

Meeting: Policing Performance Steering Group
Date: 20 July 2010
Report of: HMI Zoë Billingham
Title: Nottinghamshire Police Performance Report

1. Overview and HMIC recommendations

- 1.1. This report considers progress made by Nottinghamshire Police and Nottinghamshire Police Authority following the Policing Performance Steering Group (PPSG) meeting on 23 March 2010. It summarises the action taken by the force and the police authority in response to the recommendations made by HMIC and the Capability Review. It gives a short assessment of current force performance focusing on the force's 90 day improvement plan Operation Arrow.
- 1.2 Much has changed since March; the force has a new chief officer team, the police authority has new leadership, there are encouraging signs that the recommendations of the Capability Review are being implemented and organisational change is being taken forward. It is too early to say that performance has turned the corner and that improvement will be sustained, but analysis shows reductions in seven out of eight key target areas within the improvement plan including: serious acquisitive crime 18.5% reduction, vehicle crime 29% reduction, robbery 20.5% reduction, violence against the person with injury 30.4% reduction and overall BCS comparator crime 20.1% reduction against the same period in 2009. However, force performance in reducing burglary still gives rise to considerable cause for concern, with a burglary rate 60% above the most similar group average.
- 1.3 Representatives of the police authority and the force will attend the PPSG meeting to present progress against the proposals outlined on 23 March 2010. They have seen a copy of this report and had no substantive comments to make.
- 1.4 HMIC has maintained frequent contact with the force and the authority throughout this reporting period. This includes regular meetings between myself, the chief officer team and the police authority. The dedicated HMIC lead staff officer has provided additional support and contact.
- 1.5 The Capability Review published on 8 March was highly critical of both the force and the authority. It identified a series of significant weaknesses in capability for current and future delivery requiring urgent action on the part of both organisations. In the case of the police authority the Review recommended that there should be new and effective leadership to bring members together; establishing a shared vision for the organisation; increased visibility and an approach that added demonstrable value. The key recommendation for the force was that urgent action needed to be taken to appoint and develop, under the Chief Constable's leadership, a cohesive chief officer team.
- 1.6 The force and police authority's initial published response to the Capability Review was disappointing but steps were taken by both the force and the police authority to provide greater clarity on their proposals. In the four months since the last PPSG meeting the force and the police authority have taken some important steps to address the Capability Review recommendations.

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- 1.7 The force introduced a new performance management system and regime in December 2009. This has provided a more robust approach to performance across the force and is used by the police authority to scrutinise performance. There is a focus on performance against comparable forces rather than reporting performance against itself. There are early signs that the force is beginning to close the performance gaps against its most similar group average in some of the measures.
- 1.8 One area of significant concern is the rise in domestic burglary during March and April. The force claims that it has now identified and dealt with the small number of offenders responsible for this spike. However, HMIC will be monitoring this particular aspect of performance closely over the coming months.
- 1.9 **PPSG is asked to note that:**
- 1) The police authority is making encouraging progress in addressing the concerns identified in March 2010. In particular the newly elected chair and the change management arrangements are starting to deliver against the agreed strategic priorities required to secure stronger policing outcomes and reduce the relative risks to the people of Nottinghamshire.
 - 2) The force is also making some positive progress in addressing the concerns identified in March 2010 in respect of enduring underperformance. The Capability Review recommendations are being implemented and organisational change is being taken forward. Performance continues to slowly improve but it is too early to say that performance has turned the corner and that improvement will be sustained.
 - 3) HMIC will continue to monitor and review force and police authority performance to ensure improvement is sustained, particularly in light of the significant financial constraints they now face. This monitoring will be largely light touch; the force and the authority will be asked to provide me with a short six weekly update which I will discuss with them during my periodic visits. However, in view of the significant concerns regarding performance in reducing domestic burglary, the force will be asked to provide more detailed monthly updates. There will be a further review of progress at the PPSG meeting in October 2010.

3. Update on changes since last PPSG meeting

- 3.1 The police authority and force have accepted and understood the significant underlying problems that were identified through the Capability Review. The steps taken to improve their capability in respect of leadership include the appointment of three highly credible chief officers, a new chair of the police authority, largely new committee chairs and a police authority change management board supported by an effective change management team.

The Force

- 3.2 The appointments of a new deputy chief constable and two assistant chief constables should provide significant support and capability to the Chief Constable. There are early signs that the ACPO team are working together in an effective way. The impact of the changes should also be recognised in terms of the evident 'lift' this has given to the wider workforce. There is a perceptible sense of optimism within the force that this heralds the start of a new and invigorated approach that will turn performance around.

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- 3.3 The force developed and delivered a 90 day improvement plan Operation Arrow to cover the period April to July 2010. It focused on tackling the crimes where Nottinghamshire is the furthest adrift from its comparable force and which matter most to local people namely serious acquisitive crime, particularly domestic burglary and robbery, violence with injury, BCS comparator crime and sanction detections for serious acquisitive crime. Monitoring of BCU performance has seen remedial action being implemented where targets are not being achieved, resources are being deployed on a daily basis to vulnerable areas.
- 3.4 Operation Arrow specified key crime and performance areas that were prioritised for urgent attention. Four primary targets and four secondary targets were identified. The targets were designed to close the performance gap on most similar group forces and turn the 'poor' PPSG banding analysis classifications to 'fair' over time. The force has reported that all targets except the burglary have been achieved. Operation Arrow has now been mainstreamed in to force business and it is anticipated this activity should continue to deliver real and tangible improvements.
- 3.5 The force has undertaken significant analysis to forecast the performance improvements that are required to close the gap with forces in its most similar group. In Appendix 3, the force has produced charts demonstrating the performance outcomes required to close the gap on peers and the current/projected trajectory.
- 3.6 In terms of performance improvement; BCS comparator crime levels are down 19.4% for the year to May 2010. This reduction against the previous year is the greatest within the most similar group, however the force remains almost 20% higher than the MSG average, the gap is closing, albeit very slowly. The force's performance against the former single confidence target has shown some improvement. The force is now in line with peers, following an improvement in the year to December 2009 from 43% to 46.1%. The force is no longer the lowest nationally in terms of public confidence, having moved from 42nd to 39th. While the force continues to report high levels of violence against the person with injury offences, it has delivered a 3% decrease for the year to May 2010, making them 41st out of 42 forces. It is the first time since April 2009 that the force has not been the highest nationally for this indicator. The serious acquisitive crime rate for the force is 18.564 per 1000 population, down 24% on the previous rolling year. This demonstrates the second largest rolling year decrease when compared to similar forces. The force remains 39th nationally for dwelling burglary and robbery, although the national position for vehicle crime has changed from 36th to 34th. Sanction detection rates continue to improve but all are below the MSG average.
- 3.7 The May 2010 banding analysis assesses Nottinghamshire Police as poor in all three domains. However, there is a time lag in this data, meaning that the recent more encouraging signs of progress have yet to be incorporated. In my view the force's drive to improve performance and reduce the risk of harm to people is having an impact. Analysis of most recent crime data shows that crime continues to fall in Nottinghamshire. For the months of April to June 2010 when compared with the same period the previous year, serious acquisitive crime has fallen by 18.5%; robbery has fallen by 20.5% and vehicle crime by 29%. The force acknowledges that domestic burglaries continue to be a significant problem.
- 3.8 Key partners and police have undertaken a series of multi-agency weeks of action targeting high crime areas. This has included targeted, proactive enforcement in specific areas of the Nottingham City conurbation and Bassetlaw.

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3.9 The force is strengthening its investigative capability and capacity. It is learning lessons from Operation Arrow, has aligned day to day management of all crime including Arrow to the ACC Crime and Head of Crime to provide grip and sustained activity within the force and the new DCC has the portfolio lead for force performance management.

3.10 Performance management across the county is also being focused on by the Safer Nottinghamshire Board. District Chief Executives have agreed that Chairs of the Community Safety Partnership will be managed through the Safer Nottinghamshire Board's Performance Management meeting which is chaired by an ACC.

The police authority

3.13 The authority has taken some significant steps to address the recommendations of the Capability Review. At its Annual General Meeting in May a new chair and two vice chairs for the authority were elected. A new authority committee structure has been agreed and chairs nominated. The five committees have had their inaugural meeting, vice chairs have been elected and terms of reference for each committee drawn up. Action plans for all the committees are being developed to sit alongside the change management board plan. The authority has appointed a change management team to provide support and guidance to members. This team is being well led and it is currently properly resourced. It has clear terms of reference and is implementing improved strategy, business process and governance across the authority.

3.14 In June 2010, the force and the police authority published a new Local Policing Plan for Nottinghamshire for 2010-2013. The 'revitalised and refocused' Policing Plan concentrates on three priorities for the people of Nottinghamshire:

- Fighting crime and anti-social behaviour in local areas.
- Protecting people from serious harm.
- Making the best use of resources

3.15 The Plan encourages the tackling of crime at a local level with the intention of bringing the force to the most similar group average within two years. A new performance framework using comparative data to measure outcomes is being developed ready for implementation by mid August.

3.16 The force and authority have been working with partners in both the City and County to develop joint working to tackle the crimes affecting their communities. The authority acknowledges that there is still more work to be done and further engagement with key partners is planned.

3.17 The NPIA has been in regular contact with the authority and the force. It has offered to coordinate the support, advice and assistance to the force.

3.18 The Change Management Board has developed an action plan to address the Capability Review and PPSG recommendations. This action plan is attached at Appendix 2 and provides detail of progress against the actions.

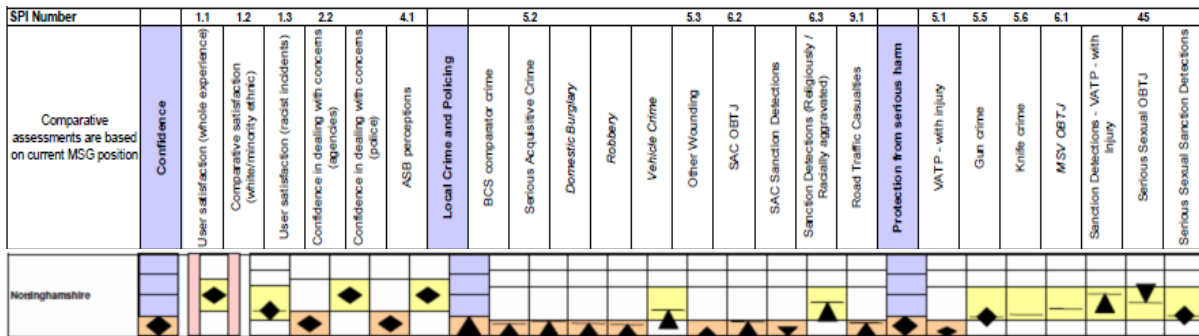
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3.19 While the changes outlined represent a positive step forward, I remain concerned that the police authority as a whole has yet to demonstrate that it is functioning effectively as a governance body. In particular there is a tendency for some members of the authority to focus disproportionately on matters of minutiae rather than on matters of pressing strategic importance.

4 Current Banding Analysis Performance

4.1 Nottinghamshire is in a most similar group with Staffordshire, South Wales, South Yorkshire, Northamptonshire, Leicestershire, Lancashire and Northumbria. The May 2010 banding analysis is set out in Figure 1. Nottinghamshire Police continues to be poor in all three domains. The force has consistently reported some of the largest differences from the MSG average nationally and particularly within local crime and policing. A more detailed performance review for Nottinghamshire Police is contained in Appendix 3.

Figure 1: PPSG Banding Analysis May 2010



Contacts

Zoë Billingham is the author of the report. Please contact Zoë Billingham on 01483 215320 for further information.

Attachments

The following are attached as appendices:

- Appendix 1: Nottinghamshire Police Authority update for PPSG
- Appendix 2: Nottinghamshire Police Authority Change Management Board Action Plan
- Appendix 3: Nottinghamshire Police Force Report for PPSG
- Appendix 4: Nottinghamshire policing performance and analytical charts and tables.