-wide Alcohol Strategy and associated Action Plan currently being delivered by Police and partners.

<sup>3</sup>

Findings from the initial activity and reviews regarding the 101 service and Police Station Front Counters can be found on page 21 of this Annual Report.

- A Restorative Justice (RJ) Summit was arranged with key partners to ensure victims' needs are at the centre of the RJ process and to identify how this approach can be expanded. Work is currently underway to formulate a Partnership Strategy and to set clear standards for delivery of restorative practice to ensure that victims' experiences of the RJ process are consistent and positive
- The new Anti-social Behaviour Crime and Policing Act (2014) which has been introduced by the Government, was directly influenced by experiences of anti-social behaviour and policing in Nottinghamshire. Work is now underway to ensure its effective implementation cross all involved parties.
- The new legislation reflects on Nottingham's unique Community Protection partnership. It illustrates how Nottinghamshire is at the forefront of crime and disorder management with the help of a suite of tools and powers designed by front-line professionals.
- The Commissioner has supported the Crime and Drugs Partnership in the delivery of the 'Respect Nottingham' Annual Survey of perceptions of crime and anti-social behaviour. The findings show that perceptions of anti-social behaviour continue to improve and the overall level of anti-social behaviour is at an all-time low with 7% of people across Nottingham highlighting anti-social behaviour as a problem in their area. Similarly, almost all individual types of anti-social behaviour (litter, dog fouling etc) are all seeing continued reductions with the exception of begging in the city centre which saw a significant increase over the last 12 months.

## **Give extra priority and resources to domestic violence and crimes against girls and women**

### **Progress**

- The Commissioner has commissioned various projects to develop a multi-agency process of identification of girls affected by gangs, identifying risk and developing pathways to enable appropriate support and also to offer early intervention support to girls affected by gangs. The 'Girls affected by Gangs' report was completed at the end of April 2014. A trial Multi-Agency Risk Assessment Conference (MARAC) process has been piloted and the recommendations made from this will be included in the report and considered by the Girls and Gangs Working Group.
- The former Police Authority's Domestic Violence Scrutiny Group/Panel identified Medium Risk repeat survivors as a priority. The Deputy Commissioner continues to monitor and evaluate the Scrutiny Committee's recommendations and the subsequent follow-up Internal Audit by RSM Tenon (now Baker Tilley).
- Specialist Domestic Violence services have been commissioned with £130,000 per annum allocated for Domestic Violence Medium Risk

Intervention Workers (One in the City and two in the County, provided by Women's Aid Integrated Services (WAIS) and Nottinghamshire Women's Aid Ltd (NWAL)) and through Community Safety Partnership.

- The Commissioner has worked closely with both Nottingham Citizens and the Force to improve Safer School Routes.
- The successful pilot of the Domestic Violence Disclosure Scheme- known as Clare's Law - in Nottinghamshire led to the national roll-out of the scheme as part of the continued focus on the need to improve the support and services available to victims of Domestic Abuse.
- The Deputy Commissioner leading a review of Domestic Violence Commissioned Services in the County, which will be followed by a programme of improvement. This is supported by academic research to improve services for repeat victims of Medium Risk domestic abuse. The County review will be completed by July 2014, with a multi-agency conference taking place in May 2014.
- The Deputy Commissioner has also led the work by a group of specialist domestic violence providers who were asked to monitor best practice in the delivery of services to young people experiencing or witnessing partner abuse in their homes. The age groups include 16-18 year olds and younger children.

## **Ensure that victims of crime are treated as people, not cases, and Victim Support is properly funded**

### **Progress**

- The Commissioner commissioned an independent Black and Minority Ethnic (BME) project the report of which made 30 recommendations. These are currently being progressed.
- Established a Task and Finish Group to ensure that the new Code of Practice for Victims of Crime, which came into force in December 2013, will be implemented. The implementation will be overseen by a task and finish group of the Victims and Witnesses Sub-Group of the Local Criminal Justice Board, chaired by the Deputy Police and Crime Commissioner..
- The Commissioner has also commissioned independent research into what victims, and the people who work with them, think future victims' support services should look like. Findings have been identified which are shaping a new Victims' Strategy to be consulted on in early summer 2014. The strategy will set out the Commissioner's vision for locally based victim centred services to support victims to cope and recover from the effects of crime.

- He has agreed a transitional delivery model with Victim Support and MoJ to ensure a smooth transfer from national to local commissioning of victims' services during 2014-5.
- The Commissioner has also agreed funding to Victim Support to invest in additional support for ASB victims during 2014-5.
- Restorative justice and community resolution are important processes for repairing the harm to victims and the community. The Commissioner is committed to expanding the use of restorative justice, where appropriate, A Restorative Justice Summit was held, sponsoring a National Restorative Justice Conference on 3rd December 2013 in Nottingham.
- Independent consultants have been commissioned to map restorative practice, analyse demand, and develop a restorative practice strategy and delivery model. This work will involve consulting with the public and victims on possible sanctions and a menu of options to be offered to the offender as part of the community resolution or conditional caution.
- The Commissioner has funded a film of a restorative justice involving local people. The film will be available in the summer of 2014.
- The police have a central role in protecting children, preventing and investigating crime through the Public Protection Unit. There will be ongoing focus on protecting and promoting the welfare of children in custody at all stages of the process, together with working with partners to improve processes for effectively dealing with patients under Section 136 of the Mental Health Act 2007. A conference on 'mental health and criminalisation system' is planned for the summer of 2014.
- There will be continuing focus on young victims and witnesses, safeguarding children and vulnerable adults. The police hold important information about children who may be suffering, or likely to suffer significant harm, as well as those who cause this harm, which they should share with other organisations to protect children.
- The Commissioner has provided funding to support Crime Stoppers and Neighbourhood Watch to support their important work.
- The Commissioner has worked together with local authority partners to invest in community safety work to address hate crime and support the victims of hate crime, focussing on homophobia awareness training, ambassadors for the Gypsy Community, victim support and third party reporting, together with various diversionary and educational training for young people.

## **Be fair, honest and protect taxpayers' money**

### **Progress**

- The £8.6m savings target was realised by the end of 2013-14; this was achieved through a combination of efficiency measures e.g. savings in staff, changes in processes such as the capitalisation of staff to projects and prudent balance sheet management.
- A Base Budget Review has been commissioned to assist with the identification of opportunities to better align the Force budget with the Police and Crime Plan priorities, compare cost savings and uncover potential opportunities for new ways of working with regional forces and partners. The final report has been considered by the Commissioner.
- New and innovative ways to work in partnership via Regional Collaboration have been explored to deliver savings while protecting local delivery.
- The cost of the Commissioner's Office and staff (NOPCC) is £1.1 million, significantly less than that of the former Police Authority (£1.25 million).
- The Commissioner has supported the introduction of Leadership Standards through the College of Policing's draft Code of Ethics which outlines the principles and standards of behaviour expected across policing to improve the public's trust and confidence.
- The Commissioner has agreed to implement the recommendations from the independent research into 'BME Experiences of Policing' designed to restore confidence and trust in the Force from the perspective of BME residents .
- The Social Responsibility Strategy will be launched in the summer of 2014 and consists of four key objectives, designed to deliver better decision making, alongside systems and processes which will add value to the community and environment and improve socio-economic strength in communities.
- In 2013 the Commissioner approved a Governance structure which includes bi-monthly public Strategic Resources and Performance meetings and Community Stakeholder Forums which enable him to publicly hold the Chief Constable to account on a range of policing matters.
- The Commissioner, his Deputy and his staff sit on various Force Boards to ensure that the Force is performing efficiently, effectively and providing value for money. In addition, the Deputy Commissioner attends the Force Standards Board overseeing the level and type of complaints about the Police. Any concerns are raised by the Commissioner with the Chief Constable.

## The Seven Strategic Themes

This section of the report details the end of year performance in respect of the Commissioner's Police and Crime Plan targets (2013-14) and details the range of activities undertaken in support of each strategic theme. An extensive update report on the whole activity was reported to the Police and Crime Panel on 28<sup>th</sup> April 2014.<sup>4</sup>

### Protect, support and respond to victims, witnesses and vulnerable people

#### Performance

- 87% of victims of crime are completely, very or fairly satisfied with the service they have received from the police<sup>5</sup>
- Although not a target measure, in March 2013 the Force commenced a three-month pilot project to survey victims of domestic abuse. Findings illustrated that 89.9% of victims were satisfied with the way the Police assisted them throughout the whole experience
- The domestic abuse survey has continued and initial results for incidents reported in the 12-months to the end of December 2013 demonstrate that rates remain stable with almost 93% satisfied with the way the Police assisted them throughout the whole experience (553 out 596).
- In March, 100% of victims and witnesses responding were satisfied or very satisfied with the services provided in Court.
- 76.0% of respondents felt confident to give evidence at Court.<sup>6</sup>
- 51.5% of respondents agree that the Police and Council are dealing with local anti-social behaviour and other crime issues.<sup>7</sup> This remains a challenge to meet the 60% target.
- There has been a 9% reduction of people who have been repeat victims within the previous 12 months which equates to 759 fewer repeat victims.<sup>8</sup>
- A key finding of the Respect for Nottingham 2012 Survey<sup>9</sup>, conducted on behalf of the Nottingham Crime and Drugs Partnership, is that only 9% of the population (of the City of Nottingham) have a high perception of anti-social behaviour.

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<sup>4</sup> [Police and Crime Plan \(2013-18\) – 12 Month Monitoring Report](#)

<sup>5</sup> Satisfaction for incidents in the 12 months to January 2014

<sup>6</sup> Between April 2013 and January 2014

<sup>7</sup> This is based on 12 months interviews ending September 2013.

<sup>8</sup> This relates to victims of Domestic Violence, Hate Crime or Anti-Social Behaviour (ASB) within the previous 12 months when compared to the same period of last year.

<sup>9</sup> Respect for Nottingham Survey 2012, Final Report March 2013.

- There has been a reduction of 25.9% or 113 people Killed or Seriously Injured (KSI) between January 2013 and September 2013.

## **Progress**

- There has been steady progress in the delivery of commissioned services for victims, while outline key strategies (Victims Strategy) have been developed. Positions against national standards (including Victims' Support Pledge, Barnardo's Pledge and Youth Charter) have been established and research has been commissioned (e.g. BME Project).
- A Victims' Strategy and Commissioning Framework based upon evidence of need is under development.
- Work is taking place with Victim Support to secure funding for anti-social behaviour Case Workers.
- Young victims of crime are receiving improved support services
- Young women in abusive relationships and girls whose lives are affected by gangs are seeing greater protection and a reduction in violence as a result of research to gain a better understanding of the problems they face.

## **Improve the efficiency, accessibility and effectiveness of the criminal justice process**

### **Performance**

- The quality of files submitted to Court remains a challenge with a current error rate of 53.7% with 38.4% of files being submitted late.<sup>10</sup>
- Nottinghamshire Criminal Justice Area is showing a year-to-date conviction rate of 84.3% for cases prosecuted through the Magistrates' Courts (MC) and 85.3% for cases prosecuted through the Crown Court (CC).
- Year-to-date figures show that the current effective trial rate is 44.6% for the Crown Court and 41.0% for the Magistrates Court.<sup>11</sup>

### **Progress**

- There has been work commissioned as a result of the BME project, which outlined 30 recommendations for improvement. The Commissioner has taken an active role in developing a local response to the improvement of the rehabilitation agenda, and has commissioned a Restorative Justice Strategy based upon a mapping exercise with an

<sup>10</sup> Figures are based on the financial period of 2013/14. The Force undertaking work to increase the return rate and it is anticipated that this will drive an improvement in the validity of the quality and timeliness data.

<sup>11</sup> Neither Court is achieving the effective trial rate target of 50%.

organisation called Remedi. There is also further work being undertaken to develop the Victims Strategy.

- The Commissioner is working with Criminal Justice partners to agree ways in which the Criminal Justice System can be made more accessible to all communities.
- The effectiveness of the Youth Justice and Criminal Justice System is being monitored, including timeliness and compliance with national standards on sentencing decisions.
- The Commissioner has worked closely with Ministry of Justice (MOJ) officials to ensure that the changes to the Probation Service deliver benefits and don't undermine the strong performance in Nottinghamshire.
- Improvements are being seen in the timeliness and quality of case files.
- The ways in which case files are produced and transferred is being digitalised
- The effectiveness of the support available to victims and witnesses going through the Criminal Justice System is being improved
- Work is ongoing to ensuring that all agencies deal fairly with offenders from different backgrounds.
- Work is taking place to promote and align community payback with local neighbourhood priorities in order to improve the local environment.
- Opportunities are being developed to involve victims of anti-social behaviour and crime in neighbourhood justice.
- Public information on the sentencing and names of offenders

## **Focus on those local areas that are most affected by crime and anti-social behaviour**

### **Performance**

- The Force has not met the -8% reduction target, ending the year with a slight increase of 0.7% in overall crime. However, last year the reduction was 12%, exceeding the target by 4%. **Appendix A** details the full breakdown of crime types and **Appendix B** shows the changes by area.
- In terms of volume, the largest increases were Theft and Handling (+808, +4.1%), Violent Crime (+742, +4.5%) and Burglary Dwelling (+406, +10%).
- There was a reduction in Fraud and Forgery (-1,139, -92.7%) Criminal Damage (-464, -4.3%), and drug offences (-83, -2.2%). However, Fraud and Forgery is being recorded differently and may explain the decrease.

- Anti-social behaviour reduced by 6.5%, just short of the 8% reduction target (City +1.4% compared to a -12% reduction in the County).
- The Force recorded a year-end detection rate of 32.5% (4.5% short of the 37% target). This is due mainly to the fall in offences taken into consideration (TICs) i.e. 487 less than last year.

## **Progress**

- The Commissioner continued to provide £3m funding to local partnerships to provide community safety and victims' services. In addition he has made over £400,000 of funding to the Safer Nottinghamshire Board (SNB) to support work in Nottinghamshire's Partnership Plus Area. There has also been a Force-led review into the impact of a "Partnership Plus" approach on local neighbourhoods.
- In Nottingham the CDP has maintained its focus on High Impact Areas as part of its four-tier model of working.
- Improved partnership working is evidenced by the 'Street Level Problem Solving' (SLPS) initiative developed by the City Council's Community Protection team and City Division.
- The Commissioner has agreed to fund £150,000 capital contribution to the development of the Forest Recreation Ground to support positive activities for young people to prevent offending and re-offending. A legal agreement with Nottingham City Council is under review and yet to be finalised.
- The Commissioner and Deputy Commissioner have been working with Nottingham Citizens to develop a Safer School Route which is being progressed with the Force, alongside the introduction of route tagging and incident report alerts to schools.
- The Commissioner has agreed to provide £95,000 to fund a Nottingham City Hackney Carriage CCTV Safer Cab Voluntary scheme, initially on a pilot basis. The launch is planned for June 2014.
- A Violence Strategy is now in place and is being delivered under the direction of a Violence Gold Group. A Peer Review was conducted by Merseyside Police. Plans are in place through the Violence Gold Group to address all areas of violence, looking at Prevention, Intelligence, Enforcement and Investigation.
- Partnership Gold groups have been established for both burglary and retail crime.

## **Reduce the impact of drugs and alcohol on levels of crime and anti-social behaviour**

### **Performance**

- There has been a slight increase in the number of alcohol-related admissions to hospital compared to 2012-13, (Force +0.2% or 50 admissions, Nottingham +0.2% or 16 admissions and Nottinghamshire +0.2 percent or 34 admissions).
- Figures for 2013/14 reveal that 13.9% of All Crime in Force was alcohol related, compared to 15.7 percent last year (City 15.6%, County 12.6%). Over the same time period, 24.9% of Violent Crime (All VAP, Robbery but excluding Sexual Offences) was alcohol-related in 2013/14, compared to 27.7% in 2012/13.
- Whilst the data suggests that there is less alcohol-related crime, the results have been produced for monitoring purposes only as it is believed that alcohol-related crime should be closer to the national average of 47%. Improvements in recording practices will be monitored during the year with a view to setting a target in later years.

### **Progress**

- The Commissioner has worked closely with Nottinghamshire County Council's Public Health team to jointly commission substance misuse services, and to deliver the Alcohol Strategy and Action Plan which addresses night-time economy issues. Funding has been provided to the Safer Nottinghamshire Board and to the Nottingham Crime and Drugs Partnership to ensure drug misusing offenders have access to treatment and recovery services.
- The Crime and Disorder Partnership (CDP) Executive Group applies deep dive methodology to substance misuse and associated issues on a quarterly basis. In doing so, partners plan and coordinate service delivery jointly.
- The Commissioner's and Nottingham City Council's alcohol strategies have been aligned. The CDP is delivering on the strategy and associated plans in Nottingham.
- Night time Economy is a key strand within the Alcohol Strategy and Action Plan. The Commissioner supported a bid to the Home Office to become a Local Alcohol Action Area and this status has been achieved across the City and County. Nottingham City Council has consulted on the introduction of a Night Time Levy.
- The CDP continues to commission and manage all drugs and alcohol treatment services for Nottinghamshire.

- The City's Licensing Group, chaired by a Nottinghamshire Police/Community Protection Inspector, continues to ensure the proactive management of un-licensed premises through close working with the responsible authorities.

## **Reduce the threat from organised crime**

### **Performance**

- The number of Proceeds of Crime Act (POCA) confiscation and forfeiture orders continue to be successful; so far this year the Force has recorded a total order value of £800,161.03 (up £343,263.04 or 33.7% compared to last year). This equates to an average order value of £5,129.24 - an increase of 32.7% compared to the average order value recorded during the same period of last year.
- The current Threat, Harm and Risk (THR) level is similar to that recorded last year.

### **Progress**

- The Commissioner and Chief Constable are required to review the capability and capacity to deliver the Strategic Policing Requirement. This is being inspected by Her Majesty's Inspectors of Constabulary with a national thematic report published in April 2014. There is a national Serious and Organised Strategy with new duties for the Commissioner which will be progressed through regional collaborative working.
- The Commissioner has made funding available to Nottingham CDP for the Ending Gangs Programme. Diversionary projects have continued to deliver results in Radford and Basford and new projects were commissioned in November 2013 in St Ann's and Basford.
- The Force's work on urban street gangs and organised crime groups has recently been held up as an example of good working practice on an international scale.
- The Commissioner's Community Grant has enabled work to improve community relationships and cohesion.
- The Force's Intelligence capability is now centrally managed and links in with EMSOU and the regional collaboration programme. There has been a Strategic Policing Requirement HMIC Inspection, with the final report published in the summer of 2014. A meeting of the Chairs of the Strategic Partnerships agreed to an Information Sharing Protocol.
- The Force has invested in a further 56 Automatic Number Plate Recognition (ANPR) cameras which have been positioned around the County division in addition to the 30-camera network already established around the City division. This network now covers all of

Nottinghamshire's road network. All Operational Support vehicles have been equipped with new 3G mobile ANPR cameras.

- In addition to the county-wide camera network a Real Time Intelligence Unit is being created, based in contact management, which will enable a rapid response to activations from the ANPR network. Nottinghamshire has a robust, comprehensive and well-serviced ANPR network.

## **Prevention, early intervention and reduction in reoffending**

### **Performance**

- There have been 465 First-Time Entrants (FTEs) into the Youth Justice System this year (April – March 2014). This is a reduction of 9.4% (48 FTEs) compared to last year - just short of the 10% reduction target.
- National data published by the Ministry of Justice covering the 12 months' to March 2012 suggests that Nottinghamshire had a 'proven' reoffending rate of 36.7% (compared to 37.6% for the 12 month period ending December 2011), 2.9% above the national average of 33.8%.

### **Progress**

- There is ongoing work across policing and community safety organisations to address prevention and, early intervention mechanisms while grants have been awarded for focused activities directed at reducing reoffending. The Community Safety Partnership Fund which specifically aims to assist small local groups in their efforts to reduce crime and anti-social behaviour, Nottinghamshire Police is in the process of developing a prevention strategy.
- The Commissioner has provided support for the introduction of triage cars with mental health nurses who go out on patrol with Police Officers at key times. Planning is underway to hold a Mental Health summit in early summer which will focus on ensuring vulnerable people receive appropriate levels of support at the earliest opportunity and reducing demand on custody suites.
- There have been dedicated grants awarded in support of young people, including Catch 22 and Positive Futures, with a number of different projects also being managed through the Community Safety Partnerships.
- The Integrated Offender Management (IOM) Programme is well-established and now includes shoplifting offenders. The Integrated Offender Management (IOM) Scheme has had a minor refresh and work is being conducted around new emerging populations with the focus on prolific offender management.

- Work is progressing to reduce the threat to communities through the active management of dangerous sex and violent offenders, with violence a priority in the Partnerships and the Force's Gold Group<sup>12</sup>.
- There is ongoing monitoring of, and a focus on, initiatives supporting troubled families which include help to curb youth crime and initiatives designed to encourage people back into work.

## Spending your money wisely

### Performance

- The £8.6m savings target was realised by the end of the year through a combination of efficiency measures.
- Actual net expenditure for the year ended March 2014 was £198.508m against a budget of £198.6m. There was an under spend of £0.092m achieved by the Office of the Police and Crime Commissioner (NOPCC).
- The latest 12-month rolling sickness data for the Force has shown that officer sickness reduced to 4.00% in March 2014 from 4.53% in March 2013. As at the end of February 2014, the rolling 12-month average staff sickness rate was 3.71%. This has reduced from 4.33% in February 2013. This represents a reduction of 14% over the past year.
- Current BME representation in Force stands at 4.3% (March 2014).<sup>13</sup> This shows little change from the proportion recorded in March 2012, however the Force is in the process of recruiting new officers following a positive action campaign and therefore a change may be seen in the representation statistics in the coming months.

### Progress

- There has been a significant amount of progress this year to deal with the change and growth required for policing in Nottingham and Nottinghamshire; this has been supported by the specially commissioned Base Budget Review. The Commissioner has set out his commitment to collaboration with PCCs across the region in order to protect local policing, and on behalf of the other PCCs in the East Midlands he leads the regional efficiency programme.
- The Commissioner has been leading innovation funding opportunities through local and regional bids, with Home Office Innovation funding secured for early intervention and cross-agency working, together with joint collaboration bids for Information Communications Technology and a Forensics Centre of Excellence.

<sup>12</sup> Partnership Gold Group were established last year to tackle key volume crime types Burglary, Violence and Retail Crime

<sup>13</sup> The 4.3% figure is lower than the BME population of Nottinghamshire, which stands at 11.2% (Source: 2011 Census Data).

- The Commissioner played a key role in successful acquiring an innovation fund from the College of Policing for a 'Better Policing Collaborative'. This sees internationally recognised researchers, from a wide range of academic disciplines, working with Police Forces on crime reduction and policing practice.
- The Force is developing a programme of significant transformational change, through Designing the Future (DTF). This will change the way in which the policing service in Nottinghamshire is provided in the future. DTF it is largely predicated on transforming the IT infrastructure to enable different ways of working which will drive service improvement and cost saving from further collaborative working and changing the workforce mix.
- A secure printing service, known as Follow Me Printing, has been deployed to all multi-functional printer copiers at all sites across the Force. The service reduces waste and ensures the security and confidentiality of printed material by controlling when the work is released (a feature particularly supported by a recent Information Commissioner audit).
- Some challenges include:
  - Sustainable services with reduced budgets
  - Partnership working and collaboration
  - Demonstrating Value for Money
  - To date £42 million of efficiencies has been delivered to balance the budgets since austerity measures were taken by the government.
  - The identified need to find on average £10 million in savings each year is set to continue.

#### Rationalisation of the Police Estate and front counters Independent Custody Visiting Scheme

The Independent Custody Visiting Scheme, which began nationwide in the early 1980s following Lord Scarman's report into the Brixton disorders, is designed to provide an independent check on the welfare of people detained in Police Custody.

The Nottinghamshire Independent Custody Visitors (ICVs) is a team of volunteers who make unannounced visits, weekly, in pairs, to the City and County's three custody suites, Bridewell (in the City), Mansfield and Newark, to check that the detainees are receiving their rights and entitlements such as meals, medical attention and legal advice. ICVs are not provided with any details of why the detainee has been detained and do not engage in conversation about their case.

The main aim of the Independent Custody Visiting Scheme is to increase public confidence in the treatment and welfare of persons detained in police custody.

ICVs in Nottinghamshire ensure that vulnerable detainees are visited as a priority. In 2013 procedures were put in place for ICVs to communicate with non-English speaking detainees using language cards and mobile phones to contact interpreters via Language Line.

The Custody Visiting Scheme has tried to be as representative as possible and to reflect this in the ethnic origin, gender, and age range of the membership. The appointment of new members to the Scheme this year takes account of the need to preserve and, where possible, enhance the diversity of the group. There are 29 volunteers on the Scheme, including 10 recent recruits.

### **Performance**

- During the year 2013-14, there were 225 visits made
- 890 detainees were offered a visit albeit 72 declined the offer.
- On average four detainees were seen during each visit
- 77% of these visits took place during weekdays and 23% during the weekend.
- 21% of ICVs are from the BME communities
- 83% of ICVs are female, 23 % male across an even spread of age groups
- 89% of unannounced visits are given access to detainees with the first five minutes of the ICV's arrival. The remainder (11%) is up to 15 minutes.
- Overall, feedback from ICVs show that detainees are generally very satisfied with the way they are treated and raise few complaints.

### **Progress**

- All concerns arising from the visits were raised with the Chief Inspector of Custody immediately so remedial action could be taken quickly. They are documented and written responses provided on action taken.
- The Commissioner's Volunteer Manager oversees the scheme and should any complaint not be resolved to her satisfaction then it is escalated to a higher level with the Head of Crime and Justice.
- Overall, feedback shows that detainees are generally very satisfied with the way they are treated and raise few complaints. However, some of the issues raised and addressed include:

- ✓ Concerns about temperature, heating and air circulation in the cells which was inconsistent and sometimes too hot or too cold.
  - ✓ A defective call button in a detainee's cell.
  - ✓ Standard of cleanliness.
  - ✓ Need greater access to shower facilities
  - ✓ Request for reading material
  - ✓ Request for medication and food
  - ✓ Problem with toilet flushing
  - ✓ Light flickering in cell
- ICVs undertake a visual inspection during their visit and record any observations which they consider need addressing especially those relating to health and safety. Some examples during the year include:
    - ✓ Detainee meals out of date and not disposed of
    - ✓ Cleanliness of kitchen and microwave for heating detainee meals
    - ✓ Slats on detainee door defective
    - ✓ Staffing levels
    - ✓ Exercise yard out of use (due to maintenance work)
    - ✓ Cleanliness of CCTV cameras

## **Animal Welfare Lay Visiting Scheme**

The death of a police dog whilst training in Essex in 2003 resulted in an understandable loss of public confidence in police dog training methods. In response to this the ACPO Police Dog Sub-Committee embarked upon a review of police dog training and handling, aimed at restoring public confidence by ensuring that police training methods are humane, ethical and transparent.

The need for transparency is critical to the re-building of public confidence and ensures that the welfare of animals engaged in police work is maintained while any mistreatment is identified and dealt with promptly.

In 2005 the Animal Welfare Lay Visiting Scheme was introduced enabling volunteers from the local community to observe and report on the conditions under which police dogs are housed, trained and transported.

Animal Welfare Lay Visitors are independent volunteers of the local community who make unannounced visits to check on the welfare of animals engaged in police work.

The Nottinghamshire Scheme has five Animal Welfare Lay Visitors who visit the dogs approximately once a month. They work in co-ordination with the RSPCA and their inspection visits are based on the Five Freedoms:

- ✓ Freedom from hunger and thirst.
- ✓ Freedom from discomfort.
- ✓ Freedom from pain, injury and disease.
- ✓ Freedom to express normal behaviour.
- ✓ Freedom from fear and distress.

### **Performance**

- The Animal Welfare Lay Visitors made 10 visits to the kennels during the year 2013-14
- Visits to observe training with the RSPCA were also undertaken.
- 114 individual inspections of police dogs were undertaken overall.

### **Progress**

- In response to concerns about the condition of the kennels and surrounding environment the Commissioner has been working with the Force to upgrade and improve the provision of kennels for operational police dogs.
- In the interim, a number of upgrades and repairs have been undertaken, and when the RSPCA Inspectors conducted a site visit with the Commissioner and the Animal Welfare Lay Visitors in March 2013 they professed themselves to be pleased with the progress and improvements made since the last inspection.
- The RSPCA found that the new and portable fabricated kennels on site were more than adequate for the purposes of holding Police Dogs; with new panel fencing clearly reducing noise and stress (including pacing of some dogs along the fence line) and the temperature improved in the main kennel block. In addition, they felt that the cleaning regime had vastly improved with clearly identifiable cleaning equipment colour coded to prevent cross infection.
- Plans are now in place to seek the construction of a new kennel complex that meets the modern day needs and the legislative requirements governing animal welfare, while providing an operational kennel facility that will last over 20 years. The existing kennels within the main complex will be replaced with new and energy efficient units, supported by modern management facilities.

## **Mystery Shopper and Review of the 101 Non-emergency Telephone Number**

During the year a Mystery Shopper scheme involving numerous volunteers has been established and is now fully active. As part of the scheme a sample of calls made to the 101 non-emergency number were analysed. The purpose of the scheme is to provide the Commissioner with information on the quality and delivery of customer service provided by Nottinghamshire Police so that he can hold the Chief Constable to account should there be any issues.

Between January and March 2014, Mystery Shoppers visited Police Stations and noted waiting times, provision of information, the professionalism of front counter staff, the cleanliness of the police station, whether opening times were clearly displayed, the car parking facilities and disability access.

In addition, Mystery Shoppers listened to recorded phone calls to Nottinghamshire Police (randomly selected) assessing the greeting, any transferred calls, whether the caller could hear the handler clearly, whether the caller was satisfied at the end of the call and overall professionalism.

The findings of all Mystery Shopping are currently being analysed but an initial review suggests that there are no major issues although there are a number of areas where improvements can be made. The Commissioner will discuss the findings with the Chief Constable once the final report is complete.

### **Performance**

- Fifteen additional Mystery Shopper Volunteers (MSVs) recruited and trained in December 2013.
- Fifteen visits made to Police Stations where waiting times and provision of information and professionalism was assessed.
- All MSV visits were attended to in less than five minutes at open front counters of Police Stations.
- In the majority of cases Police Staff appeared interested and were helpful.
- Forty-eight recorded 101 phone calls to Nottinghamshire Police were randomly selected, listened to and assessed.
- Staff opened and closed all calls reviewed appropriately.
- Staff were considered to be polite and courteous to callers and it was felt they were genuinely interested in the concerns of the callers and provided them with jargon-free help and advice.
- Young Mystery Shoppers between the age of 15 and 18 years navigated the new Nottinghamshire Police website and provided feedback.

## Progress

An initial review of the findings illustrates where some improvements can be made:

- ✓ A visit to one Police Station was undertaken but it was closed although the displayed opening hours suggested it should be open. No information was provided advising where or how to alternatively contact the Police.
- ✓ Screens at front counters, where appropriate, did not appear to be routinely opened by front counter staff when speaking to MSVs, however a number were uncertain if the screen they marked as closed could be opened.
- ✓ There was no obvious signage displayed in front counters offering visitors the use of a confidential area to discuss their enquiry if required.
- ✓ MSVs noted the lack of direction/road signs to Police stations and occasionally it was felt that Police station signage was not prominent enough.
- ✓ Disability and visitor parking were considered inadequate by a number of MSVs.
- ✓ Neighbourhood Policing updates were difficult to find on the Force website and some were apparently not up to date.
- ✓ MSVs felt that information on how to make a complaint and contact details could be more prominent.
- ✓ While the Nottinghamshire Police Youth Zone was generally well received and felt to be informative, it was suggested that it could be improved if it contained more interactive guides and appropriate information for differing age ranges..

Once the findings are fully analysed they will be reviewed with the Force to enable action to be taken to address the issues raised. However, this brief overview should provide assurance on how the new Mystery Shopper Scheme can lead to improved service provision.

## Governance

Under the Police Reform and Social Responsibility Act 2012 and the Policing Protocol Order 2011, the Commissioner is responsible for the totality of policing within Nottinghamshire. The Act also requires him to hold the Chief Constable to account for the operational delivery of policing, including the strategic policy requirement published by the Home Secretary.

He has in place a range of mechanisms to enable him to deliver effective governance of policing. These include:

- The production of an annually refreshed Police and Crime Plan which sets the strategic direction for policing and community safety
- Regular meetings with the Force and Partners to discuss performance
- The publication of, and adherence to, a policy regarding open and transparent decision-making processes Production of a new Scheme of Delegation and Financial Regulations for the Force on how it can make decisions and spend money
- Published information on how he will deal with public complaints and handle requests for Freedom of Information
- Regular meetings with the public and victims of crime to give them a bigger voice and subsequently ensuring that the Police act on these concerns promptly
- Identifying future risks to policing and producing an action plan, in partnership with the Force, to address them
- Ensuring that a programme of audit is in place to provide assurance against the delivery of the Police and Crime Plan
- Establishing a joint Corporate Code of Governance between himself and the Chief Constable
- Regular dip tests of complaints made to Nottinghamshire Police to ensure that standards and targets are met.

## **Police and Crime Panel**

The Commissioner attends the bimonthly meetings of the Police and Crime Panel for Nottinghamshire. This Panel is responsible for reviewing and scrutinising the decisions and work that he has undertaken. Members of the Panel have been provided with an opportunity to share their views on the budget for policing, including the precept level, and helping to shape the Police and Crime Plan to ensure it reflects the needs across Nottingham and Nottinghamshire.

## **Cost Comparison Office of the Police and Crime Commissioner**

In May 2013 the Commissioner approved the restructuring of his office to ensure that staffing roles were aligned with the Commissioner's legal responsibilities and the new governance structure for policing.

The Commissioner pledged to reduce the running cost of his office (OPCC). The table below shows the breakdown since he took office on 22<sup>nd</sup> November 2012.

	2011/12 PA	2012/13 PA/ PCC	2013/14 PCC	2014/15 PCC
	£'000's	£'000's	£'000's	£'000's
Total Budget	1,200	1,250	1,100	1,100

It can be seen that the comparative cost of the OPCC in the current year (2014-15) has reduced by £150,000 when compared to 2012-13. This represents a reduction of 12% in actual terms which if inflation, pay awards and so on are taken into account amounts to a real reduction of around 15%.

HMIC's value for money profile for 2013 showed the cost of Nottinghamshire OPCC at £1.05 per head of population, this compared with a figure of £1.26 for the national average and £1.13 for the average of similar forces. The impact of the budget savings agreed for 2014-15 will bring the Nottinghamshire figure down to around £1.00 achieved despite the need for additional staff resources.

## Summary Revenue Expenditure (2014-15)

The Commissioner is required to set a balanced budget each year for the following financial year. With a reduction in grant income of 4.8% and increased pressures from inflation, pay awards and new responsibilities this inevitably means efficiencies have to be identified and delivered in order to balance the budget. Inflation increases account for £2.3m of the in-year increases or joint budget (Force and Commissioner's Office).

The revenue and net expenditure budget for 2014-15 is £193.8m and is summarised in the tables below<sup>14</sup>.

<b>Expenditure 2014-15</b>		<b>2014-15</b>	<b>Net Expenditure Budget</b>	<b>2014-15</b>
		<b>£m</b>	<b>£m</b>	
Previous Expenditure		196.9	Employee	163.7
In year increases		9.6	Premises	6.7
Transformation Programme costs		2.0	Transport	5.9
<b>Sub-total Expenditure</b>		<b>208.7</b>	Supplies & Services	14.6
Efficiencies	(12.7)		Agency & Contract Services	12.7
Use of Reserves	(2.0)		Pensions	3.9
<b>Total Net Expenditure</b>		<b>193.8</b>	Capital Financing	4.1
			Transformation Programme costs	2.0
			Income	(5.0)
			Efficiencies	(12.7)
			Use of Reserves	(2.0)
			<b>Total Net Expenditure</b>	<b>193.8</b>

<sup>14</sup> Full details of the budget for 2014-15 were tabled at the Police and Crime Panel in February 2014. See <http://www.nottinghamshire.gov.uk/dms/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/3256/Committee/504/Default.aspx>

In order to balance the budget for 2014-15 efficiencies of £12.7m need to be delivered. The Force is working on delivering major transformational change for the future, some of which may start to deliver savings in 2014-15.

Consideration is being given to make further immediate in-year savings (e.g. agency, consultants and temporary acting up arrangements).

The efficiencies identified to deliver a balanced budget in 2014-15 are summarised in the tables below and supplemented by the savings to be achieved from the Designing the Future (DTF) giving a total savings of £12.7m.

<b>Efficiencies 2014-15</b>	<b>£m</b>		
Collaboration	0.3		
Procurement	1.3		
Estates	1.4	<b>TOM savings 2014-15</b>	<b>£m</b>
Corporate Services	2.9	Collaboration	0.3
Fleet	0.2	Local policing redesign	2.0
Operational Efficiencies	0	Systems Thinking	2.0
Income generation	1.2	Regional ICT	1.0
Commissioners Office	0.1	<b>Total</b>	<b>5.3</b>
<b>Total</b>	<b>7.4</b>		

The Commissioner is supportive of the collaboration work being delivered across the region and is committed to further collaboration in other operational policing areas and with back office services. This will be required if savings for all of the East Midlands Commissioners and Forces is to be achieved.

The Commissioner is highly supportive of the Collaboration projects being delivered across the region and is committed to further such work in both operational policing and organisational support areas. The Commissioner is keen to see this programme progressed swiftly and is aware that this is an imperative if the required savings for all the East Midlands Commissioners and their Forces are to be met.

## **HMIC Validation and Audit**

There have been a number of audits and inspections conducted over the last 12 months which have led to improved standards in policing services.

### **RSM Tenon (Now Baker Tilley):**

During the year 2013-14, Internal Audit carried out a number of reviews and published the following reports, for both the Commissioner and jointly with the Force. The Commissioner reviews these reports and ensures that any recommendations are considered and implemented:

- **Culture - 17 July 2013 (Joint)** – The aim was to consider the impact of the Change Programme to the Organisation, specifically in relation to Culture.
- **Follow-up of Previous Internal Audit & Inspection Recommendations - 12 September 2013 (Joint)** – To provide assurances around the implementation of recommendations previously made.
- **Governance – Financial Governance - 27 November 2013 (Joint)** – to confirm compliance with elements of the Good Governance Framework and Financial Management Code of Practice.
- **Collaboration – Governance & Financial Framework - 13 December 2013 (Joint)** – Following input with representatives from the regional forces the review set out to confirm clear objectives for collaboration, together with a robust governance financial framework in place for collaboration as a whole and for individual projects/units.
- **Follow Up Scrutiny Panel – ASB - 5 February 2014 (PCC)** – to follow up on progress made to implement the recommendations that were made by the Scrutiny Panel, as part of their ASB review. An initial follow up was completed in August 2013 and again in January 2014.
- **Commissioning – Grant Application - 6 February 2014 (PCC)** – to provide an independent review of the completion and accuracy of the details included within application forms to confirm due process has been followed and decisions made are based on complete data.
- **Crime Recording - 20 May 2014 (PCC)** – As a result of national and local perceptions and the forthcoming HMIC inspections, this audit provided independent assurance around Crime Recording and the robustness of the governance framework, processes, accuracy and management information.
- **Follow Up Collaboration – Governance & Financial Framework - 21 May 2014 (Joint)** – To provide assurances around the implementation of the recommendations included in the original report, completed in December 2013.

### **Completed HMIC Inspections:**

During the year 2013-14, HMIC carried out a number of inspections and published the following reports.<sup>15</sup> The Commissioner reviews these reports and ensures that any recommendations are considered and implemented.

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<sup>15</sup>

See HMIC Web Site:

<http://www.hmic.gov.uk/?type=publications&s=&cat=&force=nottinghamshire&year=2013>

- **Rape Monitoring Group: Digests, data and methodology 31 January 2014:** On behalf of the Rape Monitoring Group, HMIC has published 43 Force reports showing police data on how many rapes were recorded by the police in each Force, and the outcomes.
- **Value for money - 14 November 2013:** The Value for Money (VfM) profiles provide comparative data on a wide range of policing activities. For instance: does your Force spend more or less than other similar Forces? Does it receive fewer or more 999 calls? How does the crime rate differ from other Force areas?
- **East Midlands Collaboration PCC Commission - Terms of Reference 11 October 2013:** In July 2013, the Police and Crime Commissioners (PCCs) for the East Midlands region commissioned Her Majesty's Inspectorate of Constabulary (HMIC) to conduct a review of the arrangements for collaboration between the five Forces in the region. The purpose of the commission was: "to provide [the PCCs] with high-level assurance on the overall approach.
- **Joint inspection of police custody suites Custody suites - 14 August 2013:** This report is one of a series on police custody inspections carried out jointly by HMIC and HMI Prisons. The inspections look at strategy, treatment and conditions, individual rights and health care. They also make a key contribution to the United Kingdom's response to its international obligation to ensure regular and independent inspection of.
- **Response to the funding challenge Value for Money inspection - 18 July 2013:** In October 2010, the Government announced that central funding to the Police Service in England and Wales would reduce by 20% in the four years between March 2011 and March 2015. HMIC's Valuing the Police Programme has tracked how Forces are planning to make savings to meet this budget demand each year since summer.
- **Everybody's business – domestic violence**

## Looking Forward

A Joint Strategic Partnership Assessment and analysis was undertaken in 2013 to determine if the Commissioner's strategic priorities were still appropriate. This analysis identified recent changes in policing and community safety since the last assessment in terms of both performance and intelligence. The assessment enabled significant issues which may present a threat, harm or risk to police service delivery and community safety to be considered and mitigated by appropriate interventions or identifying actions to be taken as part of the annual refresh process.

The Joint Strategic Partnership Assessment:

- Reviewed performance against each of the strategic themes and activities.
- Identified trends for future changes in demand for policing services.

- Scanned the social and political landscape to identify new and emerging strategies and policies for policing.
- Identified operational priorities from intelligence.
- Took account of the Force's Strategic Intelligence Assessment and Organisational Strategic Assessment.
- Identified any changes to the Force's organisational priorities, including lessons learned from inspections, audits and reviews.
- Identified changes to Community Safety Partnerships, Health and Wellbeing Boards, Safeguarding Boards and Local Criminal Justice Board.

Taking account of the performance challenges and risks identified in the Joint Partnership Strategic Assessment and the outcomes of consultation, the strategic priorities will remain the same as last year, with a minor alteration to priority Theme 3 to focus on priority crime types. These Themes are:

1. Protect, support and respond to victims, witnesses and vulnerable people
2. Improve the efficiency, accessibility and effectiveness of the criminal justice process
3. Focus on priority crime types and those local areas that are most affected by crime and anti-social behaviour
4. Reduce the impact of drugs and alcohol on levels of crime and anti-social behaviour
5. Reduce the threat from organised crime
6. Prevention, early intervention and reduction in reoffending
7. Spending your money wisely

The Commissioner has refreshed his Police and Crime Plan<sup>16</sup> and a supporting Delivery Plan has been developed to ensure that the activities considered necessary to support the plan are monitored and implemented.

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<sup>16</sup> Police and Crime Plan 2014-18: See <http://www.nottinghamshire.pcc.police.uk/Document-Library/Public-Information/Police-and-Crime-Plan/Refreshed-Plan-2014-2018/Updating-the-Police-and-Crime-Plan-2014-2018-Web.pdf>

## APPENDIX A - CRIME REDUCTION PERFORMANCE BY CRIME TYPE (2013-14)

	Year-to-date performance				Month-to-date performance			
	2013/14	2012/13	Volume Change	Percentage Change	March 2014	March 2013	Volume Change	Percentage Change
<b>All Crime</b>	<b>68,569</b>	<b>68,095</b>	<b>474</b>	<b>0.7%</b>	<b>6,154</b>	<b>5,815</b>	<b>339</b>	<b>5.8%</b>
Violent Crime	17,370	16,628	742	4.5%	1,678	1,455	223	15.3%
VAP	15,140	14,672	468	3.2%	1,454	1,286	168	13.1%
VAP with injury	8,171	6,637	1,534	23.1%	781	651	130	20.0%
VAP without injury	6,969	8,035	-1,066	-13.3%	673	635	38	6.0%
Sexual Offences	1,151	1,012	139	13.7%	132	90	42	46.7%
Burglary Dwelling	4,486	4,080	406	10.0%	364	349	15	4.3%
Robbery	1,079	944	135	14.3%	92	79	13	16.5%
Vehicle Crime	6,659	6,706	-47	-0.7%	611	551	60	10.9%
Theft of Motor Vehicle	1,397	1,356	41	3.0%	113	123	-10	-8.1%
Theft from Motor Vehicle	5,262	5,350	-88	-1.6%	498	428	70	16.4%
Burglary Other	4,494	4,449	45	1.0%	410	366	44	12.0%
Theft and Handling	20,478	19,670	808	4.1%	1,768	1,807	-39	-2.2%
Fraud and Forgery	90	1,229	-1,139	-92.7%	5	70	-65	-92.9%
Criminal Damage	10,224	10,688	-464	-4.3%	860	831	29	3.5%
Drug Offences	3,690	3,773	-83	-2.2%	345	313	32	10.2%
Other Offences	1,078	872	206	23.6%	113	73	40	54.8%

## APPENDIX B – CRIME REDUCTION PERFORMANCE BY AREA (2013-14)

	Year-to-date performance				Target Position			Month-to-date performance			
	2013/14	2012/13	Volume Change	Percentage Change	Current Target	Difference from Target	Percentage Difference from Target	March 2014	March 2013	Volume Change	Percentage Change
<b>Force</b>	<b>68,569</b>	<b>68,095</b>	<b>474</b>	<b>0.7%</b>	<b>61,286</b>	<b>7,284</b>	<b>10.6%</b>	<b>6,154</b>	<b>5,815</b>	<b>339</b>	<b>5.8%</b>
City	30,231	30,397	-166	-0.5%	27,357	2,874	9.5%	2,743	2,733	10	0.4%
County	38,338	37,698	640	1.7%	33,928	4,410	11.5%	3,411	3,082	329	10.7%
<b>Ashfield/Mansfield</b>	<b>13,397</b>	<b>13,056</b>	<b>341</b>	<b>2.6%</b>	<b>11,750</b>	<b>1,647</b>	<b>12.3%</b>	<b>1,195</b>	<b>1,105</b>	<b>90</b>	<b>8.1%</b>
Ashfield	6,653	6,642	11	0.2%	5,978	675	10.1%	561	540	21	3.9%
Mansfield	6,744	6,414	330	5.1%	5,773	971	14.4%	634	565	69	12.2%
<b>Bassetlaw/N &amp; S</b>	<b>12,206</b>	<b>11,802</b>	<b>404</b>	<b>3.4%</b>	<b>10,622</b>	<b>1,584</b>	<b>13.0%</b>	<b>1,096</b>	<b>964</b>	<b>132</b>	<b>13.7%</b>
Bassetlaw	6,873	6,755	118	1.7%	6,080	794	11.5%	598	577	21	3.6%
Newark & Sherwood	5,333	5,047	286	5.7%	4,542	791	14.8%	498	387	111	28.7%
<b>South Nottinghamshire</b>	<b>12,735</b>	<b>12,840</b>	<b>-105</b>	<b>-0.8%</b>	<b>11,556</b>	<b>1,179</b>	<b>9.3%</b>	<b>1,120</b>	<b>1,013</b>	<b>107</b>	<b>10.6%</b>
Broxtowe	4,707	4,578	129	2.8%	4,120	587	12.5%	378	359	19	5.3%
Gedling	4,653	4,813	-160	-3.3%	4,332	321	6.9%	396	369	27	7.3%
Rushcliffe	3,375	3,449	-74	-2.1%	3,104	271	8.0%	346	285	61	21.4%
<b>City</b>	<b>30,231</b>	<b>30,397</b>	<b>-166</b>	<b>-0.5%</b>	<b>27,357</b>	<b>2,874</b>	<b>9.5%</b>	<b>2,743</b>	<b>2,733</b>	<b>10</b>	<b>0.4%</b>
City Central	8,393	7,781	612	7.9%	7,003	1,390	16.6%	800	725	75	10.3%
City North	8,518	8,604	-86	-1.0%	7,744	774	9.1%	701	746	-45	-6.0%
City South	6,006	6,018	-12	-0.2%	5,416	590	9.8%	587	533	54	10.1%
City Centre	7,314	7,994	-680	-8.5%	7,195	119	1.6%	655	729	-74	-10.2%

## APPENDIX C – 2014-15 BUDGET (£m)

	<b>Total Budget 2014-15</b>
<b>Payroll</b>	
Police Pay & Allowances	105.8
Police Overtime	4.0
Police Staff Pay & Allowances	52.7
Police Staff - Overtime	0.5
Other Employee Expenses	0.7
	<b>163.7</b>
<b>Other Operating Expenses</b>	
Premises Running Expenses	6.7
Transport Allowances	0.7
Transport Costs	5.9
Equipment, Furniture & Materials Expenses	0.4
Clothing, Uniform & Laundry	0.2
Printing & Stationery	0.6
Comms & Computing	6.4
Miscellaneous Expenses	2.0
Supplies & Services	3.7
Agency & Contract Services	12.7
Pensions	3.9
Capital Financing	4.1
Transformational Change Programme	2.0
	<b>49.8</b>
<b>Total Expenditure</b>	<b>213.7</b>
<b>Income</b>	
Special Services	(0.3)
Fees, Reports & Charges	(0.4)
Other Income	(4.1)
Other Operating Income	(0.2)
	<b>(5.0)</b>
<b>Efficiencies</b>	<b>(12.7)</b>
<b>Use of Reserves</b>	<b>(2.0)</b>
<b>Total</b>	<b>193.8</b>



<b>For Information</b>	
<b>Public/Non Public*</b>	<b>Public</b>
<b>Report to:</b>	<b>Police &amp; Crime Panel</b>
<b>Date of Meeting:</b>	<b>18<sup>th</sup> June 2014</b>
<b>Report of:</b>	<b>DCC Fish</b>
<b>Report Author:</b>	<b>Laura Spinks</b>
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<b>Other Contacts:</b>	<b>Supt Phil Whitely</b>
<b>Agenda Item:</b>	<b>10</b>

\*If Non Public, please state under which category number from the guidance in the space provided.

## East Midlands Police Collaboration

### 1. Purpose of the Report

- 1.1 The purpose of this report is to provide an update to the members of the Police and Crime Panel on the progress of the East Midlands Regional Collaboration team against the report by Her Majesty's Inspectorate of Constabulary (HMIC) published in November 2013, 'Working Together: A review of the arrangements for collaboration between the five East Midlands police forces, commissioning by the police and crime commissioners for the region' (appendix A).

### 2. Recommendations

- 2.1 It is recommended that members of the Panel note the contents of the report.

### 3. Reasons for Recommendations

- 3.1 To ensure that members are fully informed of the progress made against each of the HMIC report's recommendations.

### 4. Summary of Key Points

- 4.1 In July 2013 the Police and Crime Commissioners for the East Midlands commissioned HMIC to carry out a review of the arrangements in place for collaboration between the five East Midlands police Forces.
- 4.2 The report states that, 'The purpose of the commission was, *"to provide (the PCCs) with high-level assurance on the overall approach to collaboration between, and by, forces within the East Midlands policing region; by assessing current arrangements; by assessing what is being developed and by considering future possibilities."*
- 4.3 Table 1 below contains a summary of progress against each of the five recommendations set out in HMIC's report:

Table 1

No.	Area	Recommendation	Action
1.	Vision & programme of work for collaboration in the East Midlands	Develop a clear and integrated vision and programme of work for collaboration in the East Midlands, which builds on the current successful collaboration. This should set out how collaborated services will be configured, when they will be in place, and how and where there is scope for forces to offer different levels of service to their public within the collaborated arrangement. In so doing PCCs and Chief Constables should have specific regard to their duties as described in the legal framework for collaboration.	<p>The PCCs and Chief Constables agreed a new vision for the region at the PCCs Board on 18<sup>th</sup> December 2014 (Appendix B).</p> <p>A programme of work for collaboration in the East Midlands has been developed for two, three, and four-Force collaboration.</p> <p>Nottinghamshire Police is engaged in each of these areas of work.</p>
2.	Overarching Business Plan	Create a detailed, overarching business plan, which sets out the functions, costs and benefits of collaboration, and articulates a commitment to joint working across an identified range of functions. This plan should include information on the benefits for and impact on the public, local policing, collaborated policing functions and staff.	The decision was made not to create an over-arching business plan because of the development of the regional vision instead. However, some elements such as the benefits and impact on the public, local policing functions and staff have been added into the considerations to be documented within future individual business cases.
3.	Development of integrated services	Develop services that are truly integrated, rather than simply shared. This may require difficult decisions about where services are situated, for example as to the location of force control rooms or major crime hubs. However, the current desire for every force to retain a footprint in the provision of regional services risks the effectiveness of the collaboration as a whole.	<p>The requirement for the development of integrated services is well recognised and has been built in to the work around Specialist Crime, Ops Support, and Criminal Justice (CJ). Further work is also underway with EMSOU Major Crime. Additional work with Forensics is taking place to develop one single management hub for this area of business, based at the Arrow Centre. This will ensure an integrated Forensic provision across the East Midlands region.</p> <p>This work is underpinned by three and four force collaboration with regards to CJ, ICT and the broader three Force ICT collaboration. A common IT platform is also being developed for the Business Support model.</p> <p>Nottinghamshire Police is also working with Cheshire &amp; Northamptonshire to explore options for a Multi-Force Shared Service</p>

			Centre (MFSS).
4.	Address variance in the underlying infrastructure	Address some of the variance in the underlying infrastructure which should support joint working (such as ICT, employment terms and conditions, and finance and budgeting approaches).	<p>A three force ICT Board has been set up to deliver an integrated capacity for the infrastructure to support East Midlands collaboration. This will include data centres network, hardware and operating systems.</p> <p>Examples of some work on-going include; a four-force crime, intelligence, case and custody function.</p> <p>In addition, a number police innovation bids have been submitted by the five forces in the East Midlands (for example for body worn video and a joint virtual courts bid). In addition work is on-going in three forces regarding a joint approach to business support functions to include payroll and other such functions.</p>
5.	Continual improvement of skills	Continue to ensure the skills of the collaboration business change team reflect the complexity and breadth of the overall programme.	<p>It is recognised that the East Midlands Collaboration Team does need to be restructured to reflect the needs of the current collaboration programme.</p> <p>The Team needs to be increased in size to take account of the demands from the numerous new collaboration projects that have come about since its creation.</p>

## **5. Financial Implications and Budget Provision**

5.1 There are no financial implications arising from this report.

## **6. Human Resources Implications**

6.1 There are no Human Resource implications arising from this report.

## **7. Equality Implications**

7.1 There are no equality implications arising from this report.

## **8. Risk Management**

8.1 There are no specific risks arising from this report.

## **9. Policy Implications and links to the Police and Crime Plan Priorities**

- 9.1 The work of the East Midlands Collaboration team is clearly linked to the seven priorities of the Police and Crime Plan. Collaboration is not only pragmatic, but will help achieve results that enhance the way the police service in the region does business.
- 9.2 The guiding principles in the vision document (Appendix B) also complement a number of the Police and Crime Plan priorities.

## **10. Changes in Legislation or other Legal Considerations**

- 10.1 There are no relevant changes in legislation of other legal considerations with regards to this report.

## **11. Details of outcome of consultation**

- 11.1 There has been no consultation in the preparation of this report.

## **12. Appendices**

- 12.1 Appendix A: HMIC report, 'Working Together: A review of the arrangements for collaboration between the five East Midlands police forces, commissioning by the police and crime commissioners for the region'.
- 12.2 Appendix B: East Midlands Regional Vision Document as referred to in Table 1.

**A Paper for Discussion at the meeting of Police and Crime Commissioners and Chief Constables of the East Midlands**

**18 December 2013**

**A Vision for the East Midlands Police Region**

**Collaboration – Statement of Intent**

The East Midlands Police and Crime Commissioners and Chief Constables are committed to enhancing the efficiency and the cost effectiveness of each of their individual forces and to policing services across the five Forces and to meet the strategic policing requirement.

They are committed to maximise innovative ways of working collaboratively across a range of operational and business support functions to deliver reductions in crime and improvements in community safety. They recognise that collaboration is and will be seen in many different ways including agreements with national agencies, with other service providers, with forces outside the region, with criminal justice and community safety partners, with the third sector and with other local emergency services. In addition, they remain committed to appropriate collaboration with partner forces in the East Midlands. This may mean a mix of collaborative proposals which will include 2, 3, 4 or 5 force support.

The vision is to deliver a programme of change that will protect and improve local policing services by exploring every opportunity to collaborate to reduce cost and enhance the capability and capacity of policing and other services.

**Guiding Principles**

- To improve public safety
- To make better and more productive use of police resources
- To increase public confidence in policing
- To ensure that local policing will remain a local service addressing local needs and priorities
- To explore the potential for collaboration in specialist operational services, support services and ICT with the intent that this will be delivered collectively (collaboratively) to common standards and through common processes

**Joint Working Will Be:**

- Based upon the mutual commitment of Chief Constables and Police and Crime Commissioners
- Governed by a clear, transparent and publicly accountable governance structure, scheme of delegation and financial regulations

- Timely and efficient to deliver change to meet the financial challenges facing each Police Force
- Respectful of the constitutional positions of PCCs to act in the interests of their constituents and Chief Constables to ensure effective operational policing is delivered to their communities
- Supported by a central team/s of specialists and staff who are accountable for delivery
- Managed by a joint management board and delivery boards involving PCCs and Chief Constables, relevant staff and other resources
- The benefits and costs of working collaboratively will be shared between the five forces or in the case of those collaborations not involving all forces, with those who have entered the collaboration

### **For the Public this will mean**

- Being protected from serious harm by experienced and skilled professionals
- Criminals being targeted and held to account for their crimes
- Maximum resources invested in protecting and improving the safety of local communities

### **HMIC: 'Working Together (2013)**

The HMIC report states: *'The five forces in the East Midlands region showed great vision, as well as strong and cohesive leadership, in establishing the collaboration programme, which was ahead of its time. The forces and their successive leaders have continued to support and develop it. As a result, the region was the first to increase capabilities in critical operational areas through joint working; its collaborated functions have produced an average saving of 20% from the pre-collaboration costs; and HMIC found the East Midlands forces continue to reap significant benefits in terms of resilience in some major operational areas'*



## Working Together

A review of the arrangements for collaboration between the five East Midlands police forces, commissioned by the police and crime commissioners for the region

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## Glossary

ACU – anti corruption unit	An undercover unit set up to investigate potential corrupt or criminal activity by officers or staff employed within the police service.
austerity	In this report, difficult economic conditions resulting from Government measures to reduce public expenditure.
authorised professional practice	The College of Policing is responsible for defining national standards and professional practice in key areas of policing. Standards and practice provide a framework which supports accountability, interoperability and improvement in working practices across the police service and its partners.
business case	A detailed report that describes the area of business proposed for collaboration, how the collaboration arrangements will work and the potential risks and benefits.
business support	Roles such as IT, stores, property, human resources, fleet, finance and training.
capability	The extent to which the ability to carry out particular actions exists.
capacity	The total number of resources available to carry out a particular function.
career pathway	A workforce development strategy used to support workers' development within the workplace.
casualty bureau	Provides the point of contact for the general public to report details of those who might have been involved in a major incident or civil emergency where there has been loss of life. The casualty bureau also has responsibility for collating information obtained from casualties, survivors and evacuees for matching against missing person reports.
central authorities bureau	An office within a police force that is responsible for policy, practice and oversight of the approval (authorities) to carry out surveillance and the registration and management of covert human intelligence sources (police informants).
cold cases	Crime investigations which are undetected and so are reviewed after a period of time to see if any further lines of enquiry are now possible (for example, due to new developments in forensic investigation).
collaboration	All activity where two or more parties work together to achieve a common goal, including inter-force activity and collaboration with the public and private sectors, outsourcing and the use of business partners.
contact management	The arrangements for handling telephone calls and other contact from members of the public.
covert surveillance	Where someone or something is being observed without knowledge.

criminal justice unit	Oversees the policies and processes within a police force which enable the prosecution of offenders, such as case file management and including witness care.
DSU – dedicated source unit	The unit which holds responsibility for handling covert human intelligence sources (police informants).
demand analysis	The assessment of a particular activity which is used to decide the level of resources (officers / staff / money) needed to manage demand.
East Midlands policing region	The police region that covers Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire.
economic crime	Crime that has a financial implication on the victim or victims.
force control room	The facility which receives and manages emergency and non-emergency calls, and manages the deployment of police officers and police community support officers.
forensic services	Use science or technology in the investigation of crime to help establish facts or evidence.
frontline	Comprises those members of police forces who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.
golden hour	The time immediately after a crime or incident, when it is expected that the best possible evidence can be obtained. This is not necessarily limited to the first hour.
governance	The method by which the efficiency and effectiveness of a service, including the outcomes of a service, are overseen.
homicide	Unlawful killing of a person by another person.
HR – human resources	The department responsible for the people in the organisation, and providing direction through a workforce strategy. It also works with managers for some tasks, for example, recruitment; training and continued professional development; annual appraisals; and dealing with poor performance.
ICT – information and communications technology	Any products that will store, retrieve, manipulate, transmit or receive information electronically in a digital form. For example, personal computers, digital television, telephones and email.
infanticide	Killing a child within a year of its birth.
infrastructure	The basic framework or features of a system or organisation that enables the system or organisation to operate effectively.
intelligence (department)	Contain a number of analysts who collect and analyse information relating to who is committing crimes, how, when, where and why.
IT licences	Licences that are obtained from the provider of particular computer programmes or computer systems which authorise the use of the system or programme by the licence owner.
judicial proceedings	A legal proceeding in court, such as a criminal trial.

learning and development	Concerned with ensuring that the training and development requirements of individuals and groups within the East Midlands police forces are made available and are of a good standard.
local policing	The provision of policing services at a local level. Comprises both neighbourhood and local response teams, and sometimes investigation teams.
local response officers	Those police officers and staff who respond at a local level to calls for a policing service from a member of the public.
major crime	For the purposes of the East Midlands major crime team, major crime means crimes of murder, manslaughter, kidnap with demands, and extortion committed anywhere in the East Midlands region.
management information	Information that is used to enable managers to have oversight of particular activities so as to ensure they are efficient and effective.
mapping (organised crime)	The process by which police forces understand (map) the level of risk to the public from organised crime groups.
medium-term financial strategy	The planned approach for how the finances of an organisation will be allocated over the next few years.
National Crime Agency	An operational crime-fighting agency that works at a national level to tackle organised crime, protect national borders, fight fraud and cyber crime, and protect children and young people.
neighbourhood policing	Activities carried out by neighbourhood teams and primarily focused on a community or particular neighbourhood area. Also known as community policing.
NRE – net revenue expenditure	Total expenditure minus earned income. Earned income covers partnership income, sales fees charges and rents, special police services, reimbursed income and interest. This definition deviates from the definition provided by the Chartered Institute of Public Finance and Accountancy (CIPFA).
occupational health	The function responsible for the promotion and maintenance of the physical, mental and social well-being of officers and staff.
operational support	Roles which provide support to operational policing activities, for example, criminal justice and intelligence departments.
operational tactics	The means by which police forces carry out their responsibilities to investigate crime and incidents.
organised crime groups	Organised criminals who work together for the duration of a particular criminal activity or activities.

PCC – police and crime commissioner	A statutory commissioner established under the Police Reform and Social Responsibility Act 2011, elected for a police area. The PCC is required to secure the maintenance of the police force for that area, and to secure the efficiency and effectiveness of that force. He or she holds the Chief Constable to account for the exercise of his or her functions. In particular, the PCC is required to hold the Chief Constable to account in relation to the effectiveness and efficiency of his or her collaboration arrangements.
PCSO – police community support officer	Uniformed non-warranted officer employed by a police force or the British Transport Police in England and Wales. Established by the Police Reform Act 2002.
performance management	Activities which ensure that goals are consistently being met in an effective and efficient manner. Performance management can focus on the performance of an organisation, a department, employee, or the processes to build a service.
police contact centre	The call centre for each force where calls for service are received from the public.
private sector partnering	Partnership between a central or local public body with a private sector body to provide a service or asset.
procurement	The acquisition of goods, services or works from an external supplier.
protective services	A wide-ranging term for the police response to the most serious crimes and the potential threats of harm from which the public must be protected.
ROCU – regional organised crime unit	Consists of a number of specialist policing teams responsible for dealing with serious and organised crime at a regional level.
resilience	The capacity to be able to provide an effective and efficient response to demand.
resourcing	The arrangements to ensure the correct level of funding, officers and staff and any other requirements to provide a particular service efficiently and effectively are in place.
response policing	The service provided a local level to respond to calls for a policing service from a member of the public.
senior investigating officer	An officer with specialist skills who is responsible for overseeing the progress of a serious or major investigation.
SOC – serious and organised crime	Crime where those involved work, usually with others, with the capacity and capability to commit serious crime on a continuing basis. Serious and organised crime normally includes elements of planning, control and coordination, and benefits those involved.
SPOC – single point of contact	An individual within a particular function who acts as the first point of contact for other people who need to access information or services.

shared services	Sharing of business support services (often of a transactional nature) in one place.
spending review	A government process carried out to set firm expenditure limits over a period of time.
strategic policing requirement	A document that sets out the national threats that the police must address and details the capabilities that should be in place to counter those threats.
surveillance	Where someone or something is being observed without knowledge.
tasking and coordinating group	The group within the East Midlands Special Operations Unit that considers the principal crime threats and risks and decides which of these take priority for the allocation of available resources.
technical support	The provision of technical equipment or services which support police investigations.
test purchase	An exercise in which undercover police officers are authorised to undertake activity which may involve making what would otherwise be illegal purchases (such as of drugs) so as to gain evidence against persons engaged in illegal activity.
undercover policing	Policing activity undertaken by specially trained officers who carry out their work without identifying themselves to others as police officers.
vetting	The process of checking the background of persons employed by or seeking to be employed by a police force (or other organisation) to ensure they are suitable for that employment.
vision	A clear description of what the ultimate outcome of a particular action or activity is intended to be.
workforce	The police officers, police community support officers (PCSOs), police staff and volunteers (including special constables) working in a particular force.
yield	The financial saving or other positive outcome achieved as a consequence of changes in the way a function or activity is undertaken.

## Executive summary

In July 2013, the Police and Crime Commissioners (PCCs) for the East Midlands region<sup>1</sup> commissioned Her Majesty's Inspectorate of Constabulary (HMIC) to conduct a review of the arrangements for collaboration between the five forces in the region.<sup>2</sup> The purpose of the commission was *"to provide [the PCCs] with high-level assurance on the overall approach to collaboration between, and by, forces within the East Midlands policing region; by assessing current arrangements; by assessing what is being developed and by considering future possibilities."*

### Collaboration in the East Midlands region

The forces of the East Midlands have been working in collaboration for over a decade, since the establishment of the East Midlands Special Operations Unit (EMSOU) in 2002. This started as a dedicated undercover policing and test purchase unit covering Derbyshire, Nottinghamshire and Leicestershire. It has since expanded incrementally to include all five East Midlands forces, as well as five major areas of policing: serious and organised crime; major crime; intelligence; forensics; and counter-terrorism.

### Review methodology

HMIC's review focused on three questions:

1. how efficient and effective are the current collaboration arrangements – in particular, in relation to the capacity and capability of the arrangements for major crime and serious and organised crime?
2. are the current or emerging proposals for regional collaboration realistic in terms of benefits, and have all options been appropriately assessed? and
3. what are the future opportunities for collaboration?

To answer these questions, HMIC:

- reviewed the original business cases and financial data for the collaboration arrangements currently in place;

<sup>1</sup> Police forces in England and Wales are grouped into a number of regions. The East Midlands region comprises the police forces of Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire.

<sup>2</sup> Police and crime commissioners can commission HMIC to undertake inspections under section 54(2BA), Police Act 1996. Full terms of reference for this review are included at Annex A.

- examined how the collaboration programme is developed and progressed; and
- compared the arrangements in the East Midlands with those in place or developing across other police forces in England and Wales, to identify any opportunities for further collaboration in the region.

## Main findings

### How effective are the current regional arrangements?

The five forces in the East Midlands region showed great vision, as well as strong and cohesive leadership, in establishing the collaboration programme, which was ahead of its time. The forces and their successive leaders have continued to support and develop it. As a result, the region was the first to increase capabilities in critical operational areas through joint working; its collaborated functions have produced an average saving of 20% from the pre-collaboration costs;<sup>3</sup> and HMIC found the East Midlands forces continue to reap significant benefits in terms of resilience in some major operational areas (such as serious and organised crime, and major crime).

It is imperative that what has been created is preserved and that the current leadership, through the Chief Constables, is able to work collectively to improve and expand on what has already been achieved. A decision now by any of the five forces to withdraw collaborated functions back into an individual force, or to withdraw from the proposals to extend collaboration further, would risk an adverse impact on both efficiency and effectiveness.

EMSOU has a number of strengths. These include its efficient and effective structure, which provides the five forces with resilience in relation to serious and organised crime; and its ability to manage operations well, with access to a broad range of operational tactics. The forces have a strong history of dealing with serious and organised crime groups. Collaboration in this area is effective.

Similarly, the Major Crime Unit delivers an effective response to major crimes. It has skilled staff who have responded well to the workload and coped with the demand in the region, and whose professionalism was favourably commented on by the people in forces who were interviewed as part of this review.

There is, however room to improve still further the efficiency and effectiveness of the service offered by EMSOU. For example, we found opportunities for the Major Crime Unit to increase the efficiency of the service it provides through improved management information and better demand analysis. This issue is discussed in further detail in this report.

<sup>3</sup> These savings are mostly the result of the opportunities collaboration offers to remove some management posts and reduce the overall size of the workforce.

In addition, while the total savings the East Midlands region is making from its collaborations are in line with the contribution to the savings requirement from collaboration seen across England and Wales, this masks the fact that there are still functions within EMSOU, such as economic crime investigation and procurement, which appear to be comparatively more expensive than in other forces in England and Wales. While it may be a conscious decision to invest more in these functions (as the decisions to collaborate are not made on cost alone), it is important that the reasons for this expenditure and the additional value it provides are understood. We are encouraged by the fact that EMSOU has itself concluded through a recent review of its collaboration arrangements that it can yield an additional annual recurring saving of £2.4m. This is the first time EMSOU has been required to review the collaborative arrangements that are already in place in order to contribute additional savings to help the forces meet their reductions in Government funding.

In conclusion, HMIC finds that the current regional collaboration arrangements relating to major and serious and organised crime are effective, and considers it critical that they are continued and expanded. Our review found clear evidence that these arrangements provide capability, capacity and resilience. However, we have also identified some areas for improvement. It is important that these and other lessons learned from earlier collaborations are reflected in plans for joint working in the future.

### **Are the current or emerging proposals for regional collaboration realistic in terms of benefits, and have all options been appropriately assessed?**

The East Midlands region is developing its plans for future collaboration activity. It is building business cases to assess the benefits for joint working in a range of policing areas, including:

- business support functions<sup>4</sup> (for instance, by endeavouring to establish joint finance, estates management, vehicle management and ICT teams); and
- operational support functions (for example, by considering collaborating on criminal justice processes such as the management of court files and the processing of fixed penalty notices).

Other forces are already collaborating on many of these areas, and we detail this in our earlier reports on collaboration and value for money.<sup>5</sup>

<sup>4</sup> These are described in the East Midlands collaboration under the 'Resources Portfolio'. However, they are described in this report as business support functions, which is consistent with HMIC's terminology.

<sup>5</sup> *Policing in Austerity: Rising to the Challenge* (2013) and *Increasing Efficiency in the Police Service: The Role of Collaboration* (2012). Both available from [www.hmic.gov.uk](http://www.hmic.gov.uk).

Many of these projects are in the early stages of development, and so it was not possible for HMIC to make a full assessment of their potential benefits at this stage. However, we were able to assess the overall approach by examining how the collaboration programme prioritised areas for collaboration and developed business cases.

The East Midlands region has a strong process in place to develop these business cases. HMIC is, however, concerned that some of the business cases currently omit important information (such as the impact on the public of the proposals to collaborate); and moreover that they are developed in isolation, with no reference to or (in some cases) knowledge of the other proposals being considered alongside them. This means that while the East Midlands collaboration team have an understanding of the interdependencies of each collaboration, those evaluating the proposals may not be provided with a complete picture of how each business case fits into the overarching collaboration programme, and thus will not be in a position to assess properly the pros and cons of collaboration 'across the board'. This issue should be addressed.

HMIC also examined whether all options for future joint working had been appropriately assessed. This work found a small number of instances where an area of policing had been deemed unsuitable for collaboration, but no clear rationale for this decision was recorded. This means the region cannot provide reassurance that all its assessments are sound. While the policing functions rejected for collaboration in this way are relatively small in terms of cost, staff in the East Midlands believed they could offer opportunities for joint working, and that they should therefore be reconsidered.

HMIC identified two risks to the successful development and delivery of the emerging proposals for collaboration:

- **there is no vision for future collaboration work – this has stalled since the implementation of the collaboration arrangements in relation to serious and organised crime and major crime.** The officers and staff interviewed as part of this review believed that there was no clear agreement among the leadership of the forces on the future direction for collaboration in the region. The pace of collaboration has decreased significantly. This is to some extent understandable, following the major change to governance arrangements in the run-up to the election of the first police and crime commissioners in November 2012, since police authorities did not want to tie their successors' hands; and then newly-elected PCCs wished to take stock of the position. It will be difficult for the East Midlands region to continue to advance its collaborative arrangements without setting out and agreeing what collaboration in the region will look like in the medium term (three years) and in the longer term (seven years). This should comprise more than simply an outline agreed vision. It should also include a sufficiently

detailed overarching plan, which is properly costed and describes how the change will be achieved while maintaining and improving the service to the public; and

- **major underlying differences between the forces in significant areas have not been systematically addressed.** Interoperability and the absolute minimum of interfaces between neighbouring police forces are, in HMIC's view, essential to efficiency and effectiveness, but this has not yet been achieved across the region. A good example is the different computer systems in use across the region; officers and staff have worked around the problems this causes by having multiple log-ons. However, IT is now increasingly being described by the workforce as a barrier to change, as the need to have common systems was not addressed earlier in the development of the collaboration programme. While HMIC was made aware of encouraging proposals regarding a joint IT vision, concern remains that if this proposal excludes one or more forces within the region it may hinder future collaboration and have an adverse impact on existing collaborated services.

### **What opportunities exist for further collaboration?**

HMIC compared the East Midlands region's current and planned collaboration activity with that of other forces, and found it to be largely in line with the rest of England and Wales in terms of the areas of policing being considered for joint working. However, the region's approach of assessing each business case for joint working separately (rather than as part of a single, overarching plan), combined with frequent changes of position from Chief Constables as to which of the five forces should be involved in which areas of collaboration, means there is no coherent, overall vision for the collaboration programme. The collaboration programme is losing pace as a result.

This is a critical point in the future of collaboration in the East Midlands. Chief Constables and PCCs need to take decisive action if they are to continue to benefit from the advantages which joint working brings, and to maximise the savings that it offers.

Chief Constables and PCCs in the East Midlands region will need to accept that levels of compromise from all parties are necessary in order to develop and improve the collaboration programme further. With five forces involved, collaboration in the East Midlands is more complex than in any other region; but if any force withdraws from it now, it will compromise the economies of scale only possible through joint working, and make it difficult for the force in question to re-engage as the collaboration becomes more advanced and established.

As a matter of urgency, the Chief Constables and PCCs in the East Midlands region need to develop a clear and integrated vision and programme of work for their collaboration. The principal components of this programme are set out in

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our recommendations. This should be developed in such a way that all forces are able to influence the future policing arrangements for the region, and how they will operate.

## Recommendations

1. Develop a clear and integrated vision and programme of work for collaboration in the East Midlands, which builds on the current successful collaboration. This should set out how collaborated services will be configured, when they will be in place, and how and where there is scope for forces to offer different levels of service to their public within the collaborated arrangement. In so doing PCCs and Chief Constables should have specific regard to their duties as described in the legal framework for collaboration.
2. Create a detailed, overarching business plan, which sets out the functions, costs and benefits of collaboration, and articulates a commitment to joint working across an identified range of functions. This plan should include information on the benefits for and impact on the public, local policing, collaborated policing functions and staff.
3. Develop services that are truly integrated, rather than simply shared. This may require difficult decisions about where services are situated, for example as to the location of force control rooms or major crime hubs. However, the current desire for every force to retain a footprint in the provision of regional services risks the effectiveness of the collaboration as a whole.
4. Address some of the variance in the underlying infrastructure which should support joint working (such as ICT, employment terms and conditions, and finance and budgeting approaches).
5. Continue to ensure the skills of the collaboration business change team reflect the complexity and breadth of the overall programme.

## Introduction

### Review commission

Police and crime commissioners (PCCs) for each police area in England and Wales were elected in November 2012. A police and crime commissioner for a police area is a representative of the local community with responsibility for securing the efficient and effective policing of that area.

Following their election, the PCCs for the East Midlands region<sup>6</sup> recognised the importance of understanding their financial commitments related to regional collaboration arrangements, in order to ensure that these were fully reflected in their medium-term financial strategies. In February 2013, they therefore set up a Regional Efficiency Board to review the current arrangements for joint working. Her Majesty's Inspectorate of Constabulary (HMIC) was invited to join this board as an independent observer.

In addition, the PCCs asked HMIC to conduct a review of the police collaboration arrangements across the East Midlands.<sup>7</sup> The stated purpose of the commission was *“to provide the PCCs with high-level assurance on the overall approach to collaboration; to assess current arrangements; assess what is being developed and consider future possibilities”*.

The review was designed to answer three sets of questions:

- **How effective are the current collaboration arrangements?** Are the leadership and governance of the collaboration programme effective? Are the current arrangements efficient and effective? Is the capability and capacity for the major crime and serious and organised crime teams appropriate? What is HMIC's assessment of the work of the Efficiency Board?
- **Are the current or emerging proposals for regional collaboration realistic in terms of benefits, and have all options been appropriately assessed?** What are the benefits associated with proposed collaborations, and are they realistic? What proposals for collaboration have been rejected, and was a valid assessment completed before they were rejected?

<sup>6</sup> Police forces in England and Wales are grouped into a number of regions. The East Midlands region comprises the police forces of Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire.

<sup>7</sup> Police and crime commissioners can commission HMIC to undertake inspections under section 54(2BA), Police Act 1996.

- **What opportunities exist for further collaboration?** How does the East Midlands region compare with other forces in England and Wales? What are the opportunities for further expansion of the current programme?

Full terms of reference are set out at Annex A.

## Methodology

To answer these questions, HMIC:

- reviewed the original business cases and financial data for the collaboration arrangements currently in place;
- examined how the collaboration programme has developed and progressed; and
- compared the arrangements in the East Midlands with those in place or developing across other police forces in England and Wales, to identify any opportunities for further collaboration in the region.

This involved extensive fieldwork, including interviews with the chief officer in charge of the regional collaboration programme; the senior officer in charge of the developing collaboration programme; and senior officers and staff who lead some of the areas of business which are supplied through collaboration. We also interviewed the chief officer leads for collaboration and for crime investigation in each of the five East Midlands forces. The views of the five Chief Constables also informed the review. Finally, we held focus groups with staff associations, and with some of the other officers and police staff working both in the regional collaboration teams, and in areas of business which are still operating at an individual force level.

The HMIC review team comprised staff with knowledge and experience of the development of collaborative arrangements. They also had backgrounds in relevant specialist areas, including human resources, finance, major crime and serious and organised crime.

## Background and context

In our reports *Policing in Austerity: Rising to the Challenge* (2013) and *Increasing Efficiency in the Police Service: The Role of Collaboration* (2012) HMIC identified the benefits that collaboration can bring. These include encouraging both a more efficient police service (through economies of scale), and a more effective one (through increased resilience and capacity).

A detailed legal framework governing collaboration agreements is set out in the Police Act 1996, as amended by the Police Reform and Social Responsibility Act 2011.<sup>8</sup> This imposes a number of interlocking duties on the Chief Constable of a police force and the PCC for a police area. The most significant points include the following:

- a. A collaboration agreement may be made by two or more policing bodies<sup>9</sup> (including PCCs) or between one or more Chief Constables and two or more policing bodies (including PCCs).
- b. The Chief Constable and the PCC are each under a duty to keep under review the ways in which collaboration functions<sup>10</sup> could be exercised so as to improve the efficiency or effectiveness of one or more police forces or policing bodies.<sup>11</sup>
- c. Detailed provision is made as to assessing the case for a proposed collaboration and requiring the agreeing parties to give effect to the proposed collaboration if they are of the view that it would be in the interests of the efficiency or effectiveness of one or more police forces.<sup>12</sup>
- d. Moreover, the PCC is required to hold the Chief Constable to account for the effectiveness and efficiency of the Chief Constable's arrangements for co-operating with other persons, whether pursuant to a collaboration agreement or otherwise.

<sup>8</sup> See sections 22A to 22C; 23; 23AA; 23B-H; 23HA; and 23I of the Police Act 1996 as amended.

<sup>9</sup> By s.23I of the 1996 Act, 'policing body' includes a local policing body; and by s.101(1) of that Act, a local policing body includes a police and crime commissioner.

<sup>10</sup> In one area, police air support, the Secretary of State has required collaboration between all police areas: see SI 2012/1690 Police (Collaboration: Specified Function) Order 2012.

<sup>11</sup> 1996 Act, section 22B (duty on chief officers) and section 22C (duty on policing bodies, including PCCs).

<sup>12</sup> See section 22B and 22C.

The Secretary of State has given statutory guidance (under section 23F of the Police Act 1996) as to police collaboration.<sup>13</sup> Chief Constables and PCCs are required to take this guidance into account in considering whether or not to enter into a collaboration agreement and in planning and making collaboration agreements. That guidance emphasises the strength of the new duty to collaborate (§32):

*The 2011 Act inserted sections 22B and 22C into the 1996 Act, which place new duties on chief officers and policing bodies to keep collaboration opportunities under review and to collaborate where it is in the interests of the efficiency or effectiveness of their own and other police force areas. This is a stronger duty than the previous one for police authorities, who were required only to support collaboration by their own forces. The new duties require chief officers and policing bodies to work together to review opportunities to collaborate, to engage with their prospective collaboration partners and to make a judgment as to whether those opportunities present the best option available. Where collaboration is judged to be the best option, they must collaborate. Another key difference from the previous arrangements is that where collaboration would provide the best outcome for another police force or group of forces, then a chief officer or policing body should pursue it – even if they do not expect their own force to benefit directly itself. This is designed to ensure that collaboration takes place wherever it is in the wider public’s best interest.*

The guidance (§39) also reminds Chief Constables and PCCs of the requirement (in section 23HA of the 1996 Act) to consider the desirability of police forces taking a consistent approach in making collaboration agreements and other arrangements; and sets out (at §§61–71) the requirements for agreement and consultation (particularly the requirement for PCCs to consult Chief Constables before entering into collaboration agreements<sup>14</sup>). Guidance is also given about withdrawing from or terminating a collaboration agreement (§§85–90) and about accountability and governance structures (§§91–104).<sup>15</sup>

Historically, the main reason for most forces choosing to collaborate was the desire to improve the resilience and capability of specialist elements of policing. This followed the publication of HMIC’s 2005 report, *Closing the Gap: A Review*

<sup>13</sup> *Statutory Guidance for Police Collaboration*, Home Office, October 2012. Available from [www.gov.uk](http://www.gov.uk)

<sup>14</sup> The guidance notes at §71 that, provided proper consultation is carried out, a policing body (including a PCC) may legally enter into a policing body collaboration even if its Chief Constable objects, provided that the objections are properly considered and the reasons for discounting them can be articulated.

<sup>15</sup> Reference should be made to the whole of the guidance, which covers these topics in more detail as well as dealing with a number of other subjects which are beyond the scope of this report.

of the *Fitness for Purpose of the Current Structure of Policing in England and Wales*,<sup>16</sup> which highlighted the need for police forces to work collaboratively to effectively tackle serious crime at a regional and national level. These areas require small numbers of specific, trained staff, which in some forces are used relatively infrequently. Such resources were often targeted at a threat that spanned more than one force. Examples include firearms (particularly specialist firearms), the conduct of a major investigation such as a series of murders, and covert surveillance. To support the forces' development of regional units, the Home Office provided additional funding in 2006. Collaboration is now also seen as a way of reducing cost while maintaining service levels.

Impressively, the forces of the East Midlands have been working in increasingly more effective collaboration for over a decade, since the establishment of the East Midlands Special Operations Unit (EMSOU) in 2002. This had an initial focus on specialist areas of policing, and started as a dedicated undercover policing and test purchase unit, covering Derbyshire, Nottinghamshire and Leicestershire. It has expanded incrementally to cover all five of the East Midlands forces, and five main areas of policing: serious and organised crime; major crime; intelligence; forensics; and counter-terrorism.

## East Midlands Collaboration Timeline

### Establishing EMSOU

**Figure 1: Timeline for the development of EMSOU**

1999 - 2001	Regional discussions by the heads of crime and initial proposals made to chief officers.
2002	EMSOU created with a dedicated undercover and test purchase unit
2002	A legal collaboration agreement with shared liability signed by all five Chief Constables and Police Authorities
2003 - 2004	Further development discussions by the heads of crime with the lead ACC for the region
2004	Agreement to create an Intelligence Unit
2005	HMIC report into policing structures identified significant risks from serious and organised crime to the East Midlands region
2005	Regional chief officers agreed to EMSOU expansion to include dedicated operational teams
2006	Home Office funding support given for the EMSOU expansion

<sup>16</sup> *Closing the Gap: A Review of the Fitness for Purpose of the Current Structure of Policing in England and Wales*. HMIC, September 2005.

2006	EMSOU operational surveillance and investigation structure created
2008	Bespoke accommodation opened and EMSOU identified as the primary collaborative project for the region
2009 - 2011	Continued expansion work with further functionality to include technical surveillance, asset recovery and regional review teams
2011	Launch of regional Serious and Organised Crime and Major Crime Units.

The regional forces have built on the joint working that underpinned EMSOU to develop a much broader East Midlands Police Collaboration Programme (EMPCP). This programme has extended the regional collaboration arrangements (see Figure 3, on the following page) to include areas of operational and business support such as procurement, vetting, legal services, learning and development, and occupational health provision. The assessment of other areas of business as candidates for potential collaboration continues.

The programme is split into four portfolios, each headed by one of the regional Chief Constables. The collaboration programme is overseen by the Northamptonshire Chief Constable, Adrian Lee, who sits as the chair of the regional Chief Constables board.

**Figure 2: Portfolios in the East Midlands region collaboration programme**

Specialist Crime Portfolio (CC Mick Creedon)	EMSOU Counter Terrorism	EMSOU Forensic Services	EMSOU Major Crime
	EMSOU Serious and Organised Crime (SOC)	EMSOU Special Branch	EMSOU Technical Surveillance Unit
	Regional Asset Recovery Team	Regional Intelligence Unit	Regional Review Unit
	Fraud and Financial Investigation		Police eCrime Unit (Cyber Crime)
Operational Support Portfolio (CC Simon Cole)	Legal Services (4 Forces - Excl. Lincolnshire)		Professional Standards Vetting
Specialist Operations Portfolio (CC Neil Rhodes)	East Midlands Regional Information and Co-ordination Centre (EMRICC)		Serious Collision Investigation (3 Forces - Excl. Lincolnshire and Northamptonshire)
Resources Portfolio (CC Chris Eyre)	Learning and Development (4 Forces - Excl. Lincolnshire)	Occupational Health	Procurement (3 Forces - Excl. Lincolnshire and Leicestershire)

As this table shows, not all five forces are involved in all collaborations. Instead, involvement depends on the individual circumstances of the regional forces, such as local arrangements with other partners, and the same currently applies to the developing programmes of future collaboration (discussed in Chapter 3).

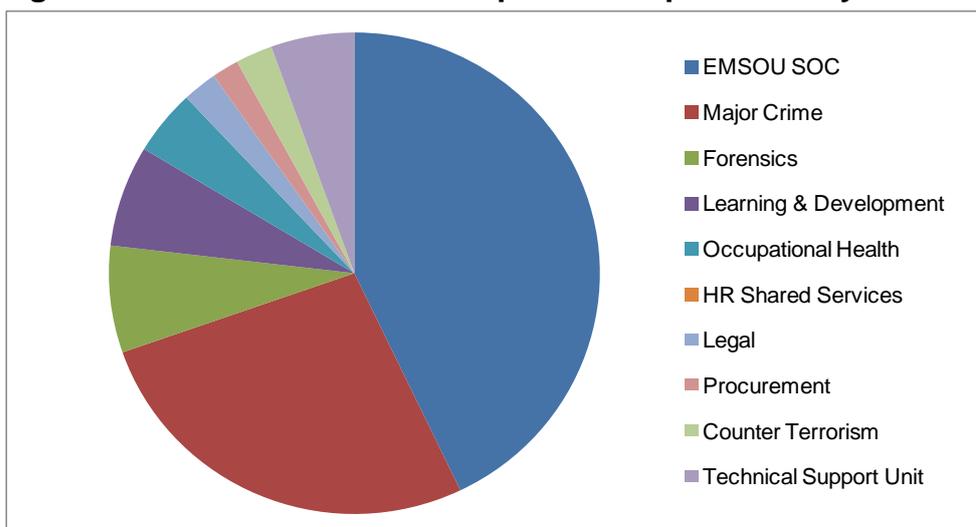
**Figure 3: Timeline for the introduction of each collaboration**

2002	EMSOU undercover policing and test purchase unit
2005	Regional intelligence Unit
2007	Serious and Organised Crime operational teams
April 2010	Regional Asset Recovery Team
July 2011	EMSOU Technical Support Unit
Sept 2010	Regional Review Unit
August 2011	East Midlands Strategic Commercial Unit (Procurement)
Sept 2011	Major Crime
October 2011	EMSOU Special Branch and Counter Terrorism Intelligence Unit
Feb 2012	Police e-Crime unit
2005	Regional Intelligence Unit
April 2012	Forensic Services
April 2012	Learning & Development
April 2012	Occupational Health
Nov 2012	Legal Services (initially Nottinghamshire and Derbyshire in July 2011 – joined by Leicestershire and Northamptonshire in November 2012)
Nov 2012	Fraud and Financial Investigation
April 2013	Professional Standards Vetting
April 2013	Serious Collision Investigation Unit

## The collaboration programme in numbers

The East Midlands collaboration programme had a budgeted expenditure of £42m across these portfolios in 2012/13. This is about 5% of the combined expenditure of all five East Midlands forces. The way this breaks down across the different portfolios is shown in Figure 4.

**Figure 4: Breakdown of £42m of planned expenditure by business area**



It should be noted that while the investment in serious and organised crime is substantial, this covers a broad range of activity which supports other areas of business, such as major crime.

About 1,155 police officers and staff work within the East Midlands collaboration portfolios, as Figure 5 shows.

**Figure 5: Workforce within the East Midlands collaboration as a percentage of the region's total workforce**

**Workforce within East Midlands collaboration**

Total officers and staff in collaborative functions	Police Officers	Police Staff	Total
Major crime	157	70	227
Serious and Organised Crime	211	135	346
HR Services and Learning & Development	28	62	90
Legal services	-	24	24
Occupational health	-	36	36
Special Branch and Counter Terrorism Intelligence Unit	146	81	227
Fraud and Financial Investigation	30	31	61
Forensics	-	61	61
Collaboration Programme	3	7	10
Procurement	-	19	19
IT	-	2	2
Serious Collision Investigation Unit	45	7	52
<b>Total in collaborative functions</b>	<b>620</b>	<b>535</b>	<b>1,155</b>
<b>East Midlands total (FTE)</b>	<b>8,409</b>	<b>4,331</b>	<b>12,740</b>

Proportion of workforce in collaborative functions	Police Officers	Police Staff	Total
	7.4%	12.4%	9.1%

Note: Functional breakdown is as provided by the East Midlands collaboration as the number of people in post as at 31 March 2013. The East Midlands total (FTE) is the number of people in post as published by the Home Office in *Police workforce, England and Wales, 31 March 2013*

Two forces have also progressed their own individual arrangements, outside the East Midlands collaboration, for collaborating in respect of some of their business and operational support functions:

- Northamptonshire has a shared service centre with Cheshire Constabulary, which provides finance, purchasing, human resources, payroll and duty management services (see Figure 6); and
- Lincolnshire Police has entered into a private sector partnership for a wide range of business support functions, as well as the operational support functions of custody and the force control room (see Figure 7). These arrangements do not, however, automatically preclude Lincolnshire from collaborating with other East Midland forces in these areas.

**Figure 6: The Northamptonshire multi-force shared service**

Northamptonshire Multi-Force Shared Service	Analytics (Business Intelligence)	Duty Management	Estates and Facilities
	Finance	Human Resources	Logistics Management
	Payroll		Purchasing

**Figure 7: The Lincolnshire private sector partnership**

Lincolnshire Private Sector Partnership	Crime Management Bureau	Criminal Justice Services (CJS)*	Custody
	Finance and Procurement	Firearms Licensing	Force Control Room
	Human Resources and Resources Management Unit	Identification Unit	Information technology
	Integrated Services**	Learning and Development	Town Enquiry Officers

\*CJS incorporates the Criminal Justice Unit, Collisions Unit and Central Ticket Office.

\*\* Integrated Services comprise Support Services, Fleet and Assets and Facilities management.

This patchwork of arrangements across the region is indicative of the challenge for the five forces to work collaboratively. The decisions to partner outside the region with G4S and Cheshire Police force adds additional complexity to the development of further collaboration across the East Midlands forces.

The high level of effective collaboration that we see now is a result of strong leadership and a determination to improve the safety of the public across the region. This is especially the case in respect of major crime and serious and organised crime. Nowhere else in England and Wales is this number of police forces choosing to collaborate on so many significant policing functions.

# 1. How effective are the current collaboration arrangements?

HMIC assessed four areas in order to test the effectiveness of the current collaboration arrangements in the East Midlands region:

- the extent to which the operational arrangements in place for major crime and serious and organised crime provide improved capability and capacity;
- if savings from the programme can be evidenced;
- how effectively the leadership and governance of the collaboration programme drives this improved efficiency and effectiveness; and
- the robustness and quality of the work of the Efficiency Board (which was set up to review the efficiency of the arrangements).

This chapter considers each of these issues in turn.

## **The extent to which arrangements for major crime and serious and organised crime provide improved capability and capacity**

### **Serious and organised crime**

The *Strategic Policing Requirement* sets out the Home Secretary's requirements for how forces should deal with five national threats: terrorism; organised crime; large-scale cyber incidents; serious public disorder; and civil emergencies.

Service-wide arrangements for dealing with terrorism operate semi-independently of forces, and involve substantial amounts of ring-fenced national funding that is not under PCCs' direct control.

EMSOU's organised crime capabilities operate as a regional organised crime unit (ROCU).<sup>17</sup> The police service has agreed a number of "Core Capabilities": 12 functions that ROCUs should provide for the forces in their regions, many of which are subject to external accreditation or assurance (these functions are described at Annex B). Currently, the EMSOU ROCU provides 11 of these capabilities, with the final area (prison intelligence) currently being considered for inclusion. HMIC's review did not carry out a detailed assessment of each of these functions, but rather examined whether EMSOU as a unit gave enhanced

<sup>17</sup> There is one ROCU in each of the policing regions in England and Wales.

capability, capacity and resilience to forces in the regions as they work to tackle organised crime.

EMSOU was one of the first ROCUs to be created. It currently comprises 346 officers and staff. This is 2.7% of the East Midlands workforce, a higher proportion than in other large forces such as West Midlands (1.3%) or Greater Manchester Police (0.9%),<sup>18</sup> and represents nearly half the expenditure in the East Midlands collaboration programme. This reflects the considerable extent of the arrangements already in place and collaborated within the East Midlands ROCU.

The national network of ROCUs is expected to provide a consistent point by which forces liaise with the National Crime Agency (NCA) after it becomes fully operational in October 2013. To ensure this model runs smoothly, the Home Office is funding a piece of work (which is being led by the East Midlands regional Deputy Chief Constable) to ensure there is consistency between ROCUs. The Home Office is conducting a review of this work's progress through a series of visits to all ROCUs (including EMSOU), which is due to report in November 2013. HMIC will then provide further, independent assurance of ROCU consistency (including EMSOU) as part of its Strategic Policing Requirement inspection.<sup>19</sup> Both these exercises will provide further assurances to PCCs in relation to the efficiency and effectiveness of EMSOU.

It is difficult to identify a clear measure of the effectiveness of police work to tackle serious and organised crime, because the full extent of offending is unknown, and criminals are continually changing their methods of offending. However, HMIC found evidence that there have been many advances in understanding both the threats posed by serious and organised crime, and the harm it causes to communities. In addition, there is evidence that in the East Midlands an effective and efficient structure exists with strong operational tactics, underpinned by a robust performance management approach which we describe more fully later in this chapter.

EMSOU and the East Midlands Regional Counter Terrorism Intelligence Unit share a building, and work under a single command. This model (which is unique to the region) is a strength – it is of note that the Southeast ROCU<sup>20</sup> is planning to implement this model – and offers some important benefits:

<sup>18</sup> East Midlands workforce is as provided by the East Midlands collaboration as the number of people in post as at 31 March 2013. West Midlands and Greater Manchester figures are Police Objective Analysis (POA) workforce estimates for 2012/13.

<sup>19</sup> Further details of this inspection can be found at [www.hmic.gov.uk/inspections/strategic-policing-requirement/](http://www.hmic.gov.uk/inspections/strategic-policing-requirement/)

<sup>20</sup> Southeast ROCU comprises Hampshire, Surrey, Sussex, Thames Valley and some Kent services.

- specialist resources can be effectively shared, and people can be moved quickly between major crime and serious and organised crime functions when needed (particularly in the intense few hours or days after a major crime), and so manage immediate risks efficiently; and
- these specialist capabilities are best undertaken at the regional level, for reasons of cost and operational effectiveness. Many of the specialisms comprise a few highly-trained and accredited staff. The East Midlands collaborative structure means that these functions, which are essential, but unnecessary at an individual force level, are provided to a more consistent standard.

One important advance in tackling serious and organised crime has been the national mapping of Organised Crime Groups, and national coordination of information on their membership and geographic spread.<sup>21</sup> This is based on a model which requires that all Organised Crime Groups be assessed for threat and harm against set criteria, and that there is a plan in place to reduce the impact of every group. These plans can be held and implemented by the NCA, ROCUs, forces or neighbourhoods. Resources can then be allocated to where they will have the most effect. We specifically considered the effectiveness of EMSOU's work in mapping, prioritising and taking action on organised crime.

HMIC found many examples of good practice in EMSOU, which gives us confidence regarding the capability and capacity of the Unit. These examples include:

- EMSOU is unique in England and Wales in that it maps all organised crime groups within the region; in other regions this responsibility may sit with forces. This ensures greater consistency and overview of the totality of demand, as well as being a more effective process for assessing risk. EMSOU works with individual forces to undertake jointly the assessment of the risks and threats presented by each group. All activity against organised crime groups is then monitored and tracked centrally by the mapping unit and the regional intelligence group;
- a lead responsible officer from either the force or EMSOU is identified for each organised crime group with the force retaining oversight and management of the organised crime group and the threat that it poses; and
- there is a review process to assess the level of risk and threat currently posed by each group, and to keep individual investigations into organised crime groups under continuous examination. This means that there is a regular review to ensure the most appropriate policing tactics are being used. The reviews are considered at the regional tasking and

<sup>21</sup> This national mapping has been carried out by a centrally located co-ordination centre (which will form part of the NCA).

coordinating group where the regional Deputy Chief Constable facilitates the decisions of the Assistant Chief Constables from each force.

There is also a comprehensive and robust performance management approach across serious and organised crime. The new National Strategy for Organised Crime (in draft at the time of this review, with publication anticipated to coincide with the NCA's launch in October 2013) includes an annex that sets out how performance in relation to serious and organised crime should be measured, for example how many organised crime groups are disrupted. The serious and organised crime performance framework covers all of these, and because it carries out mapping of all groups, has more sophisticated and comprehensive sets of information to manage performance in this area. Force Assistant Chief Constables are willing and able to explain operational activity within each force area to the PCC. EMSOU thus manages to demonstrate achievement in this area, where effort and cost are dedicated to preventing or disrupting high level criminality. We are confident that EMSOU's serious and organised crime activities lead to material improvements in safety for local people.

### **Major crime**

EMSOU Major Crime Unit has 227 staff, of whom 157 are police officers; this represents 1.8% of the total workforce in the East Midlands. It has a budget of £11.2m, which is a saving of £3.5m compared to the pre-collaboration costs across the forces. When the unit was implemented in September 2011 (after its business case was agreed in April 2011), it had two clear aims:

- Primary aim. To provide a collaborative unit to investigate crimes of murder, manslaughter,<sup>22</sup> kidnap with demands and extortion across the East Midlands region; and
- Secondary aim. To support participating forces with other investigations (i.e. those relating to crimes not set out above), subject to tasking and capacity.

The unit has since been given an additional aim in 2012: to support and assist the participating forces by providing a regionally-based Casualty Bureau service for major incidents.

### ***Efficiency and effectiveness of EMSOU major crime unit***

The major crime unit has resourced and managed every murder investigation across the region since its introduction in 2011. HMIC found that staff in the unit have a good knowledge of the skills and assets available to them. The officers

<sup>22</sup> This includes other unlawful deaths, such as infanticide and assisted suicide.

and staff within the serious and organised crime unit are used as necessary to support peaks in demand for the major crime team. This is a pragmatic approach which helps the region to manage immediate risks effectively.

When demand is lower, there is evidence to demonstrate that the major crime unit has taken on investigations which are beyond its remit, in support of forces. This approach is effective. Whilst EMSOU has a good understanding of its current workload and is staffed appropriately, the overall capacity of EMSOU should be reviewed to understand the totality of current and future demand.

One measure of the effectiveness of major crime investigation is the proportion of crimes solved. Other ways of measuring the major crime unit's success include assurance of: staff skills; investigations as they are taking place; support to forces; and the rigour of its performance framework. We consider these issues in turn.

The professionalism and the level of service provided by the major crime unit were universally praised by all ranks across the region. Homicide investigators require national accreditation to national standards. All staff on the major crime team are accredited as investigators, with their accreditation checked every year. This is a good indicator of effectiveness.

National Authorised Professional Practice<sup>23</sup> suggests regular reviews of each investigation. In the East Midlands each murder investigation is reviewed between 7 and 14 days of the start of an enquiry. This is managed between the Senior Investigating Officer and the lead for the review. The review report is provided to the Head of the Regional Review Team and the Head of Crime for the force in which the murder took place. Any recommendations and lessons learnt are managed through an EMSOU review progression panel. Where an offence remains undetected after a period of 28 days, the chief officer lead for the relevant force commissions a further review. This demonstrates good oversight of investigations, although EMSOU could strengthen this approach even further by sometimes inviting senior investigating officers from other forces or regions to provide further independent scrutiny

There are, however, opportunities for the major crime unit to improve the efficiency and effectiveness of the service still further. These include:

- ensuring the management information provided to senior managers is clear on the cost of investigations;

<sup>23</sup> Guidance developed by the College of Policing; see <http://www.college.police.uk/en/19723.htm> for further details.

- reviewing the overall current and future demand, and considering whether resources are adjusted as a result of this work;
- building a better understanding of the skills and capabilities retained in forces;
- reviewing how cold cases are managed; and
- improving the performance management approach.

Each of these opportunities for improvement is discussed in more detail below.

#### *Ensuring clarity on the cost of investigations*

The cost of each investigation by the major crime unit varies, depending on the complexity of the case. As a result, rigorous monitoring of costs is essential. Within the East Midlands, records of overtime and forensic costs are held by the individual forces rather than centrally. As a result, neither the senior investigating officer nor the head of major crime is able to monitor the full cost of a major crime investigation. This is a weakness which major crime teams elsewhere have addressed.

Investigations are financially reviewed at the conclusion of judicial proceedings, by which time any intervention opportunity has passed. In addition, HMIC found incomplete understanding of the extent to which force resources are abstracted (i.e. taken off their regular duties to assist with investigations), because forces are responsible for managing the murder investigation until the major crime team take it over, but there are no records of how long the individual force resources are retained. Some forces stated they have supplied staff for murder investigations beyond the “golden hour” of an investigation (by which point the major crime team should have taken control of managing the investigation).

As the picture in respect of resources for each investigation is unclear, HMIC is unable to assess the efficiency of the major crime unit on a case-by-case basis. This also suggests that the EMSOU lacks the relevant management information either continually to challenge the cost and efficiency of the operation of the region’s response to major crime, or to identify further opportunities for efficiencies.

#### *Use of demand analysis*

HMIC found no systematic approach to reviewing demand against the major crime team’s capacity. The region is therefore unclear as to whether the capacity of this team is meeting (or exceeding) demand. Although the Efficiency Board has reviewed the major crime management structure and the workload of each senior investigating officer, the number of homicides is falling across England and Wales, which suggests that the demand should be subject to regular review. The East Midlands region demonstrated that they could manage an unusually high number of homicides early in 2012; an understanding of how this additional demand was managed may identify scope for further efficiencies.

### *Understanding of skills and capabilities retained in forces*

There is a less effective oversight by EMSOU of the current capability elsewhere in the region. This is adversely affecting the ability of the region to fill vacancies in specialist skilled roles. HMIC acknowledges the work that is being progressed in forces to develop and introduce career pathways for officers and staff, which should lead to a standard approach by individual forces and EMSOU in recruiting, managing and developing skilled specialists in this area of policing. This would mean that opportunities to work in specialist roles are available to everyone, and that identified training and development needs will be supported, and is a welcome development.

### *Cold cases*

Unsolved crimes ('cold cases') are reviewed periodically, to test the previous investigation and to assess if new evidence or evidential techniques will help advance it. These reviews are conducted by a regional review team, who make recommendations which are then passed back to the force in which the offence took place. It is important to ensure the risks associated with the findings of these reviews are understood and appropriately prioritised amongst other investigations within the forces.

HMIC has been told of delays both in progressing these investigations on occasion, and in responding to the recommendations (which is exacerbated by the drain of skills to EMSOU). EMSOU should review the timeliness of cold case investigation and consider how the work of the review team and forces' subsequent investigations can be better coordinated.

### *Performance management*

There is scope to improve the current performance framework for major crime. Currently, it is insufficiently detailed, and based on reporting the number of homicides and the geographical spread of people and investigations, although it does consider the extent to which homicides are solved and offenders are convicted. For example, it might be useful for the forces in the East Midlands to have information about:

- the true cost per investigation, as currently this information is not available;
- the number of uncompleted actions over a certain age (e.g. 0–30 days old; 30–60 days old and so on), and trends over time. This would provide insight into the efficiencies of resourcing and investigative processes; and
- any themes arising from reviews, such as the availability of specialist staff (e.g. family liaison officers).

## Efficiency and cost savings from the collaboration programme

The original development of EMSOU was intended to provide regional resilience in respect of specialist crime investigation, with any financial benefits being incidental. However, reductions in funding for forces have led to a greater focus on the potential for the collaboration programme to save money.

HMIC found that combining individual force functions into a regional unit has resulted in cash savings. This has primarily been through:

- the reduction of posts (both police officers and police staff);
- combined units achieving greater economies of scale, with fewer overheads;
- reductions in associated running costs, such IT licences;
- the ability to build and reduce resource, meaning that forces need to pay less overtime; and
- procurement savings, due to having greater purchasing power.

### Savings by collaborated function

A business case was developed for each collaborated function, and these set out the extent to which the proposed collaboration could reduce the cost of the work. The table below shows the percentage saving that will be achieved in each business area by moving to a collaborated function.

**Figure 8: Collaboration savings by function**

£'000s	Assumed budget without collaboration savings (adjusted for 2012/13)	Business Case savings	Savings as a % of 2012/13 budget
<b>EMSOU SOC*</b>	22,000	4,000	18%
<b>TSU</b>	2,400	130	5%
<b>Major Crime</b>	15,000	3,500	24%
<b>Forensic Services</b>	3,300	830	25%
<b>Learning and Development</b>	3,000	480	17%
<b>Occupational Health**</b>	1,800	480	26%
<b>Legal Services</b>	1,100	200	18%

\* EMSOU SOC in the above table is the combined East Midlands Special Operations Unit and Serious & Organised Crime budget. This excludes the budget for EMSOU Counter Terrorism and Special Branch, which is Government funded but includes additional national funding which is provided for the regional asset recovery team and the police e-crime unit. The major crime budget shown is the major crime budget including staff costs held within force. The savings from the reduction in staffing for major crime may only result in cash saving if this results in an overall staff reduction

\*\* There is a delay in realising the savings from the Occupational Health budget as a national framework for Force Medical Officers has yet to be introduced.

Note. Numbers are rounded for simplicity.

As this shows, the level of savings achieved for each of the collaborations varies significantly. This is because of a number of factors, including the potential to achieve economies of scale; the number of forces agreeing to collaborate; whether the collaborated function provides an enhanced level of service to the public rather than cost savings and whether individual projects are fully or partially implemented. The level of savings can also be affected for individual forces if they have already chosen to make savings from these functions as part of their response to the reduction in police funding prior to collaboration.

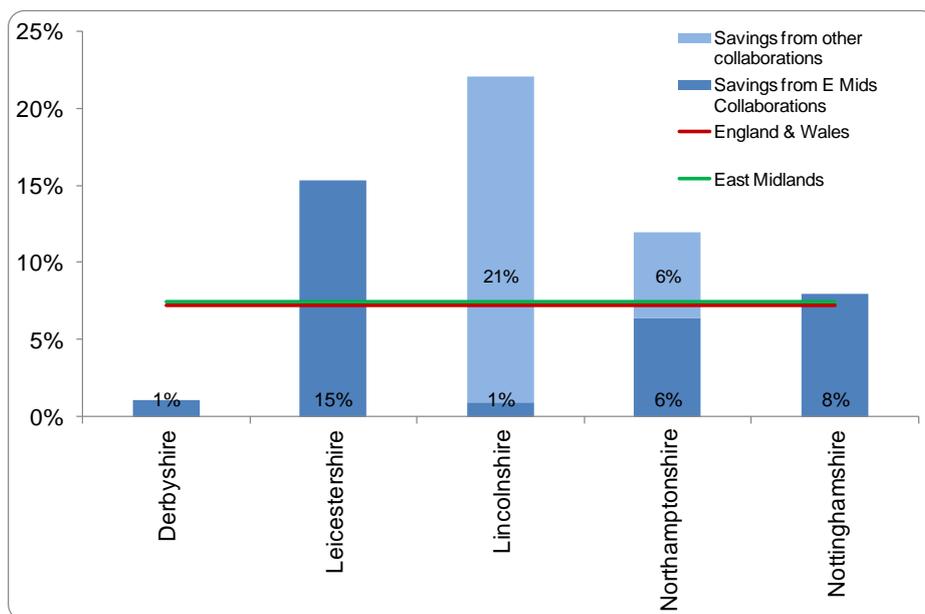
**Savings compared to pre-collaboration running costs by collaborated function**

The business cases developed by the collaboration programme clearly demonstrate reduced running costs. In order to see whether there is scope for further efficiencies, these savings should be compared (both by collaboration project and in total) with the levels of savings achieved by other forces.

**Savings from collaboration by force**

From data collected from forces as part of HMIC’s Valuing the Police programme, the savings made from inter-force regional collaboration as a percentage of the amount each force is required to save over the spending review period are on average in line with those seen across England and Wales. However, there are significant variations between forces, with Leicestershire showing a much larger element of its funding gap met by savings from the collaboration than Lincolnshire or Derbyshire. Forces and PCCs should endeavour to understand why these differences exist.

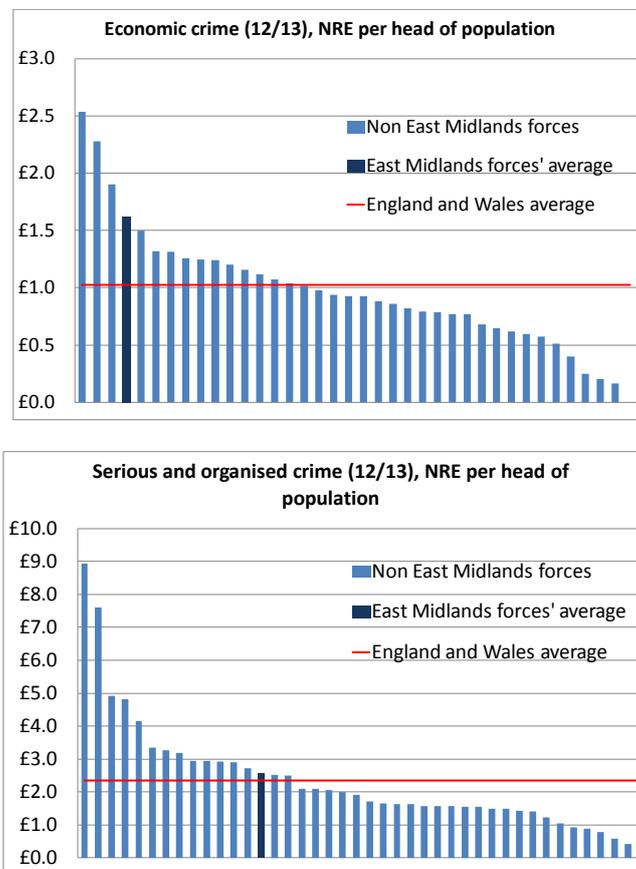
**Figure 9: Projected savings from collaboration by 2015 as a percentage of force savings requirements**



### Cost of collaborated functions compared to other forces

Comparison between the total costs of collaborated functions compared to other forces reveals a mixed picture. In some cases, the average costs<sup>24</sup> of the East Midlands collaborated functions are significantly higher than the national average:<sup>25</sup> economic crime by 54% and procurement by 31%. Both fleet costs and specialist investigation units are also slightly higher than average (both 8%), while the serious and organised crime costs are 9% above the average. In other areas, such as major investigations, East Midlands forces are spending slightly less than the force England and Wales average (8%).<sup>26</sup>

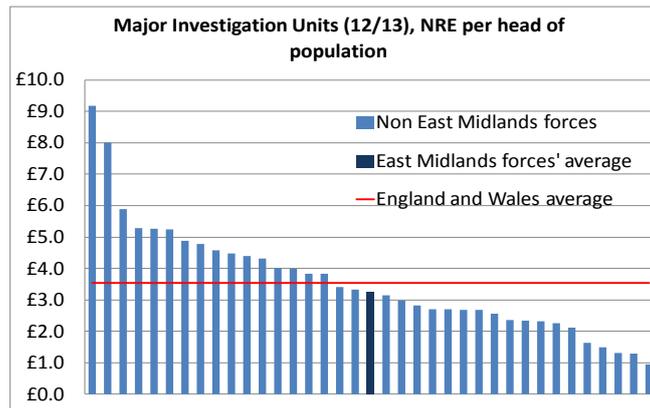
**Figure 10: East Midlands spend compared with all forces in England and Wales**



<sup>24</sup> Costs are given as Net Revenue Expenditure (NRE) per head of population, defined as total expenditure minus earned income, to show the cost to the taxpayer.

<sup>25</sup> Average of forces, excluding Metropolitan Police and City of London Police, which reported a spend within the relevant category of the 2012/13 Police Objective Analysis (POA) estimates.

<sup>26</sup> These comparisons are based on 2012/13 estimates contained in HMIC's Value for Money profiles. The profiles are due to be updated shortly with information from 2013/13 which may show a different set of comparative costs.



Note: England and Wales average is the simple average of forces, excluding Metropolitan Police and City of London Police, which reported a spend within the relevant category of the 2012/13 Police Objective Analysis (POA) estimates.

Care must be taken in drawing comparisons between forces, as there is a significant difference between the roles and remits of the respective functions (even if they have the same titles). However, the charts above indicate that in some areas the East Midlands collaborated functions cost comparatively more than the national average. PCCs need a greater understanding of why this is, and to consider this in light of any changes to costs in these functions in the latest value for money profiles.<sup>27</sup> It could well be a conscious decision for an investment in this area to enhance the service and develop additional capability. If that is so, PCCs should establish what the additional capacity is, and how it is delivering an improved service.

### Barriers to delivering greater efficiencies

One potential risk to efficiency is forces holding their own locally-based specialist teams in addition to those in the regional units. Forces described to us the need to find resources (such as technical support or surveillance officers) to deal with those issues which do not meet the threshold for the deployment of regionally-based officers and staff, but which still require the specialist skills which were transferred into the regional teams.

In some forces, this potential requirement had been identified, and the capacity and capability to meet this need retained. The following table shows both the cost of holding this commitment locally and the variance in the investment by forces, although it is worth noting that this spend constitutes only 0.5%, suggesting that this retained capacity is relatively marginal.

<sup>27</sup> HMIC's value for money profiles provide benchmarking information on what the police are spending their budgets on; staffing levels by grade and function; and outputs and outcomes. They are based on data provided by the police, and available from [www.hmic.gov.uk](http://www.hmic.gov.uk).

**Figure 11: Dedicated serious organised crime resources retained within forces**

Force	Retained serious organised crime resources		Approximate cost
	Police officers	Police staff	£ 000's
Derbyshire	16	0	870
Leicestershire	26	0	1,410
Lincolnshire	0	0	-
Northamptonshire	11	0	600
Nottinghamshire	20	1	1,120
			4,000

Note. The approximate cost shown has been calculated using the average cost per officer / staff within the East Midlands from the 2012/13 POA estimates. Figures have been rounded to the nearest ten.

Some officers and staff told HMIC that one of the reasons for establishing or maintaining this kind of local capability was uncertainty about the threshold at which regional resources would be made available to support local policing requirements. Flexibility in the use of specialist resources is imperative to the effective management of risk. It is also important that officers and staff within individual forces have a clear understanding of the circumstances in which regional resources can be secured, and of how to do this. This will help to ensure the most appropriate resources are deployed, as well as reducing the risk that forces will unnecessarily build local resilience to meet a demand which should be met through regional arrangements. Although such local resilience is relatively small, clarifying these issues provides scope to increase efficiency further.

The PCCs receive performance information to allow for effective governance of collaborated units, including major crime and serious and organised crime. This was being further developed at the time of the HMIC review, as a result of the PCCs' request to be provided with information that enables them to better understand operational risks and opportunities, as well as the wider benefits of collaboration in these areas of policing.

HMIC recognises the difficulty in measuring the performance of major crime and serious and organised crime investigations effectively. However, we identified limitations in the management information available, such as in relation to the costs and resources associated with specific investigations. This is because the information is held by individual forces, and not collated centrally which reduces the ability of managers to assess in any detail the efficiency and effectiveness of their teams and of individual investigations.

## Leadership and governance

HMIC found that the leadership of the current collaboration arrangements has been strong, and the arrangements to manage change in order to progress the regional collaboration programme have been effective. However, it is now important for Chief Constables and PCCs to review whether the East Midlands Police Collaboration Team (EMPCT) has the necessary skills to take regional collaboration to the next level (for example, expertise in programme and business change management).

EMSOU is headed by a regionally appointed Deputy Chief Constable, who reports to the regional Chief Constables. This Deputy Chief Constable is also responsible for the regional collaboration programme through the East Midlands Police Collaboration Team (EMPCT).

The collaboration programme has an established governance structure to support the development of collaboration proposals. This includes a Police and Crime Commissioners Board (PCCB), which is attended by the region's PCCs and Chief Constables. It is at this board that the final decisions to collaborate are taken.

Staff and officers considered that the structures in place supported timely decision-making, and allowed the programme to progress effectively. Consideration is currently being given to improving the involvement of PCCs in the collaboration programme, and strengthening the governance arrangements still further.

To progress a broad programme of collaboration across five forces is particularly ambitious, and HMIC commends all those involved for their commitment and leadership. It is imperative that what has been created is preserved, and that the current leadership, through the Chief Constables, is able to work collectively to improve and expand upon what has already been achieved.

## The Efficiency Board

In February 2013, the PCCs agreed to the establishment of a regional Efficiency Board. The purpose of this board was to explore all aspects of the PCCs' financial commitments in respect of the regional collaboration arrangements, and the ways in which these formed part of their respective medium-term financial strategies. This was the first time EMSOU had been asked to find substantial financial savings from already collaborated functions.

HMIC was asked to review the Efficiency Board's programme of work, and in particular to quality-assure the following themes of the programme:

- Theme 3: The review of how workforce modernisation might deliver efficiencies (conversion of police officer posts into staff posts);

- Theme 4: The review into potential savings from management costs; and
- Theme 5: The review of the potential to replace the existing collaboration team with ad-hoc project teams for individual collaborations.

HMIC found that the Efficiency Board has helped to progress thinking in respect of the efficiency of the current regional structure and assets. However, the short timeframe in which the work has been completed has limited the amount of consultation and engagement across the region. This in turn has limited the breadth and depth of the work undertaken.

### **Theme 3**

When considering which police officer roles might be suitable to be undertaken by police staff, HMIC found that the assessment was completed by managers in the respective collaboration teams, and not subject to any form of independent review. This could have introduced inconsistencies. If the proposals to convert the identified posts are progressed, an agreed approach should be adopted to ensure each post is risk-assessed in a consistent way, and is subject to independent oversight according to clearly specified objective criteria. It is also crucial that this work links into the individual forces' change programmes.

### **Theme 4**

HMIC found that the Board has become focused on a pre-identified financial savings target, as opposed to the efficiency of the current arrangements. This potentially limits the extent of the proposals put forward by the Board, and leaves significant gaps in the regional understanding of whether the current assets are deployed as efficiently as they could be.

However, while the financial focus has taken precedence, HMIC found that some limited opportunities to consider improvements to the service delivery models currently in place within the region have been included in the recommendations of the Board. This is particularly evident when discussing the review of operational assets and the management structure across the regional teams.

## **Conclusion**

In conclusion, HMIC finds that the current regional collaboration arrangements are effective, and considers it extremely important that they are continued and expanded. Our review found clear evidence that these arrangements provide substantial capability, capacity and resilience. We have also identified some areas for improvement. In particular, it is important that lessons learned from earlier collaborations are reflected in plans for joint working in the future.

## 2. Is the developing programme fit for purpose?

In this section, we consider the following topics:

- a) existing plans for future collaboration; and
- b) barriers to further development: fragmented IT, and pace and ambition.

### Existing plans for future collaboration

The table below details those areas of business which were reported as being considered or under development for collaboration at the time of this review.

Not all five forces are engaged in every aspect of the programme, and force decisions about whether to be involved in particular collaborations sometimes change. This may be because the force is already collaborating on a particular function (for instance, Northamptonshire already has in place a shared service approach with Cheshire Constabulary, with the functions in question provided by a private sector organisation in Lincolnshire.)

**Figure 12: The current programme for future collaboration in the East Midlands**

Specialist Crime Portfolio	Internet Investigation (Scoping)	Immigration Crime (Scoping)	Prison Intelligence (Scoping)
	Radio Frequency Propagation (Scoping)	E-Forensics (Scoping)	E-Borders (Scoping)
Operational Support Portfolio	Information management (Scoping)		ICT (Outline Business Case)
	Criminal Justice (Full Business Case)		Contact Management (Scoping)
Specialist Operations Portfolio	Civil Contingencies (Scoping)		Motorcycles (Scoping)
	Strategic Roads Crime (Scoping)		Firearms Interoperability (Full Business Case)
	Specialist Dogs (Outline Business Case)		
Resources Portfolio	Estates and Facilities Management (Scoping)		Corporate Services (Scoping)
	Fleet Management & Workshops (Scoping)		Finance & Admin (Transactional/Payroll & Treasury) (Scoping)

As this table shows, many of these projects are in the early stages of development, and so their potential benefits had not been fully assessed at the time of this review. It was therefore not possible for HMIC to make a full assessment of their potential benefits at this stage. However, we were able to assess the overall approach by examining how the collaboration programme prioritises areas for collaboration and develops business cases.

The East Midlands Police Collaboration Team (EMPCT) is responsible for identifying and evaluating the options for collaboration, and commissioning the various business cases. These are then considered by the various regional governance boards.

The current business case approach has the following strengths, giving confidence in the proposals being developed for future collaboration:

- the development of business cases and their submission through the existing governance structures for collaboration is well-established;
- the development of the business cases is done in consultation with all of the regional forces, and includes good communication with people who work in the areas of business being considered for collaboration;
- business cases are generally written in a consistent way, enabling some comparisons to be made; and
- there was some evidence of a continued willingness to identify opportunities that will enable the collaboration programme to make further beneficial progress. For example, the suggested collaboration in respect of police contact centres was halted in 2011, but has recently been reconsidered with an alternative approach to the proposed regional structure identified. However, HMIC has some concerns that the alternative approach is less ambitious, and will result in lower savings, capacity and resilience than the earlier proposals.

HMIC identified the following weaknesses in the current approach:

- the process by which areas of business for potential collaboration are identified or put forward for discussion is unclear. For example, a large proportion of officers we spoke to said they were not asked to make suggestions to help to develop the scope of the programme;
- each new collaboration proposal is developed in isolation from any others which are under concurrent development. There is also little learning drawn from previous experience, resulting in a patchwork of joint arrangements;
- themes which are opportunities or blockages are not systematically identified;

- where a suggested area for collaboration had been discontinued during the development process, there is no formal process by which it is routinely reassessed and reconsidered; and
- the following important considerations were not included in the majority of the business cases we reviewed:
  - the risks associated with progressing with a proposal to collaborate were not fully described, nor did the business cases consider the risks or effects of not progressing with the proposed collaboration;
  - the consideration of how the proposal affected the workforce was not adequate; and
  - an exploration of how the proposal to collaborate would affect the service received by the public was sometimes lacking.

These areas are fundamental to ensuring that the decisions whether to proceed with the collaboration are right, and that all of the relevant issues have been considered. Staff associations were particularly concerned about the effect that the collaboration proposals had on staff, where (for example) staff were re-located some distance from their existing workplace.

The EMPCT should ensure that the effect on the workforce, the risks and the effect of collaboration on the service received by the public are properly considered and included in future business cases. These issues should also be reviewed when the collaboration arrangements are reviewed.

Therefore, while HMIC found a comprehensive structure and common approach to developing business cases, there are some significant issues in relation to their content that must be addressed, before it is possible to have complete confidence in the robustness of this approach.

A number of areas for collaboration have been considered by the five forces but not progressed. These are summarised below.

**Figure 13: Areas for collaboration considered, but not progressed**

Area of business	Rationale for stopping
Contract management (control rooms)	Different working practices and technology in control rooms.
Dedicated Authorities Bureau and Dedicated Source Unit	The costs of introducing a compatible IT system at the time of discussing the proposal to collaborate were not economically viable and because the nature of the work required close local liaison with the covert authorities' bureau and authorising officers.
Force Intelligence Bureau single point of contact functions	No reason recorded in the minutes of the decision-making board.

Professional Standards Department – Anti Corruption Unit (ACU)	No desire for regional ACU due to the levels of investment required by some forces to ensure all have comparable levels of resources. Agreement reached to align working processes and provide mutual support.
Specialist Crime (covert authorities)	Incompatible IT.

The projects that have been ruled out are therefore small in number, and involve relatively low-cost functions. The exception to this is contact management, where the potential to achieve efficiency savings are much greater. There is some evidence that elements of contact management are still within the breadth of the overall collaboration project, although under the current proposals each force will still retain a control room. Some of those working in the collaborated functions believed there was value in collaborating in all these areas; and if the underlying issues such as IT can be addressed, then the decision not to proceed with these projects may be worth reconsidering.

## Barriers to the developing collaboration programme

As set out earlier in this report, the collaboration programme in the East Midlands has developed incrementally, as individual areas of business have been evaluated and progressed. Forces in the East Midlands have “worked around” some of the oft-cited barriers to collaboration (such as different IT systems, or varying terms and conditions of service between officers and staff from different forces). This pragmatic approach has allowed the East Midlands to build up a significant level of shared capability and to develop crucial momentum for the overall programme of collaboration. However, these work-arounds have meant that some of the fundamental enablers of collaboration (including a cohesive IT solution, and pace and ambition, both discussed in more detail below) have not been addressed. This risks the overall efficiency and effectiveness of the programme, as well as limiting opportunities to extend it further.

### Fragmented IT

Force crime and intelligence IT systems underpin much of EMSOU’s work. Currently, each force in the East Midlands has a different system,<sup>28</sup> while officers have no remote access to other forces’ systems, and have different logins for each one. While officers have managed within these regrettable and frustrating constraints, it would be quicker (and involve less scope for error) for

<sup>28</sup> Lincolnshire Police’s crime and intelligence system is NICHE, Leicestershire Police’s is ABM CIS, while Derbyshire Constabulary use Guardian. Northamptonshire Police has an in-house crime system and an in-house intelligence system, while Nottinghamshire Police has a Capita Crime CRMS system and Memex intelligence system.

there to be a single log-in that provides access to all relevant systems, and systems which could speak to each other. As the forces endeavour to work more closely in areas such as contact management and criminal justice, the fact that they have divergent systems<sup>29</sup> will again require either a work-around, or a more fundamental consideration of how the IT infrastructure can enable and facilitate joint working and more effective operational practices.

### **Pace and ambition**

While the proposed areas for future collaboration are largely in line with other forces, there is evidence that the pace of collaboration is slowing in the East Midlands. At the time of this review, a total of 14 business cases had been developed through the collaboration programme (from an initial proposal, through to a full business case and implementation). However, there has been a decrease in the number of business cases being put forward each year, with just two progressing to implementation between January and August 2013.

There was also evidence that senior officers from the five forces had been unable to reach agreement on a number of proposed areas for collaboration, and that there are divergent views in respect of each force's ambitions for this programme. Officers and staff were aware of these views and believed that they were a barrier to the full realisation of benefits from the collaboration programme. HMIC shares these concerns.

Evidence from other forces suggests that one of the important drivers for successful and extensive collaborations is a clear and agreed vision on the extent of collaboration. Many forces had adopted an approach to collaborate in principle, and then ruled out areas rather than developed individual business cases for each area of inclusion. This approach allows:

- a better consideration of interdependencies;
- cost and benefits to be considered across the whole range of work (rather than focusing on winners and losers from individual business cases); and
- a clear approach to be communicated to staff.

We address this issue more extensively in the next section of the report, when we consider the potential for collaboration in the region.

<sup>29</sup> For example, two forces have Steria Storm Command and Control systems, while the other three use Capita systems to support contact management and call-handling.

## Conclusion

The East Midlands region is continuing to develop its plans for future collaboration activity building on the solid foundations of the EMSOU arrangements. It is developing business cases to assess the benefits for joint working in a range of policing areas, on many of which other forces in England and Wales are already collaborating. Many of these projects are in the early stages of development, and so their potential benefits could not be fully assessed at the time of this review. There is a strong process for developing business cases, but it fails to contain some important considerations. Moreover, some business cases are too often developed in isolation from each other. There are also two risks to the successful development and delivery of the emerging proposals for collaboration. The first is there is no substantive and coherent vision for future collaboration work, which has stalled since the implementation of serious and organised crime and major crime. The second is major underlying differences between the forces in important areas have not been systematically addressed.

### 3. What are the future opportunities for collaboration?

There is a range of collaborative opportunities that have not been adequately progressed within the East Midlands region, and examples of much more ambitious programmes of collaboration are developing in other forces. Other programmes, such as those within Norfolk and Suffolk or Warwickshire and West Mercia, have a stronger level of commitment to a wider range of policing functions, and are moving at a greater pace. As a result, they are securing greater levels of savings from collaboration, and so contributing to their spending review challenge objectives. HMIC therefore considers that there is substantial potential for the region to collaborate further, in order to secure greater financial savings. This will help forces both to protect their frontlines, and to provide an even more efficient and effective service to the communities they police. However, for these opportunities to be realised, regional forces need to reach a common understanding of and agreement on the future model for the delivery of regional policing requirements; for example, which functions will remain local and which will be delivered collectively; and how these will be supported, for example by a single IT platform which provides the best value for the public purse.

The motivation for collaboration across the region has evolved over a period of time. Initially, the reason for force collaborations was to sustain the delivery of particular services; this evolved into a desire to improve the resilience and capability of specialist crime investigation. However, in common with the national picture, the reason for collaboration has changed as a result of cuts in police budgets, with the region increasingly using collaboration as a means of finding savings through greater operational efficiency and effectiveness

In our report *Policing in Austerity: Rising to the Challenge*, the amount of savings from collaboration across England and Wales is reported as “deeply disappointing”, with only £182m of planned savings from collaboration identified by forces in England and Wales over the spending review period.<sup>30</sup> This is only 7% of the savings gap.

A similar situation is reported in the East Midlands, where the planned saving from regional inter-force collaboration is 7% of the total savings requirement of the five regional forces. Although individually some of the forces within the region achieve more than this figure, this is still disappointing, given the scope and number of staff involved in the East Midlands collaboration arrangements.

<sup>30</sup> *Policing in Austerity: Rising to the Challenge*. HMIC, July 2013, page 76.

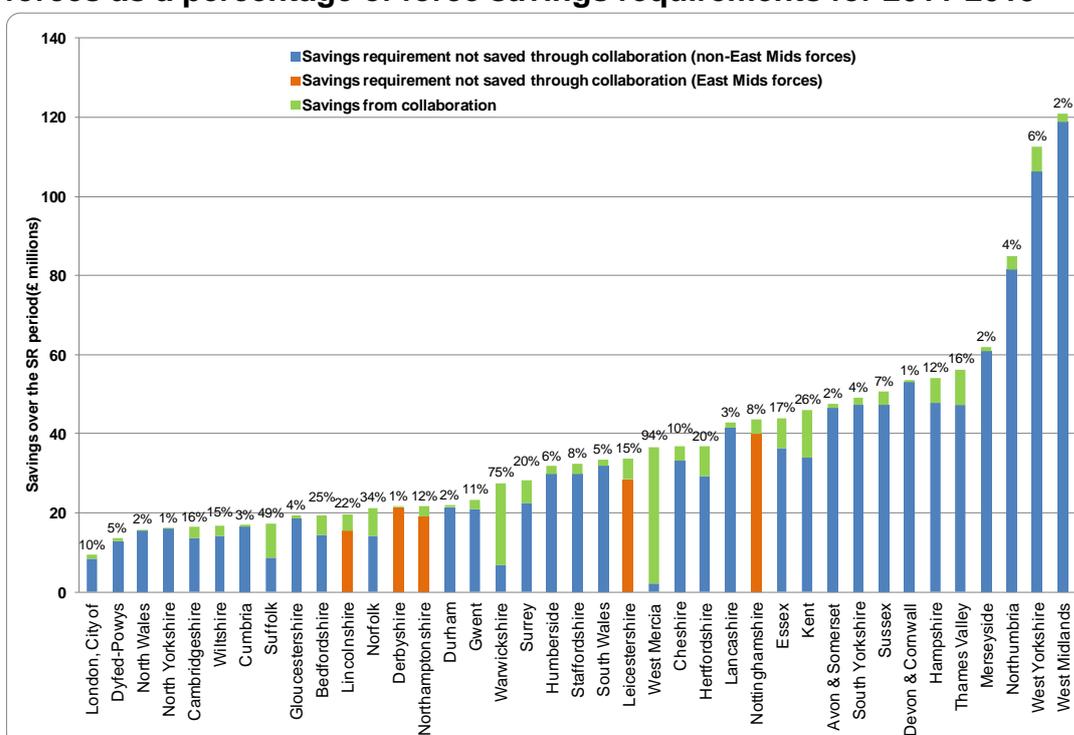
## The national picture of collaboration

Across England and Wales, forces vary significantly in relation to how far they collaborate, the ways in which they collaborate, and the amount of savings achieved through collaboration. For instance, some forces are not anticipating making any of their savings requirements from collaboration, while Warwickshire Police and West Mercia Police are expecting to achieve 75% and 94% of their respective spending review savings through collaboration, due to the fact they have the most extensive collaboration project in England and Wales.

On average, forces in England and Wales plan to use collaboration savings to meet 7% of the savings requirement. As set out earlier in the report, all the East Midlands forces are using collaboration to balance more than 7% of their budget – apart from Derbyshire Constabulary, where only 1% of the savings requirement is being met through collaboration. Lincolnshire Police has the highest proportion of its savings requirement met through joint working, due to the extensive nature of its collaboration with a private sector partner.

However, forces from outside the region in more extensive collaborations are showing a higher level of savings. For example, Norfolk and Suffolk Constabularies are showing savings that cover 41% of their overall spending objective, while Essex Police and Kent Police are showing savings of 22%.

**Figure 14: Projected savings from collaboration for all England and Wales forces as a percentage of force savings requirements for 2011-2015**



Note: Metropolitan Police, Greater Manchester Police and Cleveland Police were unable to provide data on planned savings through collaboration so are excluded from all relevant analysis. Dorset Police is also excluded as it is planning to spend rather than save in collaborative areas.

A comparison of the police collaborations that are currently in place across police forces in England and Wales with those currently in place in the East Midlands shows that while the East Midlands is already collaborating in a number of areas, there is significant scope to commit to firm plans to collaborating across a much broader range of policing activities.

Many of the areas where the East Midlands could extend its collaboration are already in scope as future proposals, although potentially without all five forces. Many forces are collaborating fully on their business support functions, and an increasing number are starting to operate joint criminal justice units and collaborating on force control rooms and contact management. There is existing practice that the East Midlands should evaluate and consider in order to make more rapid beneficial progress in collaboration in all these areas.

The two significant areas of exclusion are custody and protecting vulnerable people, where a number of other forces have plans for collaboration or collaborated units already in place. However, with both these areas there are clear links to local policing. In the case of custody, there are important interdependencies with local response officers and the development of prisoner investigation teams, and with protecting vulnerable people (depending on force structures) this may be locally-based to align with local partners. Should the forces wish to consider broadening their proposals to include these areas, it would require careful consideration in the context of future proposals for local policing.

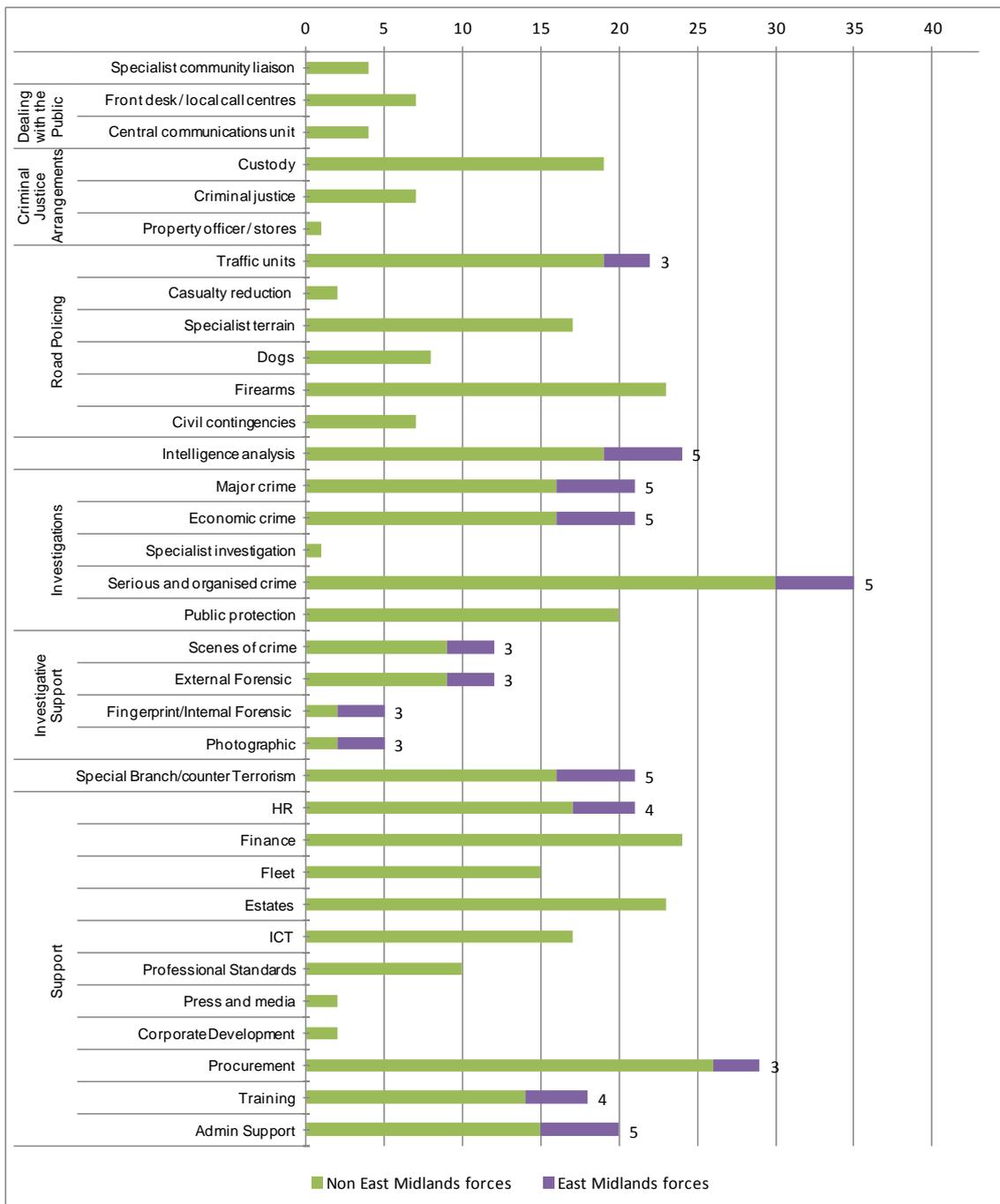
## **Expanding the current East Midlands collaboration programme**

In order to expand the current programme, the East Midlands region needs to consider how best to address some of the underlying barriers to collaboration (as set out in the previous section). Many of these issues are ones which have been tackled by collaboration programmes in other forces, and which are acknowledged by a number of staff and officers interviewed as part of this review.

### **Vision and pace**

This report has acknowledged the strong and cohesive leadership which drove the development of EMSOU. This regional approach was ahead of its time. However, it has also reported the views of officers and staff (both from the collaboration programme and in force) that there is now a lack of agreement between the leadership as to the future of collaboration in the region. There are different numbers of forces involved in different collaborations (and forces sometimes vacillate over whether or not they want to take part); this does not give a collective, clear and certain vision for the future programme of work.

**Figure 15: Number of forces collaborating by function**



Note. The figures provided give the number of East Midlands forces collaborating in each of the functions where collaboration is in place. Categories used are Police Objective Analysis (POA) Level 2 headings where at least one force is collaborating. Those functions where no forces are currently collaborating are excluded.

Extensive and rapid collaborations have progressed elsewhere in England and Wales where there has been a clearly articulated advance commitment to a high degree of collaboration by all parties. Achieving this in the East Midlands will be more complex, because there are five partners (more than anywhere else); however, there is a strong history of collaboration between these forces on which to build. A substantial commitment to a high degree of collaboration

also allows an overarching business case for the totality of the collaboration to be developed. Other regions have failed to deliver extensive collaborations when they have relied on a business case-by-business case approach. This risks progress being stalled, as all costs and benefits across the programme are not considered together, but with individual forces winners and losers each time a business case is developed.

The Home Office statutory guidance on collaboration<sup>31</sup> emphasises the need for a force to understand the greater, collective good:

*It is important for all partnering forces to understand that a collaboration may not provide equal benefits in all parts to all participants or in total but is sometimes necessary for the greater collective good. A policing body would not be acting outside its statutory duty under section 1 of the 2011 Act (to maintain an efficient and effective force for its own area) if its contribution to a collaboration in terms of resources, funding or liability was unequal, provided that the collaboration is considered to be to the benefit of at least one police force or policing body. Section 23A of the 1996 Act also uses the test of efficiency and effectiveness for entry into an agreement in relation to one or more policing bodies or forces.*

A shared commitment to collaboration needs to translate into a vision as to how these services will operate. Chief Constables need to agree on the operational requirements for particular areas of business, on whether any local variations can be accommodated, and on the effects this would have on efficiency and effectiveness of the overall collaboration. Learning from other forces shows that a degree of compromise will be necessary.

Collaboration in the East Midlands has reached a critical point. With continuing austerity and policing challenges, the PCCs and Chief Constables need to act decisively on what the future of collaboration in the region will be. If one or more of the five forces decides not to engage in some or all of the programme, it could result in the force(s) in question becoming isolated from the region, with no way to re-engage easily further down the line.

### **Exploiting economies of scale through true integration**

Analysis of some of the existing and proposed collaborations in the East Midlands suggests that whilst the forces are collaborating the services are not truly integrated. For example, the original plan was that major crime investigations would operate from only three locations, in order to maximise economies of scale. However, all forces considered that it was important to have a footprint in each county, so major crime investigation ended up being provided through a five-hub model. (A similar approach seems to be planned for

<sup>31</sup> Available from [www.gov.uk](http://www.gov.uk)

collaboration on the contact management function, where it is proposed each force retains its own control room.)

While a desire to maintain a footprint of individual services in each force is understandable, it compromises achievement of the greatest efficiencies, and prevents further savings (for example, through estate rationalisation). An overview of the collaboration programme in its entirety, and clear operational requirements for services, should mitigate the risks perceived by forces in not having their own footprints. This should give Chief Constables confidence in the provision of these policing services, irrespective of where the function is based within the region.

## **Infrastructure**

Collaboration across all areas of policing should be supported by the five forces collectively addressing some of the problems with the infrastructure, which are currently barriers to closer working. For example:

- collaborations in other forces have relied on interoperable IT, or a single system. For example, Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary all moved to the same IT system to support their collaboration on call-handling. In contrast, the East Midlands forces have a range of different systems that support their frontline, operational and business support services. Towards the end of the review period, HMIC was made aware of encouraging proposals regarding a joint IT vision, with both technical and business process aspects under consideration. This will be a significant enabler for collaboration. HMIC is however concerned that if this proposal excludes one or more forces within the region, it may be a hindrance to future collaboration, as well as having an adverse impact on existing collaborated services; and
- different terms and conditions of employment are barriers to many force collaborations. Individuals doing identical jobs in the same unit but in different forces can be on very different terms and conditions of service, which can be difficult to manage and have various adverse implications for the cost of collaboration (for example, it can affect how travel and relocation costs are paid). Warwickshire Police and West Mercia Police developed a standard set of terms and conditions in order to solve these problems.

These are complex issues, and successful collaborations have had dedicated and expert resource in their collaboration programme teams to resolve them. The size and cost of the collaboration team has been kept under strict review, but working towards single or interoperable IT systems, evaluating jobs and

roles and harmonising conditions of service, and communicating all the changes to staff, require some specialist skills and additional resource.

## **Conclusion**

This is a critical point in the future of collaboration in the East Midlands. Chief Constables and PCCs need to take decisive action if they are to continue to benefit from the advantages which joint working brings, and to maximise the savings that it offers. As a matter of urgency, the Chief Constables and PCCs within the East Midlands region should develop a clear and integrated vision and programme of work for collaboration in the East Midlands. The principal components of this programme are set out in our recommendations. This should be developed in such a way that all forces are able to influence what the future policing arrangements for the region are to be, and how they will work.

## Recommendations

1. Develop a clear and integrated vision and programme of work for collaboration in the East Midlands, which builds on the current successful collaboration. This should set out how collaborated services will be configured, when they will be in place, and how and where there is scope for forces to offer different levels of service to their public within the collaborated arrangement. In so doing PCCs and Chief Constables should have specific regard to their duties as described in the legal framework for collaboration.
2. Create a detailed, overarching business plan, which sets out the functions, costs and benefits of collaboration, and articulates a commitment to joint working across an identified range of functions. This plan should include information on the benefits for and impact on the public, local policing, collaborated policing functions and staff.
3. Develop services that are truly integrated, rather than simply shared. This may require difficult decisions about where services are situated, for example as to the location of force control rooms or major crime hubs. However, the current desire for every force to retain a footprint in the provision of regional services risks the effectiveness of the collaboration as a whole.
4. Address some of the variance in the underlying infrastructure which should support joint working (such as ICT, employment terms and conditions, and finance and budgeting approaches).
5. Continue to ensure the skills of the collaboration business change team reflect the complexity and breadth of the overall programme.

## Annex A: Terms of reference

The commission's purpose is to provide high-level assurance on the overall approach to collaboration between, and by, forces within the East Midlands Policing region;<sup>32</sup> by assessing current arrangements; by assessing what is being developed and by considering future possibilities.

Included within the commission will be a review of how the collaborative arrangements are benefitting the forces and PCCs in meeting their forces financial challenge, while maintaining or improving policing service delivery and reducing risks to the public.

### Scope

The review will focus on three principal areas of assessment:

#### 1. Current regional collaborative arrangements

- A review of the regional efficiency board programme of work including the methodology and any analysis that underpins assumptions that are made. To include quality assurance of specific aspects of the Efficiency Board Programme, in particular the following themes of the programme:
  - Theme 3: The review of how workforce modernisation might deliver efficiencies (conversion of police officer posts into staff posts);
  - Theme 4: The review into potential savings from management costs; and
  - Theme 5: The review of the potential to replace the existing collaboration team with ad-hoc project teams for individual collaborations.
- To review the current situation in respect of the capacity and capability of existing operational arrangements for major crime and serious and organised crime (Theme 6), and to report independent judgements from this review.
- To comment on the benefits and the level of savings from collaborative arrangements.
- To comment on the leadership and governance arrangements of the regional collaboration programme.

<sup>32</sup> East Midlands region police forces are Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire.

## **2. Current or emerging proposals for regional collaboration**

- A review of proposals for further regional collaboration and completion of a benefits assessment to consider whether they are realistic.
- A review of options that have been rejected considering why they were rejected, were they rejected appropriately and was a valid assessment completed before being rejected.

## **3. Opportunities for future collaboration**

- An assessment of the collaborative opportunities that are not being scoped within the region, against collaborative arrangements nationally.
- A review of the future opportunities from collaboration.

HMIC will consider the following:

- how the strategic business cases were developed and how robust they are;
- governance and organisational management including resource skills and expertise;
- what is included and excluded, how collaboration contributes to the wider organisational strategies and service delivery, including future service provision, transition arrangements and investments, expandability of service provision;
- a comparison of costs where similar collaborations are undertaken elsewhere in England and Wales. This will be informed by data provided by forces as part of HMIC Valuing the Police and Strategic Policing Requirement programmes;
- how collaboration meets the needs of the business, its affordability, whether it is achievable and whether it will deliver value for money; and
- risk identification and risk management.

HMIC will consider the following:

- how the strategic business cases were developed and how robust they are;
- governance and organisational management, including resource skills and expertise;

- what is included and excluded, how collaboration contributes to the wider organisational strategies and service delivery, including future service provision, transition arrangements and investments, expandability of service provision;
- a comparison of costs where similar collaborations are undertaken elsewhere in England and Wales. This will be informed by data provided by forces as part of HMIC's Valuing the Police and Strategic Policing Requirement programmes;
- how collaboration meets the needs of the business, its affordability, whether it is achievable and whether it will deliver value for money; and
- risk identification and management.

## Annex B: Components of a regional organised crime unit (ROCU)

- a regional intelligence unit;
- a regional asset recovery team
- a technical support unit
- a confidential unit receiving multiple data sources;
- a fraud investigation capability;
- a witness protection and protected persons capability;
- an operational security capability
- a covert policing capability including the ability to manage undercover operatives
- a technology enabled crime, cyber crime or e-crime capability;
- a prison intelligence unit;
- multi-agency intelligence sharing such as GAIN;<sup>33</sup>

<sup>33</sup> GAIN -The Government Agency Intelligence Network  
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<b>For Decision</b>	
<b>Public/Non Public*</b>	<b>Public</b>
<b>Report to:</b>	<b>Police and Crime Panel</b>
<b>Date of Meeting:</b>	<b>18<sup>th</sup> June, 2014</b>
<b>Report of:</b>	<b>ACC Simon Torr and ACO Margaret Monckton</b>
<b>Report Author:</b>	<b>Tim Wendels, Head of Estates and Facilities</b>
<b>E-mail:</b>	<b>tim.wendels@nottinghamshire.pnn.police.uk</b>
<b>Other Contacts:</b>	<b>Sophie Barker, Front Counter Manager</b>
<b>Agenda Item:</b>	<b>11</b>

\*If Non Public, please state under which category number from the guidance in the space provided.

## **Estates and Front Counter Proposals**

### **1. Purpose of the Report**

- 1.1 To inform the Police and Crime Panel of proposed changes to the police estate and front counters.

### **2. Recommendations**

- 2.1 To note the appendix and to make appropriate representations to the Police and Crime Commissioner in respect of the proposals.

### **3. Reasons for Recommendations**

- 3.1 To ensure that Police and Crime Panel members are informed of the proposals and have the opportunity to make appropriate representations.

### **4. Summary of Key Points (this should include background information and options appraisal if applicable)**

- 4.1 An appendix setting out proposals in relation to changes in the estate and front counters will be circulated to all members of the Police and Crime Panel prior to the meeting.
- 4.2 The appendix will include proposals previously approved, those that are currently subject to consultation and further proposals which are likely to come forward for consultation in the near future.

### **5. Financial Implications and Budget Provision**

- 5.1 The Medium Term Financial Plan requires savings in estate costs of £2.4m over a three year period.
- 5.2 The current Force savings plan targets savings of £1.06m in estate costs in 2014/15.

### **6. Human Resources Implications**

6.1 Officers/staff affected by these proposals will be formally consulted.

## **7. Equality Implications**

7.1 There are no equality implications arising directly from these proposals.

## **8. Risk Management**

8.1 Risks relating to individual proposals have been considered and mitigating strategies will be put in place as appropriate.

## **9. Policy Implications and links to the Police and Crime Plan Priorities**

9.1 These proposals support all of the Force's strategic objectives, especially objective 2, "*Spend your money wisely*".

## **10. Changes in Legislation or other Legal Considerations**

10.1 None.

## **11. Details of outcome of consultation**

11.1 Full consultation will be undertaken prior to final decisions being taken on proposals for change.

## **12. Appendices**

12.1 None.

## **13. Background Papers**

13.1 Front Counter Demand Profile Document.