

# **Capability Review of Nottinghamshire Police Authority and Nottinghamshire Police**

# Introduction from the Review Team

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In December 2009, Nottinghamshire Police Authority and the Chief Constable of Nottinghamshire Police invited us to assist them to identify ways to improve the capability of the Authority and the Force, working with key community safety partners, to secure significant and sustained improvements in policing outcomes for the people of Nottinghamshire.

The team was selected especially for the review and was made up of senior, experienced people drawn from the police, police authority, local government and private sectors. The team was as follows:

- Ann Barnes – Chair of Kent Police Authority and Vice Chair of the Association of Police Authorities
- Keith Bristow – Chief Constable, Warwickshire Police
- Paul Coen – former Chief Executive of Surrey and Essex county councils and the Local Government Association, currently interim Chief Executive of the British Transport Police Authority
- Mike Craik – Chief Constable, Northumbria Police
- Tony Wilkinson – Retired Chairman of Wilkinson's Hardware Stores Limited

The team was supported by Adam Pemberton, former Deputy Director of the Capability Reviews Team in the Cabinet Office.

The review itself was based on the model and process first developed for the Civil Service's Capability Review programme. As this was the first review of its kind looking at a police authority and a force, the model and the process were adapted to reflect the policing environment and agreed with the Authority and the Force in advance of the review.

Our primary aim from the outset has been to help the Authority and the Force to become more successful in the delivery of policing in Nottinghamshire. We committed:

- Not to ignore challenging issues if we found them but focus on helping the Authority and the Force to learn and improve
- To be evidence-based throughout and ask people to share examples with us that support their views
- To be balanced, looking to understand good practice in Nottinghamshire as well as where there is scope for improvement
- To respect confidences throughout the review process and afterwards
- To work quickly so we impose the minimum burden on the Authority, the Force and partners. This meant focusing on what is most challenging for the Authority and the Force in terms of capability, rather than everything
- To be open with the leaders of the Authority and the Force as the review proceeds and encourage them to take ownership of issues as they emerge.

Over the course of the review we have focused on three capability areas that matter most in delivering successful outcomes:

- The quality of **leadership**, both within the Authority and the Force. This includes the effectiveness of joint working with local community safety partners, stakeholder groups and the public
- The ability to articulate a clear, comprehensive, prioritised, evidence-based **strategy** for delivery
- The capability to turn that strategy into effective and improving **delivery** on the ground.

We conducted this review during an intensive three-week period in February 2010. Over the course of the review we consulted widely with stakeholders in and outside of Nottinghamshire, as well as with Authority members, the workforce at all levels in the Authority and the Force and the public. We would like to extend our gratitude to everyone we spoke to during the review, both for their willingness to participate in this review and for their candour.

We also visited all four divisions of Nottinghamshire Police, spoke to elected representatives and staff associations and reviewed a large number of Authority and Force documents and performance data. Our conclusions are therefore based on a substantial base of evidence.

We are pleased to present this report which contains the review team's recommendations for action, its findings and its assessment of the capability of both organisations. The capability review team has completed its work and it is now for the Authority and the Force to take forward these recommendations with the support of HM Inspectorate of Constabulary (HMIC) and the broader police and local community.

The Authority's and the Force's response to our findings fairly makes the point that progress can be made immediately on a number of our recommendations but we would emphasise our view that action on our first three recommendations is essential and urgent if the Authority and the Force are to make the progress that is needed.

We look forward to the improvements which the Authority and the Force will put in place to deliver improved policing outcomes for the people of Nottinghamshire.

**The Capability Review Team for Nottinghamshire Police Authority and Nottinghamshire Police**  
**March 2010**

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# Nottinghamshire Police Authority and Nottinghamshire Police

Nottinghamshire Police Authority is an independent body responsible for overseeing local policing. The Authority's key role is to ensure that there is an efficient and effective police force in Nottinghamshire that responds to local needs.

Nottinghamshire Police's aim is to help make Nottinghamshire a safer, better place to live, work and visit, and to do this in partnership with other organisations and local communities across the county.

## Nottinghamshire Police Authority

Nottinghamshire Police Authority is an independent body responsible for monitoring the work of Nottinghamshire Police. The Authority's role is to ensure an efficient and effective police service for the whole of Nottinghamshire.

The Authority is made up of 17 members. The membership is a mixture of independent members and elected councillor members drawn from the county and city councils. The current Chair of the Authority is an elected member and has held the chair for ten years.

The Authority has a number of specific responsibilities including:

- Setting and monitoring the police budget
- Appointing the Chief Constable and senior officers
- Consulting with local people about policing
- Setting local policing priorities and targets for achievement
- Monitoring police performance against the targets set by the Authority
- Publishing a three-year strategy and annual policing plan to tell local people what they can expect from their police service and report the achievements
- Monitoring value for money.

Authority members also have special responsibilities for monitoring the work of one of the four police divisions.

Members of the Authority are supported by a secretariat headed by a Chief Executive. The Chief Executive leadership had been stable for six years until Autumn 2009, since which time it has gone through two further changes with the current joint holders occupying the position on an interim basis until the end of March 2010. The joint interim Chief Executives currently lead a team of seven.

The Authority's policing remit for Nottinghamshire covers the local authority areas of the City of Nottingham and the County of Nottinghamshire. The city is a unitary authority whilst the county is a two-tier area, embracing seven district councils.

## Nottinghamshire Police

Nottinghamshire Police polices an area of more than 800 square miles and serves a diverse population of more than one million people living in Nottinghamshire's towns and villages and the city and conurbation of Nottingham, the regional capital of the East Midlands.

The Force is made up of four divisions each headed by a chief superintendent – known as the divisional commander – who is responsible for the overall policing of the area. The divisions are supported by 38 Safer Neighbourhood Teams, 31 stations and 17 contact points. As of 5 March 2010, the Force has 2,391 police officers, 269 police community support officers (known as PCSOs) and 1,635 police staff, supported by 284 special constables and 155 volunteers.

The current Chief Constable took up her post in June 2008. Leadership of the Force is provided by the Chief Constable and the Deputy Chief Constable, working with three Assistant Chief Constables (two of whom are temporary appointments) and three non-uniformed directors (one of whom is a temporary appointment). The leadership team are responsible for territorial policing, crime, performance improvement, finance and corporate resources, information network systems and human resources.

The Force's Policing for You vision ('policing for you by working in partnership to protect and reassure through a visible and accessible service that is flexible and responsive to community and individual needs') was created by the previous Chief Constable and endorsed by the current Chief Constable on her arrival. Policing for You was subsequently supplemented in December 2009 by a sharper focus on performance with the addition of the 20/20 vision. Since Autumn 2009, the Force has also had an Improvement Plan in response to concerns regarding performance in Nottinghamshire.

Policing in Nottinghamshire has been through a turbulent period in recent years and as a result has been under close scrutiny for a prolonged period of time. The Force has made marked progress in tackling crime in recent years, particularly in key areas such as serious organised crime, gun crime and homicide. However, Nottinghamshire continues to be significantly outperformed by forces within its Most Similar Group (MSG) as measured by HMIC.

# Recommended Areas for Action

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The review has identified seven recommended areas for action – the first three of which are the most critical for urgent action if the Authority and the Force are to respond successfully to meet their current and future challenges.

## Recommended Area for Action 1: New Authority leadership

The Authority urgently needs new, effective leadership which brings members together; establishes a shared and well-understood vision of what they are for as an organisation; increases the visibility and understanding of the Authority with communities and adds demonstrable value to the work of the Force.

## Recommended Area for Action 2: New Secretariat leadership

The Authority urgently needs new leadership in the Secretariat which delivers substantially better support to the Authority.

## Recommended Area for Action 3: A cohesive Chief Officer Team for the Force

The Authority and the Force urgently need to take action to appoint and develop, under the leadership of the Chief Constable and with the support of HMIC, a cohesive Chief Officer Team with an appropriate mix of skills to drive performance in Nottinghamshire.

## Recommended Area for Action 4: Improved Strategy, Business Processes and Governance

Once the Authority and the Force have addressed the first three recommended areas for action, they need to move quickly together to establish an ambitious, outcome focused strategy and set of objectives which they can share and to clarify and embed the business processes and governance arrangements in both organisations required to deliver them.

## Recommended Area for Action 5: More Effective Partnerships in the City and the County

Members of the City partnership need to capitalise on the progress they have made so far and drive even harder for improved performance. All partners in the county must do more to come together in effective local partnerships which learn from experience in the City and elsewhere. The active support of both Nottinghamshire County and Nottingham City Councils in particular in their roles as “Leaders of Place” will be crucial in assisting the Authority and the Force to respond positively to all of these recommended areas for action. Similarly the District Councils will have to play their part in developing effective partnerships to deliver safer communities.

## Recommended Area for Action 6: Support, Advice and Assistance

HMIC, the Association of Police Authorities (APA), the Association of Chief Police Officers (ACPO) and the National Policing Improvement Agency (NPIA) should urgently provide and/or facilitate support, advice and assistance to the Authority and the Force to assist them in addressing the findings of this review. In the initial stages of responding to these recommendations this support may have to be challenging and directive until the Authority and the Force demonstrate their commitment to change.

## Recommended Area for Action 7: Time and Space for the Authority and Force to Deliver

While there will be a continuing need for performance to be monitored, once the Authority and the Force have been supported in establishing their new leadership teams and forward plans, both organisations must be given sufficient time and space to deliver the necessary improvements. For example, the Police Authority inspection process for Nottinghamshire should be postponed until the final tranche of inspections to give the Authority time to demonstrate real progress in driving improvement.

# Review Findings

The review team was impressed by the commitment of individuals in the Authority and the Force at all levels. Performance continues to improve. However, the review found that leadership and governance in both organisations is weak and, as a result, performance is not improving as quickly or as sustainably as it must.

## Leadership

There is genuine passion and commitment among Authority members to provide a service to the public of Nottinghamshire. The Chief Constable's personal style is welcomed and there is impressive new leadership at Divisional Command level. However, leadership in both organisations is weak overall.

- The Chair is a passionate advocate of policing in Nottinghamshire, something shared by many members and officers of the Authority. It is clear that some of the members are having a positive impact with communities and the workforce in their local areas
- Within the Force the Chief Constable is a popular and respected figure who is seen as an individual of high personal integrity and a good role model. Her personal style and the culture change she is seeking is good and is particularly welcomed by partners and local communities
- There is impressive new leadership at Divisional Command level
- There is clear and demonstrable evidence in the Force of a passionate and committed workforce with many areas of professional competence. There is a will to succeed and a real sense of pride and belonging to the organisation. There are many examples of individuals working hard and effectively in many areas
- However, leadership in both organisations is weak overall
- The leadership of the Authority is ineffective. The Authority is not a collegiate body. It is widely considered to be split and key relationships do not function. Trust and confidence among the members and Authority staff have been eroded over time. There is a lack of direction for members and staff and not all members understand their roles and responsibilities. Despite the obvious passion of some members there is a clear absence of urgency or pace and the Authority's visibility as an organisation is poor. The Authority is not seen as adding value to policing in Nottinghamshire
- By virtue of their longstanding positions, the Chair and Chief Executive must accept primary responsibility for this situation. However, all those in leadership positions in the Authority, its committees and panels and all Authority members must accept some responsibility as well and must ensure that rapid and sustainable improvements are secured
- The Authority is inadequately supported by its secretariat within which there are good people burdened by the absence of effective managerial leadership
- The strategic purpose and direction of the Force lacks clarity and does not drive activity. Direction and control lacks rigour, there is ineffective management of

change and an absence of underpinning objectives. And although there has been greater pace in recent months, there remains a lack of urgency. As a result, the pace of improvement is not quick enough

- The change in culture and attitudes led by the Chief are not penetrating through the Force with the breadth and depth required
- The performance of the Chief Officer Team as a team is ineffective, although individuals have made a meaningful contribution. The capability and capacity of the Chief Officer Team needs to be substantially enhanced. The number of vacancies and temporary appointments present a valuable opportunity to deal with these issues and it must be seized. Strengthening the Chief Officer Team is a precondition if the Chief Constable's leadership is to deliver the improvements required
- The absence of effective human resource and communications strategies are harming the performance and reputation of the Force.

It is a precondition for the Authority's and the Force's future success that these issues are resolved.

## Strategy

The Authority and the Force have examples of a number of strategies set out in documents. However, none of the strategies is wholly effective in driving day-to-day activities. While the City partnership is making improvements, the County partnerships are not well developed and there is resistance from some key partners.

- Both the Authority and the Force have examples of strategies set out in documents and briefings to launch these strategies have taken place
- However, none of the strategies is wholly effective in driving day-to-day activities. They are insufficiently focused on outcomes and they are not ambitious enough
- It is not clear that the strategies are based on firm evidence nor is there evidence that they have been developed through comprehensive engagement processes
- There is insufficient evidence that communications on implementing strategies have been sustained and as a result they are not well understood or owned widely
- The Authority is notably absent from the strategy setting process for the Force and is not exploiting the capacity it has to add value
- On partnerships, the City is making improvements with all the partners sharing a strategy, having a genuine common purpose, agreed objectives and good accountability process
- The County partnerships are not well developed or embedded and there is resistance from some key partners
- The Authority is not ensuring that all of its elected members make a substantial contribution to the improvement of partnership working in the County.

## Delivery

The Force has demonstrated in recent years that it can improve performance significantly. However progress in improving performance is not accelerating fast enough and may not be sustainable. There is also confusion about roles within the Force and there is little evidence of a systematic approach to delivery improvement.

- Overall Force performance is going in the right direction and recently progress has been made both in terms of process and results
- This achievement is based on the hard work, dedication and professionalism of the workforce everywhere. The level of this commitment is particularly noteworthy
- The recent introduction of the Force's performance dashboard is becoming recognised by the workforce and partners as an important tool to scrutinize and deliver more effective performance
- However, progress in improving performance is not accelerating fast enough and may not be sustainable
- There is confusion about roles within the Force. For example senior managers appear not to be striking the right balance between strategic and day-to-day management activities. This has a knock on impact throughout the ranks
- There is little evidence of a systematic approach to delivery improvement, including clarity on operational strategy and tactics; monitoring and review and with intervention and direction where appropriate
- The Authority's oversight of performance is inadequate. There is little evidence of the Authority initiating challenge and the scrutiny process is too reliant on Force-prepared papers and data. The roles of individual members and committees are also not clear
- In both the Authority and the Force, there is significant scope for further improvement in detailed business planning processes – including efforts to drive value for money. Governance arrangements in both organisations remain unclear – although it is understood that the Authority and the Force have some plans in development to clarify this.

# Assessment of Capability

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Capability Reviews use an established model to assess an organisation's capability. This model has three themes – leadership, strategy and delivery – beneath which there are ten elements in total:

## Leadership

- Set Direction
- Ignite Passion, Pace and Drive
- Develop People

## Strategy

- Set Strategy and Focus on Outcomes
- Base Choices on Evidence and the Needs of the Public
- Collaborate and Build Common Purpose





















## Delivery

- Innovate and Improve Delivery
- Plan, Resource and Prioritise
- Develop Clear Roles, Responsibilities and Delivery Structures
- Manage Performance and Value for Money

Capability in each of these elements is assessed using a four-point, traffic light scale where a 'Green' traffic light denotes outstanding capability for future delivery and a 'Red' traffic light denotes significant weaknesses in capability that require urgent action.

Nottinghamshire Police was assessed in one area as having identified gaps in capability and in which it is already making improvements. In five areas it was assessed as having weaknesses in capability and in the remaining four areas the Force was assessed as having significant weaknesses that require urgent action.

The Police Authority's capability was assessed as having significant weaknesses that require urgent action in nine out of ten elements. The Authority was assessed in one area as having weaknesses in capability.

		Nottinghamshire Police	Nottinghamshire Police Authority
<b>Leadership</b>	Set Direction		
	Ignite Passion, Pace and Drive		
	Develop People		
<b>Strategy</b>	Set Strategy and Focus on Outcomes		
	Base Choices on Evidence and the Needs of the Public		
	Collaborate and Build Common Purpose		
<b>Delivery</b>	Innovate and Improve Delivery		
	Plan, Resource and Prioritise		
	Develop Clear Roles, Responsibilities and Delivery Structures		
	Manage Performance and Value for Money		

The model of capability is at Annex A. The assessment categories are at Annex B.

# Annex A: The model of capability

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The model of capability was originally designed for the Civil Service capability review programme. The model is designed to focus on the most crucial areas of capability – leadership, strategy and delivery.

At the outset of this review, the model was adapted to reflect the specific challenges of the policing and police authority environment while retaining as much of the tried and tested Civil Service model as possible.

The review team used the model to produce their assessment of capability of the Authority and the Force and identify areas for improvement.

The model enables judgements to be made against 10 elements across leadership, strategy and delivery, using an underlying group of 40 questions.

## **LEADERSHIP**

### **Set direction**

- Do the Force and the Authority share and communicate a clear, compelling and coherent vision of the policing outcomes they are trying to achieve on behalf of the public – both now and in the future?
- Do you work effectively together in a corporate culture of teamwork, including working across internal boundaries?
- Do you act decisively to take tough decisions, see them through and show commitment to continuous improvement of delivery outcomes?
- Do you lead and manage change effectively, addressing and overcoming resistance when it occurs?

### **Ignite passion, pace and drive**

- Do you create and sustain a unifying culture and set of values and behaviours for the area which promote energy, enthusiasm and pride in the vision?
- Are you visible, open and outward looking role models communicating effectively and inspiring the respect, trust, loyalty and confidence of police officers, staff and stakeholders?
- Do you display integrity, confidence, courage and self-awareness in your engagement with police officers, staff and stakeholders, actively encouraging, listening to and acting on feedback?
- Do you display passion about achieving ambitious results for the public, focussing on real world outcomes, celebrating achievement and challenging the Force to improve? Do you motivate and empower others to take responsibility?

## **Develop people**

- Do you have people with the right skills and leadership across the Force and the Authority to deliver your vision and strategy? Do you demonstrate commitment to diversity and equality?
- Do you manage individuals' performance transparently and consistently, rewarding good performance and tackling poor performance? Are individuals' performance objectives aligned with those of the organisation? Do you challenge inappropriate behaviour?
- Do you identify, nurture and invest in leadership and management talent in individuals and teams to get the best from everyone? How do you plan effectively for succession in key posts and develop current and future leaders?
- Do you plan to fill key capability gaps through training or other support?

## **STRATEGY**

### **Set strategy and focus on outcomes**

- Do you have a clear, coherent and achievable strategy for policing in the area with a single, overarching set of ambitious priorities, outcomes and success measures?
- Is your strategy clear what success looks like and focused on improving policing outcomes in the area?
- Do you keep the strategy up to date, seizing opportunities when circumstances change and planning effectively for longer term challenges?
- How do you work together and with national partners to develop and then drive the strategy and ensure appropriate trade offs between priorities and key outcomes?

### **Base choices on evidence and the views of the public**

- Do you understand and take account of the views of the public by setting priorities which reflect local needs? How do you balance the focus on local priorities with the wider needs of the public and regional/national concerns?
- Do you ensure that your vision and strategy are informed by sound use of timely evidence and analysis? Do you identify future trends, plan for them and choose among the range of options available?
- How are lessons learned from experience, reflected on and fed back through the strategy process?
- Does your strategy promote diversity; tackle inequality and disadvantage and improve outcomes for the vulnerable?

### **Collaborate and build common purpose**

- Do you work with local and national partners and stakeholder groups to develop strategy and policy collectively to address crosscutting issues? Do you involve local and national partners and stakeholder groups from the earliest stages of policy development to learn from their experience?

- Do you ensure your strategies and policies are consistent with those of local and national partners?
- Do you develop and generate common ownership of the strategy with your local and national partners and stakeholder groups?
- Do you have an active, sustained and two-way approach to community engagement, including with hard to reach and vulnerable groups?

## **DELIVERY**

### **Innovate and improve delivery**

- Do you have the structures, people capacity and systems required to encourage and support appropriate innovation and manage it effectively?
- Do you empower and incentivise the Force and its partners to innovate and learn from each other to improve delivery?
- Do you evaluate the success and added value of innovation, using the results to make resource prioritisation decisions and inform future innovation?

### **Plan, resource and prioritise**

- Do your business planning processes effectively prioritise and sequence deliverables to focus on delivery of your strategic outcomes? Do you make tough decisions on trade-offs between priority outcomes when appropriate?
- Are your delivery plans robust, consistent and aligned with the strategy? Taken together will they effectively deliver all of your strategic outcomes?
- Do you maintain effective control of the Force and the Authority's resources? Do your delivery plans include key drivers of cost, with financial implications clearly considered and suitable levels of financial flexibility within the organisations?
- Are your delivery plans and programmes effectively managed and regularly reviewed?

### **Develop clear roles, responsibilities and delivery structures**

- Do you have robust governance arrangements in place enabling effective decision-making?
- Do you have clear and well-understood organisational structures which will deliver your strategic priorities? Do you identify and agree clear roles, responsibilities and accountabilities for delivery within those structures? Are these well understood and supported by appropriate rewards, incentives and governance arrangements?
- Do you engage, align and enthuse local partners and stakeholder groups to work together to deliver? Is there shared commitment among them to remove obstacles to effective joint working?
- Do you ensure the effectiveness and efficiency of your delivery partners?

## **Manage performance and value for money**

- Are you delivering against targets to ensure the achievement of outcomes set out in your strategy and business plans?
- Do you drive performance and strive for excellence in pursuit of your strategic outcomes by setting challenging targets?
- Do you have high-quality, timely and well-understood performance information, supported by analytical capability, which allows you to rigorously scrutinise performance and risk? Do you take action to tackle under-performance when you are not meeting (or are not on target to meet) all of your key delivery objectives?
- Do you take action to tackle under-performance when you are not meeting (or are not on target to meet) all of your key delivery objectives?
- Does the need to increase productivity and ensure efficiency and value for money underpin everything that you do?

# Annex B: The assessment categories

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Outstanding capability for future delivery in line with the model of capability. Clear approach to monitoring and sustaining future capability with supporting evidence and metrics. Evidence of learning and benchmarking against peers.



Has identified capability gaps, is already making improvements in capability for current and future delivery and is well placed to do so. Is expected to improve further in the short term through practical actions that are planned or already underway and has clear metrics to support progress.



Has weaknesses in capability for current and future delivery and/or has not identified all weaknesses and has no clear mechanism for doing so. More action is required to close current capability gaps and deliver improvement over the medium term.



Significant weaknesses in capability for current and future delivery that require urgent action. Not well placed to address weaknesses in the short or medium term and needs additional action and support to secure effective delivery.