

Leicestershire Police Authority

**Improvement Plan to respond to Inspection Report issued by the Audit Commission
and Her Majesty's Inspectorate of Constabulary dated 15 January 2010**

General

The Areas for Improvement (AFIs) are addressed point by point in the table below. However, the totality of the AFIs suggests the Authority needs to address its strategic approach to the way it performs its statutory duties. This comes at a time the Authority was due to review its Business Plan, had begun to review its committee structure and is in the midst of recruitment to the Chief Constable post.

The Overarching Area for Improvement

There are a number of detailed issues arising in the inspection report. However a number of the areas for improvement rehearse how effectively the Authority gathers in consultation views, translates that into its strategy and uses it to monitor and scrutinise Force performance. Rather than address each in isolation and risk having a fragmented piecemeal approach in this improvement plan it is suggested that the Authority addresses this and tries to achieve a coherent framework to ensure excellence. The National Policing Improvement Agency has already provided some advice to the Authority on performance monitoring and it is suggested that the NPIA is commissioned to help the Authority address how better to utilise appropriate consultation in undertaking strategic planning and performance monitoring. NPIA have provisionally indicated a willingness to help.

Point		Time and Accountability
	<i>SETTING STRATEGIC DIRECTION AND PRIORITIES</i>	
1	Para 16 of the Inspection Report: The Authority does not provide effective strategic oversight of the Policing Plan and policing priorities. It sets clear local policing priorities such as police station opening times, reduced levels of officers removed from their Neighbourhood Policing duties and improvements in the time taken to answer non-emergency calls. However crime reduction and other performance targets are set by the Chief Constable and not formally influenced by the Authority.	
	SHORT TERM: (i) Already amended approach for targets and local objectives to be set by 31 March 2010 so that the Authority fingerprint is visible on the end product.	(i) 31 March 2010 Mr Render / Performance Panel
	MEDIUM TERM: (i) Revise Strategic Planning process note so that Authority has coherent approach embedded, aligned to new Business Plan (ii) The overarching area for improvement above also impacts on this.	(i) July 2010 Chief Executive

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2	<p>Para 16 The Authority's Community Engagement Strategy needs strengthening to ensure a more comprehensive strategic approach to community engagement, capturing the views of all relevant communities and using consultation responses to better inform strategic plans</p>	
	<p>SHORT TERM: (i) Engagement Strategy for 2010-13, already in development. Subject to the overarching AFI above, this will be agreed by end of April 2010. (ii) Consultation Programme agreed 21 January 2010 which better focuses consultation for 2010.</p>	(i) April 2010 Chief Executive
	<p>MEDIUM TERM: (i)The overarching area for improvement above also impacts on this</p>	
3	<p>Para 17 It is not always clear what informs the objectives contained in the Local Policing Plan and improvement targets are not informed by robust analysis. This makes it difficult for the Authority to set well-argued, deliverable but stretching targets, check progress or rigorously scrutinise its own performance</p>	
	<p>SHORT TERM: See points 1 and 2</p>	
	<p>MEDIUM TERM: See points 1 and 2</p>	
4	<p>Para 18 The Authority needs to give more attention to the recruitment, promotion and retention of Black and Minority Ethnic (BME) officers within the Constabulary if it is to make real progress in improving the diversity of the workforce. While the Constabulary has the third highest proportion of BME officers in the country (at 6.6%), it is not representative of the proportion of people from the minority ethnic population of Leicester (in particular), Leicestershire and Rutland</p>	
	<p>SHORT TERM: (i) The Authority will engage with its internal stakeholders and external stakeholders regarding this issue. Its Human Resources Committee will examine recruitment, promotion and retention policy and practice to determine how best to ensure equality of opportunity in these areas for all communities. This will initially be addressed by the Human Resources Committee on 25 February 2010.</p>	Mr Brown, Mr Dholakia, Mrs Newton 1 st Milestone 25 Feb 2010
	<p>MEDIUM TERM: (i) Build mechanisms into the new Business Plan for the Authority as appropriate.</p>	July 2010 Chief Executive
	PERFORMANCE SCRUTINY	
5	<p>Para 22 – (in “strengths” section) The Authority is actively involved in supporting the governance and delivery of the Policing Pledge. However its own action plan to support implementation lacks specific measurable outcomes which makes it difficult to measure progress</p>	

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	<p>SHORT TERM: (i) The Safer and Confident Communities Board which oversees the Pledge work includes 2 members of the Authority (ii) The Authority will continue to monitor the way the Policing Pledge is being progressed through the Constabulary, taking account of APA guidance on the Pledge. The next monitoring report will be presented to the Police Authority on 27 April 2010 and it will review its own Action Plan at that time.</p>	<p>(i) already in place (ii) 27 April 2010 Chief Executive</p>
	<p>MEDIUM TERM: (i) Regular review of Pledge and action plan will take place after April 2010. Process for doing so will be woven into new Business Plan.</p>	<p>(i) July 2010 Chief Executive</p>
6	<p>Para 23 Whilst individual members are actively involved in reviewing performance, the Authority does not provide systematic robust challenge to hold the Chief Constable to account for the Constabulary's delivery of objectives, priorities and quality outcomes. Its performance regime is improving but from a low starting point.</p>	
	<p>SHORT TERM: (i) Already worked with the NPIA who have provided a report examining Authority's approach to performance monitoring. (ii) Members programmed to attend future "Can you manage it?" training by NPIA/APA. (iii) NPIA holding a half day seminar on monitoring protective services performance on 25 February 2010 hosted by this Authority. (iv) Members of the Performance Panel will attend the Force's Performance Delivery Group</p>	<p>(i) Report in place (ii) Members' Services Officer (iii) Chief Executive 25 February 2010 (iv) February 2010 onward</p>
	<p>MEDIUM TERM: (i) The overarching area for improvement above also impacts on this.</p>	
7	<p>Para 24 The Authority actively monitors achievement of the Single Confidence Target but does not scrutinise most areas of performance effectively. The Authority offers limited challenge to the quarterly monitoring reports presented to the full authority and performance panel. ... Members receive little Authority-led training regarding their role in performance management and scrutiny. Members raise performance issues with LPU commanders but this is inconsistent. Their attendance at Constabulary programme boards has limited impact</p>	
	<p>SHORT TERM: See point 6. In addition, (i) Alter prompter sheets for attendance at Constabulary Boards and LPU Commander meetings to ensure evidence of impact on issues raised</p>	<p>(i) January 2010 Members' Services Officer</p>
	<p>MEDIUM TERM:</p>	

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	(i) The overarching area for improvement above also impacts on this	
8	<p>Para 25</p> <p>The Authority cannot effectively monitor how the Constabulary will deliver the 'Second to None' vision which it has endorsed. There are no stretch targets to achieve this, and the Constabulary is not compared with top performing forces outside its Most Similar Group (MSG). This prevents comparison with the best in the country and limits challenge and performance improvement.</p>	
	<p>SHORT TERM:</p> <p>(i) The Authority has already altered its practices here requiring the Constabulary to provide its ranking against MSGs in performance information presented to the full Authority and to Performance Panel.</p> <p>(ii) Reports to Performance Panel now identify ranking against all Forces.</p>	
	<p>MEDIUM TERM:</p> <p>(i) Will become business as usual.</p>	
9	<p>Para 26</p> <p>The Authority has provided additional investment and support for collaborative work to address the gaps in tackling terrorism, serious crime and other major challenges to public safety (protective services). But it has not yet exercised effective scrutiny of the impact of this increase in funding to ensure value for money for the public. The Authority has now asked its internal auditors to undertake this task</p>	
	<p>SHORT TERM:</p> <p>(i) Auditors already instructed to carry out a review.</p> <p>(ii) Performance Panel on 15 December 2009 examined burglary in this context.</p> <p>(ii) For other such issues, ensure a process is introduced to consider and prioritise how to address a "hot pursuit" of issues and initiatives that arise from time to time.</p>	<p>(i) already commissioned</p> <p>(ii) already done</p> <p>(iii) March 2010 Chief Executive</p>
	<p>MEDIUM TERM:</p> <p>(i) Receive report from Auditors and take appropriate action.</p> <p>(ii) Entrench "hot pursuit" mechanism in new Business Plan for the Authority</p>	<p>(i) July 2010 Treasurer</p> <p>(ii) July 2010</p>
10	<p>Para 27</p> <p>On 17 September 2009 an inquest began into the deaths of Fiona Pilkington and her daughter Frankie Hardwick. There was no reference to the inquest or critical incident in advance of, or during, the on-site inspection. When the inquest verdict was returned, 11 days after the onsite inspection visit, the Inspectorates made an additional, exceptional, visit to the Authority as part of the Police Authority Inspection, recognising the significant implications that the critical incident and inquest verdict would subsequently have on the Constabulary and Authority</p>	
	This is a comment by the Inspectors rather than an AFI	
11	<p>Para 28</p> <p>The Authority lacked a mechanism to track the most</p>	

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	significant critical incidents which the Constabulary manages, and had little involvement in 'lessons learnt' reviews. The Authority failed to provide sufficient oversight of actions taken by the Constabulary following the tragic deaths of Fiona Pilkington and Frankie Hardwick two years ago. During this period, there is no evidence that the Authority stepped up their challenge to the Chief Constable on the issue of repeat anti-social behaviour in Barwell, or was aware or briefed on action taken to address concerns	
	SHORT TERM: (i) New approach agreed at Finance and General Purposes Committee on 22 December 2009 which provides for member involvement on Reputational Risk Group, Critical Incident management Group, Good Practice Review Forum, and on Gold Groups that satisfy the criteria for member involvement.	(i) already agreed
	MEDIUM TERM: (i) Review of new approach and presentation of policy will be presented to Authority meeting on 28 June 2010. (ii) Review that policy and practice are achieving improvement	(i) 28 June 2010 (ii) March 2011
12	Para 29 The Authority's mechanism for tracking significant critical incidents relied on them being notified by the Constabulary and this did not work satisfactorily. The Authority has recently agreed new arrangements to monitor and supervise all relevant critical incidents	
	SHORT TERM: See point 11 above	
	MEDIUM TERM: See point 11 above	
13	Para 30 The Authority did not have sufficient oversight of the Constabulary's response to the inquest verdict into the deaths. Whilst the Authority responded after the inquest with radio interviews and a public meeting, it appeared largely unprepared to deal with the reaction from the public and media, and did not anticipate the potential impact that this may have on public confidence.	
	SHORT TERM: Reputational risk issues are fed back through member newsletters and briefings to Chairman and Vice-Chairman as part of arrangements agreed by Finance and General Purposes Committee on 22 December 2009.	
	MEDIUM TERM: (i) The Authority will produce a communications strategy which will address this.	(i) July 2010 Chief Executive
14	Para 31 The Authority acknowledges that it needs to develop 'triage' criteria to identify those few critical incidents where it is required to exercise its governance role. This will involve the Authority actively managing risks associated with such incidents, requesting members to feedback significant local concerns to the Authority and requesting involvement in	

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	critical incidents management groups where appropriate.	
	SHORT TERM: See point 11 above	
	MEDIUM TERM: See point 11 above	
15	Para 32 The Authority has recognised that it needs to strengthen its performance monitoring and scrutiny arrangements and ensure that the range of performance information that it receives is adequate for its needs. It has recently reviewed the format of the information presented by the Constabulary to committees and has appointed a performance analyst to support this work, including providing informed briefings to members.	
	SHORT TERM: See point 6 and also the overarching AFI above	
	MEDIUM TERM: See point 6	
	ENGAGING WITH COMMUNITIES	
16	Para 35 – (in “strengths” section) Many groups and partners recognise that the Authority listens and responds well to their needs.... However much of this activity is dependent on the commitment of individual members rather than the result of a co-ordinated strategy	
	SHORT TERM: (i) See point 17 below for coordinating activity to the right areas	
	MEDIUM TERM: (i) The Authority will need to consider the resourcing of this stream of work in the light of the relative capacities of individual members and an officer support of 6.5 f.t.e.s	
17	Para 39 The Authority needs to engage more effectively with its diverse communities and most vulnerable groups so that their voice is heard when setting policing priorities. ... The Authority recognises the need to develop a more strategic and co-ordinated approach to community engagement, consultation and sharing of intelligence with the police and other partners. It has recently invested in two dedicated policy officers to help its work in this area.	
	SHORT TERM: (i) Consultation Programme agreed 21 January 2010 which better focuses consultation for 2010, building effectively on the CRAVE survey data.	(i) already in place
	MEDIUM TERM: (i) See overarching AFI above.	
18	Para 40 The Authority could strengthen its analysis of issues that most improve the public’s confidence in policing. For example, results from CDRP, LPUs and other partners’ consultation work, learning from complaints, the custody visitors’ scheme and call centre contacts	
	SHORT TERM: (i) See point 1 above	

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	<p>MEDIUM TERM: (i) This work will be taken forward by Dr Hill, Mrs Martin, Mr Naylor, Mr Prince and Mr Roper. The Authority will look at how it utilises information it receives. (ii) The overarching area for improvement above also impacts on this.</p>	
19	<p>Para 41 The Authority needs to do more to ensure that local policing services are fully accessible to all of its communities. Visible, accessible policing is a declared Authority priority and members have in some areas influenced local priorities to drive improvements. Some partners recognise the good work of the Authority here; for example, in reflecting the concerns of young people in Rutland, Charnwood, Market Harborough and Blaby. The Authority needs to improve the use of available data to better understand the impact of policing on local communities. It has processes in place to monitor and analyse complaints and disparities in service delivery. However a 'silo' approach exists to reviewing service accessibility through data on complaints, stop and search activity and public satisfaction with policing. The Authority has not explored links across these areas, how they may inform local policing priorities or what action needs to be taken to effectively address concerns</p>	
	<p>SHORT TERM: See point 18.</p>	
	<p>MEDIUM TERM: See point 18.</p>	
20	<p>Para 42 The Authority's influence within CDRPs is inconsistent. The Authority has a strong tradition of partnership working: many partners value the lead and support given by members to shape priorities and act on local concerns. The Authority is in the process of developing members' ability to deliver a consistently effective approach to partnership working, such as providing members with data on partnership performance prior to meetings and asking them to report back key issues to the Authority. There are some good examples of members working well with partnerships to improve delivery. For example, in Charnwood CDRP the lead member was influential in tackling under performance and specific concerns such as violent crime, serious acquisitive crime, anti-social behaviour and drugs misuse. The lack of a consistent presence on the Leicester City CDRP is of significant concern given the profile of crime and deprivation in the area. ...</p>	
	<p>SHORT TERM: (i) Mr Naylor has been appointed to the Leicester City CDRP. (ii) a member and a substitute member are already appointed to each Joint Action Group on the City</p>	
	<p>MEDIUM TERM: (i) The Authority will risk assess our approach to partnerships and concentrate effort in the areas of greatest</p>	<p>(i) Mr Rhodes and Mr Roper</p>

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	<p>risk. This will involve reflecting upon all aspects of contact with the partner(s) involved to see that we are getting form and giving to the relationship what is wanted from that partner.</p> <p>(ii) Individual members will feedback regularly to the full Authority about the proficiency of their CDRP</p> <p>(iii) The overall approach of how members interact is an issue for the new Business Plan for the Authority</p>	<p>July 2010</p> <p>(ii) All members</p> <p>(iii) Chief Executive July 2010</p>
	ENSURING VFM AND PRODUCTIVITY	
21	<p>Para 46– (in “strengths” section)</p> <p>The Authority has played a leading role in using collaborative working to secure better outcomes for the public. It has promoted and supported collaboration in the region, both with other Constabularies and public service partners. This has delivered some clear benefits. For example, working with partners to secure a large grant from NPIA to provide mobile data terminals for frontline staff, enabling them to remotely access all Constabulary IT systems. Other examples of collaboration include the East Midlands Counter-Terrorism Intelligence Unit; various joint training initiatives; shared internal audit services; and the use of regional and national framework procurement arrangements. The arrangements have not yet been subject to a comprehensive, robust benefits realisation appraisal</p>	
	<p>SHORT TERM: See point 22 below.</p>	
	<p>MEDIUM TERM: See point 22 below.</p>	
22	<p>Para 47– (in “strengths” section)</p> <p>The Authority tracks decisions to improve resources utilisation to ensure they do not have adverse impacts. For example, the move to greater use of single crewing and introducing scheduled response. Monitoring of recent civilianisation within the Call Handling Bureau has ensured that there has been no reported drop in service level; although the Authority has not undertaken any reality checking of the reported improvements. Internal audit is addressing this shortfall. This independent analysis has the potential to increase the Authority’s understanding of opportunities to use police time, staff and money to best effect</p>	
	<p>SHORT TERM:</p> <p>(i) Police Authority is examined the benefits brought about by the Flanagan reforms at its meeting on 3 November 2009.</p> <p>(ii) Police Authority is examining the benefits brought about by Mobile Data Terminals and iR3 tracking of vehicles at its meeting on 26 January 2010.</p>	
	<p>MEDIUM TERM:</p> <p>(i) The Authority will introduce an approach in future that formally produces for the breadth of new practices, innovations and investments introduced a benefits realisation appraisal undertaken after a suitable period.</p>	<p>(i) Chief Executive March 2010</p> <p>(ii) July 2010</p>

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	(ii) Entrench business benefits mechanism in new Business Plan for the Authority	
23	<p>Para 48</p> <p>The Authority needs to embed a focus on value for money that secures the best deal for the public by delivering a Constabulary that is second to none. The Authority exerts some influence over and undertakes some monitoring of the way the Constabulary uses its time, staff and money to meet the demands made on the police. However, the Authority has not in the past taken a robust approach to performance and financial efficiency target setting that ensures it delivers the best value for money from its policing resources. It has not provided sufficiently challenging scrutiny and comparison of cost and operational policing performance. It needs to do this to test if it is using its and the Constabulary's staff, time and money in the best way to deliver the Constabulary's aim of delivering a second to none policing service. Efficiency target setting has mirrored Home Office targets, which has not helped embed a full value for money focus. The pressing budget gap over the next two years has forced the Authority to rethink its approach to target setting and how it goes about making the Constabulary more efficient</p>	
	<p>SHORT TERM:</p> <p>(i) The Authority will research best practice in this area amongst other police authorities and will enlist the help of our external auditors in doing that.</p> <p>(ii) The Authority will undertake a review of our internal audit programme to focus it even more towards value for money.</p> <p>(iii) The Authority will engage in a robust manner with the Constabulary in re-engineering the force in the context of funding cuts.</p> <p>(iv) The Authority will consider what further resources might be available to assist it in this area.</p>	(i) – (iv) Treasurer March 2010
	<p>MEDIUM TERM:</p> <p>(i) The Authority will consider this issue in the context of a new Business Plan</p>	(i) Chief Executive July 2010
24	<p>Para 49</p> <p>The Authority is aware that its investment in collaborative working has yet to realise significant financial efficiencies. It has arranged with its partners to test the benefits gained from existing collaborative work and seek ways to realise the full financial rewards. However, new opportunities to work with partners to ensure joint resources are used to best effect are being missed. For example, the Authority has a clear view of which communities are most disaffected with policing, such as white working class communities in the East Leicester Council estates. However, there is no shared plan with partners to address the issue. This limits the Authority's opportunity to encourage partners to align their resources with local policing needs in a systematic and tailored manner. The Authority needs to seek and embrace more opportunities to work with partners to tackle shared</p>	

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	community safety priorities	
	<p>SHORT TERM: (i) Paper being presented to East Midlands Police Authorities Joint Committee on 22 February 2010 regarding showing more clearly the benefits realised from regional collaboration.</p>	(i) 22 Feb 2010 Chief Executive
	<p>MEDIUM TERM: See point 23.</p>	
25	<p>Para 50 Authority members could test and challenge the benefits flowing from its policing investment and initiatives more robustly. For example, checking first hand the savings resulting from the increased use of IT systems rather than accepting figures provided by the Constabulary</p>	
	<p>SHORT TERM: See point 22</p>	
	<p>MEDIUM TERM: See point 22.</p>	
	NEXT STEPS	
26	<p>Para 51 We expect Leicestershire Police Authority to address the areas for improvement identified in this report and secure targeted and continuous improvement. In doing so, the Police Authority should have regard to the wider improvement planning, support and intervention set out in the Home Office's performance framework and landscape for policing</p>	
	<p>SHORT TERM: The prompt publication of this Improvement Plan is evidence of our intent.</p>	
	<p>MEDIUM TERM: This Improvement Plan will be monitored by the Authority.</p>	
27	<p>Para 52 We will publish an interim national report shortly drawing on the findings from the first ten inspections. It will identify thematic issues relevant to all police authorities, helping to secure improvement and sharing of good practice. The Police Authority should refer to and use this report in shaping its improvement planning.</p>	
	<p>SHORT TERM: The Inspectorates' thematic report was expected by end of February 2010. We shall present this to the Authority when published in order to learn further how to improve.</p>	
	<p>MEDIUM TERM: The Authority will look at Inspection reports to achieve learning from other police authorities</p>	