

Police

authority

inspection

report

Humberside Police Authority
June 2010



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Executive summary

- 1 Humberside Police Authority (the Authority) is performing adequately and is improving. Its recent achievements mean the people of Humberside feel safer. The Authority has made positive improvements to the way it runs itself and it is clear about what it needs to do better. It is increasingly confident of holding the Chief Constable of Humberside Police (the Force) to account for providing an efficient and effective police service.
- 2 The Authority has high expectations of the Force. It ensures the chief officer team has the capacity and resources to deliver the objectives and priorities that they have agreed between them. An effective senior officer recruitment process reflects the priorities the Authority has tasked the Force to deliver. Working relationships with the Force are effective with a good balance of support and challenge.
- 3 The Authority has a clear picture of policing performance across Humberside. It complements data and information from the Force with information from more independent sources. Members undertake area and neighbourhood visits to check out performance on the ground. There are examples of the Authority's scrutiny and challenge driving better outcomes.
- 4 The leadership and influence of the Authority on the Policing Plan and priorities is effective. It also involves a range of other partners in developing these priorities, which is valued by these organisations. Priorities reflect issues that are important to local people. The Authority has outlined its vision of 'securing outstanding policing for local people', but does not clearly articulate how it will know if this vision has been achieved.
- 5 The Authority has a good understanding of the views of local people in relation to policing priorities. Authority members and officers talk to local people and listen to their concerns with examples where this has been used to improve performance. The Authority feeds back to the community how their concerns have been acted upon. It also identifies and addresses gaps in arrangements to consult with local people and these have influenced priorities for 2010/11.
- 6 Governance arrangements are adequate. The Authority reviewed its committee structure in 2009 to ensure it can more effectively hold the Chief Constable to account for performance and service delivery. It has introduced scorecards to help committees focus on key performance matters. This is a positive development but needs to be used more effectively to address differences in performance at a local level. It promotes high standards of behaviour within the Force. Risk management is underdeveloped within the Authority.
- 7 Partnership working by the Authority is good. The Authority contributes effectively to Community Safety Partnerships (CSPs) to ensure priorities are delivered at a local level. It also works well with Humberside Local Criminal Justice Board. Partners value the contribution of the Authority to partnership working. It has sufficient oversight of protective services (serious crime, terrorism and other major challenges to public safety). The Authority is reviewing its partnership arrangements but its involvement does not reflect its priorities in all cases.

Executive summary

- 8** Better information is being gathered to understand the needs of Humberside's diverse communities. Since 2009 the Authority has worked with the Force to get a better picture of where different communities live. At the same time it has started to engage more effectively with representatives from a number of diverse groups. However as most of this activity has been recent, there has been no significant change in terms of influencing policing and priorities.
- 9** The Authority actively promotes equality and diversity with its partners and with the Force. It sets targets for the Force to recruit a more diverse workforce. Targets in relation to Black and Minority Ethnic (BME) recruitment have been exceeded. However there are few women in senior positions; the Authority is challenging the Force to improve the situation, but its own approach on diversity and equality does not show how success will be measured.
- 10** The Chair provides strong leadership of the Authority and has kept a sustained focus on ensuring Humberside is a safer place. The Chair is supported well by a number of other members. Lead member roles have recently been introduced but the Authority needs to identify the skills and knowledge required for all member roles and link these to a more robust member development programme. The Chief Executive provides effective leadership and direction of Authority employees to help ensure member priorities are delivered.
- 11** The Authority sets the Force challenging targets on efficiency savings which have been delivered. It scrutinises financial and performance information which, if brought together, would help understand if value for money is being achieved. It is benchmarking the performance of the Force with others where it can, and doing this more systematically will help learn from best practice elsewhere.
- 12** There is a lack of robust oversight and challenge of the Force's change management programme. The Authority needs to have information provided on a regular basis to effectively challenge the Force that its plans to deliver this are robust. This is important as it is a key driver of improving front-line services and to generate the £15 million of savings required.
- 13** The Authority has not effectively considered whether it provides value for money in what it does. It had planned to have its own efficiency plan but did not develop this. Its own resources are higher than others and, in a time of financial constraint, it needs to show it is making best use of the £1.5 million it spends.
- 14** The Authority is self aware on improving its own approach and driving improvement in the Force. It uses self analysis well and has the skills and capacity it needs to address the areas for development identified in this report.

Table 1 Summary of inspection scores

Key questions	Score
How does the Police Authority ensure that both it and the force have the leadership, capacity and capability needed to deliver good quality service outcomes on behalf of the public?	2
How effective is the Police Authority in scrutinising and ensuring the force delivers the priority services that matter to local people?	2
How well does the Police Authority achieve results through community engagement and partnerships to deliver its ambitions and strategic priorities?	2
How effective is the Police Authority in ensuring a clear and sustained focus on value for money to secure a good deal for the public?	2
Overall score	2

Setting strategic direction and priorities

How does the Police Authority ensure that both it and the force have the leadership, capacity and capability needed to deliver good quality service outcomes on behalf of the public?

- 15 The Authority is performing adequately in this area. The leadership and influence of the Authority is evident in the more proactive approach to setting policing priorities over recent years. It involves partners more effectively in determining priorities. Decision making takes into account a comprehensive range of information. Challenging targets are set for the Force by the Authority and are reflected in the Policing Plan. The Authority works with the Force to understand and focus upon improving public confidence in policing. It challenges Force performance and as a result residents get a better service. The Authority is clear about what matters to local people and makes sure their concerns and needs are taken into account in the Policing Plan and priorities. Getting the views of Humberside's diverse communities has been recent so it has not informed priorities at this stage. The Authority has introduced a more comprehensive corporate planning process but has not yet identified how it will know if it has achieved its vision of 'securing outstanding policing for local people'. Governance structures were revised in 2009/10 and are beginning to prove more effective. Lead member roles have been created by the Authority, and the skills and knowledge required for members to fulfil these roles needs to be identified. There are good working relationships between the Authority and the Force, with the Authority working to promote high standards of behaviour. The Authority challenges the Force on the diversity of its workforce.

Strengths

- 16** The Authority's approach to determining the priorities of the Force has improved over recent years and is now effective. It is actively involved in setting policing priorities, ensuring these are reflected in the Policing Plan produced by the Chief Constable. The planning process starts in September, with the Authority undertaking an initial review of public and strategic matters that need to be understood. Joint workshops are then held involving a range of partners, such as representatives from CSPs, Humberside Criminal Justice Board and Government Office for Yorkshire and Humberside (GOYH). The Authority sets challenging targets with good results, for example to reduce serious acquisitive crime by 17 per cent between 2007 and 2011; this reduction was on track to be achieved by the end of March 2010. The Authority makes sure the Force has the overall capacity and resources to deliver the Policing Plan.
- 17** A wide range of information is gathered to understand the priorities of residents, partners and local businesses. To help inform its joint workshops, the Authority brings together a range of information to determine progress and priorities for future years. For example it includes local joint strategic needs assessments, public meetings, local surveys, confidence/satisfaction results, consultation with the business community and progress against the Policing Pledge, a national set of promises to the public that every force has signed up to. These have been used by the Authority to set the Force local priorities over and above those set nationally. For example, business crime was determined as a local priority following consultation with the business community, an important issue given the effects of the recession on businesses.
- 18** There are good working relationships between the Force chief officer team and the Authority, with an effective balance of support and challenge. When it appointed the current Chief Constable in 2005, the Authority was clear about the challenges he needed to address, particularly those arising from the Bichard enquiry and poor policing performance which resulted in intervention by the Home Office Police Standards Unit. Authority members have also ensured the Force's senior structure addressed some of the weaknesses identified. The Authority has effectively sought external advice and assistance to ensure it gets the right candidates for senior appointments. For example, a chief officer for human resources was appointed in 2007 as a result of weaknesses identified by Her Majesty's Inspectorate of Constabulary (HMIC) in 2006.
- 19** There is a good focus on public confidence within the Authority. Public confidence on how the police and council deal with anti-social behaviour and crime in their area was one of the worst in the country at 39.2 per cent in 2008. This has improved from 45.7 per cent in March 2009 to 50.8 per cent in December 2009. The Authority is committed to further improving confidence and has produced a confidence action plan to achieve this. It has played a leading role on community engagement which is supported by a range of actions such as attendance by members at local neighbourhood policing team meetings and an Authority newsletter.

Setting strategic direction and priorities

- 20** The Authority works effectively to promote high standards of behaviour within the Force. It has worked to ensure the Force had effective arrangements to detect and prevent fraud and corruption. The Human Resources Committee receive reports following dip sampling of conduct and direction and control complaints by members and officers, with lessons learnt being followed up where weaknesses have been found. There are effective relationships with the Independent Police Complaints Commission (IPCC) to address issues that are dealt with by them. Training on IPCC matters has been developed regionally and led by Humberside; these arrangements are more advanced than other regions in England.
- 21** The Independent Custody Visitors Panel works well. The group of volunteers is well trained and now includes two young people. Reporting of progress to the Authority is formally undertaken every six months. This helps to ensure that those detained, including the most vulnerable, are treated properly.
- 22** The Authority also supports trained volunteers to ensure the welfare of animals owned by the Force (such as horses and dogs) is good.
- 23** The Authority is challenging the Force more effectively to ensure the workforce better represents the community it serves. It monitors the diversity of the workforce and has set targets for the recruitment of staff. In 2009/10 it set a target of 4 per cent of new employees from BME communities; recent data shows this was exceeded, equating to over 5 per cent. It also recognised that the Force has a poor level of the proportion of women in senior or junior management positions. It has therefore set a target for the number of female sergeants to be in post by 2010/11, the baseline of this is available only for this year, so it is not clear whether this is a sufficiently challenging target.
- 24** Governance arrangements are adequate. The Authority's committee structure was revised in 2009. A key change was to hold the Chief Constable to account for performance at full Police Authority meetings as it felt the previous arrangements diluted accountability. However, whilst arrangements such as the Code of Conduct were reviewed, the Scheme of Delegation is out of date. The Authority's Annual Governance Statement sets out areas where further work is to be progressed, namely partnerships, risk management, data quality, workforce modernisation, public confidence, treasury management and budgetary control. Progress against these areas is reported through the Authority's committee structure and is at different stages of progress.
- 25** Members receive good support from Authority officers. The Chief Executive who was appointed in 2008 is providing effective leadership on arrangements the Authority has outlined that require attention. The executive office has skilled staff and has built capacity in areas such as community engagement. The Authority plays an effective role in national and regional working. For example it has taken a lead role in the Association of Police Authorities to develop national policy on how police authorities should scrutinise work to deliver the Policing Pledge. Members are well briefed, enabling them to access good sources of independent advice and information. The Authority is not representative of the community it serves but it has taken action to attract a more diverse selection of candidates.

Areas for improvement

- 26** The Authority has not developed clear outcomes measures to identify improvements for local people. The Corporate Plan for 2009-2012 outlines a range of actions to achieve an overall aim of 'securing outstanding policing for local people'. However this is not quantified. The plan lacks any SMART (specific, measurable, achievable, realistic, time-bound) outcomes so that local people would know it has delivered its vision.
- 27** The Authority currently has insufficient information to challenge the Force on workforce matters. The Human Resources Committee has developed a scorecard to monitor progress and improvements within the Force but, after six months, basic management information (such as employee development) has not been provided. As the Force has begun a significant change programme, which has considerable implications for the workforce, it is important the Authority has more comprehensive information available.
- 28** The opportunity for all members to fulfil their respective roles more effectively needs to be developed further. The Chair has provided strong and effective leadership of the Authority and is supported by some very active members. Others have played a less effective role. The Authority has created lead roles for a number of members to spread the workload. However there are no clear requirements outlined, in terms of the skills and knowledge required to enable members to fulfil their respective roles. In many cases it relies upon members' experience and interests gained outside the Authority. It needs to identify the skills and knowledge required for different roles and link these to more robust member development programmes. This is also important when the term of office for Authority members comes to an end, so that other members can take on new roles.
- 29** Recent information on equalities and diversity needs to inform future priorities. The Authority takes a lead role in understanding community safety issues relating to equalities and diversity across Humberside. This includes recent consultation with a variety of different communities. It is important that the issues raised play a more explicit role in plans and actions of the Authority and Force. This will help to demonstrate that these concerns are taken seriously, with the action taken fed back to the people raising them.

Performance scrutiny

How effective is the Police Authority in scrutinising and ensuring the force delivers the priority services that matter to local people?

- 30** The Authority is performing adequately in this area. Over the last year, the Authority has committed itself to focusing more on scrutiny of the Force rather than becoming involved in its management. This has started to happen but is still too recent for outcomes to be fully demonstrated. Members have previously identified areas for improvement through challenging the Force, which has led to reductions in crime. More effective arrangements have been put in place to hold the Chief Constable to account for the delivery of policing priorities. Members are actively involved in scrutinising progress on the Policing Pledge. This includes finding out how well policing is delivered in communities. Members undertake an effective role in Force performance meetings at a strategic, divisional and neighbourhood level. The Authority has effective oversight of serious crime, terrorism and other major challenges to public safety (protective services). Scorecards were developed in June 2009 so committees can have a focus on key performance areas. This is a positive development but too recent to show clear improvements as a result of their introduction. Some aspects of service show inconsistencies in performance at a local level and this is not understood well enough. Members do get training and good support on performance management; this needs to be used to challenge the Force more effectively.

Strengths

- 31** The Authority has improved its governance structures to make performance scrutiny more robust and provide effective challenge. In 2009, the Authority revised its arrangements so that the full Police Authority meetings hold the Chief Constable to account for the delivery of the Policing Plan. This change has enabled a sharper focus on performance matters and target areas where progress is slower. Improvements needed are reflected in the Policing Plan priorities for 2010/11. For example a target was set for the percentage of commercial premises burglary crimes solved.
- 32** Performance scorecards were introduced in June 2009 to hold the Force to account for improving performance. These are presented to their respective committees and overseen by the Authority's Chairs Co-ordination and Assurance Group. This is a positive development and begins to provide the Authority with a more rounded picture of Force performance.
- 33** Authority officers support members well. They provide concise analysis of performance both at a Force-wide and local level from a range of sources such as the Home Office iQuanta website, the British Crime Survey and comparisons with similar forces to give context to the Force's performance. Briefings are provided for lead members and committees so that they can focus on areas of concern requiring improvement. Members are also kept up to date on Force performance and Authority activity, for example, through the 'Scrutinizer' magazine.

- 34** Members receive good information to challenge the Force to deliver the Policing Pledge. Humberside Police performed poorly against the single confidence measure in 2008/09. A challenging target has been set by the Home Office for the Force to improve confidence from 39.2 per cent to 55.7 per cent in 2011/12, with interim measures to achieve 45 per cent confidence by 2009/10. Members attend the Deputy Chief Constable's monthly performance challenge meetings. They receive quarterly updates at the Communities and Partnership Committee and oversee actions to improve public confidence, for example the introduction of the 'respect' programme in North Lincolnshire and pilot work on restorative justice in East Yorkshire. Members also gain the views of the local public in their area, undertake 'mystery shopper' exercises, hold public meetings and make visits to neighbourhood policing team areas. Up to December 2009, confidence increased to 50.8 per cent. The Authority and Force are taking actions forward to raise community confidence further.
- 35** The Authority has effective arrangements in place to understand progress against targets at a local level. They are playing a more active role in CSPs and in Basic Command Unit (BCU) performance meetings and in most cases this is member involvement with officer support. There is a clear process to report progress against targets and identify areas for improvement. For example in autumn 2008, the Authority's 'Scrutinizer' magazine highlighted an increased pattern of domestic burglary for North East Lincolnshire and North Lincolnshire (the South Bank). The Authority undertook scrutiny of performance and set a one-year target for improvement. As a result of action undertaken (for example 'Operation Hairy Hand'), burglary reduced by 34 per cent.
- 36** Information to compare the Force with other forces has been used to target areas for improvement. For example, the rate for serious sexual offence crimes solved in Humberside was 26 per cent, which was lower than similar forces average of 33 per cent. The Authority therefore saw this performance as 'poor' and made it clear to the Force and Humberside Criminal Justice Board that improvements were needed. The Deputy Chief Constable was tasked to identify actions to improve the situation and increase the percentage of sexual offences crimes solved to 36.3 per cent per year. Progress against actions was overseen by a lead member. The latest position shows that crimes solved have increased to 35.8 per cent.
- 37** The Authority has effective oversight of scrutiny of protective services. This includes services that are better addressed on a more regional basis for example tackling organised criminal gangs and major drug criminals. Lead members report on progress to the Strategic Policing Committee on a cyclical basis. The Authority uses the Association of Chief Police Officers (ACPO) standards, using these to identify where gaps in arrangements exist. These gaps are reflected in the protective services' improvement plan.

Areas for improvement

- 38** Inconsistencies in performance at a local level are not fully understood. Information is provided through the Authority's committee structure that shows differences in local performance. For example on domestic violence, a local priority, there are variations in the percentage of incidents dealt with effectively at a BCU level. This means victims may not be getting the service they need. The Authority needs to understand why this is the case if poor performance is to be addressed and the worst performing BCUs are to learn from those performing better.
- 39** Member training needs to be translated into more rigorous scrutiny. Members have recently received training on performance management. However the Authority does not have clear arrangements in place to outline how it will ensure members can fully undertake their scrutiny role. Doing this will enable the Authority to fulfil its commitment to change from 'management' to 'scrutiny' on the delivery of priorities.

Engaging with communities

How well does the Police Authority achieve results through community engagement and partnerships to deliver its ambitions and strategic priorities?

- 40** The Authority is performing adequately in this area. It has a sound understanding of the views of local people in relation to policing priorities. There are examples of action being taken to deal with specific problems as a result of public concerns through well established community engagement. A gap in the Authority's ability to engage with Humberside residents more widely has been filled with the introduction of a Citizens' Panel. The Authority has ensured community perceptions on issues such as call handling result in a better service. It has increased its capacity to engage with communities. Improvements have been made to engage with a range of community groups, and better information to understand where different communities live is being developed. As these are recent developments the opportunity to improve outcomes has been limited. Also this needs to be more systematic as opposed to addressing problems as they arise. The Authority has improved its profile with its partners and the community. Partners understand and value the Authority's contribution. This helps to understand challenges in local communities and offers good opportunities to improve public confidence and reduce fear of crime. The Authority is reviewing its partnership arrangements but this has not yet resulted in any significant changes.

Strengths

- 41** The Authority has a strong commitment to finding out what communities need and want from the Force. One of its five priorities is to 'actively engage and robustly respond appropriately with local communities, to inspire confidence in local policing'. It reviewed its arrangements for consultation and engagement in 2008, and identified gaps that are being addressed. For example, it introduced a 6,000 strong Citizens' Panel in 2009 to identify concerns of communities in their local area. As a result of this feedback, the top three community priorities were included in the Policing Plan for 2010/11, namely drug dealing, violent crime and burglary. The Authority also attends meetings of neighbourhood policing teams to hear community concerns and ensure they are addressed. Findings of consultation activity are overseen by the Communities and Partnerships Committee.
- 42** The Authority is addressing a gap in knowledge about its diverse communities. It has worked with other organisations to map where different communities are located, which includes places where people live and community facilities that different groups may utilise. The information is used to 'hotspot' different areas and to carry out consultation with different communities, enabling information to more effectively meet the needs of individuals, for example in providing information in different languages. It also challenges Force activity to meet the requirements of the Equality Standard.

Engaging with communities

- 43** There is also improved activity to engage with different community groups. This has been helped by the Authority investing in extra capacity to undertake this work, for example appointing an Engagement and Equalities Officer. There is now regular contact with different community representatives for example the Chinese community and people with a hearing impairment. It seeks the views of these groups to ensure their concerns are consistently and effectively raised with and dealt with by the Force. However, this is at an early stage to make a significant difference, although the groups contacted to date are positive about their involvement with the Authority.
- 44** The Authority can point to successful examples of challenging the Force in response to community concerns. In 2005, there was growing concern expressed by the public about how the Force was handling calls. Many calls were lost or resulted in long delays. The Authority did its own monitoring and testing and set the Force a challenge to make improvements as a result of additional investment made. Supported by an investment from the Authority of £3.6 million in 2005/06 and another £0.7 million in 2006/07, there has been a dramatic improvement to the call handling process. Actions have led to a reduction in public concern, with call handling no longer a 'top issue' for the public and Humberside now one of the best performing areas in the country for handling calls. The Authority continues to maintain a focus that this performance is sustained.
- 45** The Authority feeds back to the community how it has reacted to the concerns they have expressed. A main theme of the feedback is a 'you said, we listened, we did this' approach. Most of this is done jointly with the Force. This includes website information, local policing summaries and newsletters which provide detail on performance in an easily readable format. There is also substantial feedback undertaken via members' attendance at local neighbourhood policing groups.
- 46** The Authority evaluates community engagement to ensure it is fit for purpose and provides value for money. As a result, public meetings have been cut back to minimum requirements and the new Citizens' Panel will feature more prominently. This has not had an adverse impact on public satisfaction and confidence.
- 47** Partnership working by the Authority is good. The Authority's involvement and contribution to partnerships has improved over recent years. It is clear which key partnerships contribute to help deliver priorities. Partners understand the role and value the Authority's contributions. For example representation at CSPs helps the Authority understand progress in delivering priorities at a local level. In most cases this is undertaken by members. The Authority works to ensure that CSP priorities reflect local circumstances.
- 48** The Authority also undertakes an effective role in partnership with other organisations. It works effectively with Humberside Criminal Justice Board, which includes organisations such as Probation and the Courts Service. It engages neighbourhood watch groups covering 98,000 households in the area. There are also regular meetings with business community representatives to identify priorities and areas of concern. Arrangements are in place to feed back issues raised from partnership work, for example those raised by the business community.

Areas for improvement

- 49** The Authority has developed better community information and engagement with community groups. As this is quite recent the opportunity to demonstrate significant impact on outcomes has been limited. The Authority is looking to make more proactive use of this information from 2010 onwards. This is important, particularly to maintain the confidence of communities that their concerns will be acted upon appropriately and that the Force is being held to account by the Authority.
- 50** The Authority's approach on diversity and equality does not show how success will be measured. The Authority has developed a Combined Equality Scheme. The strategy has an action plan which contains a large number of actions but gives limited indication of how progress will be measured. Member development on equalities and human rights is also lacking. Being clear on progress will enable the Authority to understand if its work on equality and diversity has resulted in improvements for its communities.
- 51** The Authority is reviewing its partnership arrangements but this has not resulted in any significant changes, for example in respect of children and young people. It needs to be clear what added value it gets from involvement in partnerships and where it is best placed to deploy its capacity. This will enable the Authority to ensure it focuses its efforts on partnership working in the most important areas.

Ensuring VFM and productivity

How effective is the Police Authority in ensuring a clear and sustained focus on VFM in order to secure a good deal for the public?

- 52** The Authority is performing adequately in this area. Budget monitoring has improved, addressing previous weaknesses. The Authority is looking at the financial requirements for policing over the medium term and getting a better understanding of spending patterns and costs. It has effectively scrutinised the Force to ensure it has exceeded efficiency targets and has set ambitious targets for future years. The Authority has yet to challenge itself on the value for money it provides and set efficiency targets for itself. The Force has embarked on a business workforce modernisation and change programme but there is a lack of robust oversight from the Authority. There are examples of collaboration, but the Authority needs to be clearer on the value for money it gets, particularly in light of the savings it expects the Force to make. The Authority is making more effective use of benchmarking to inform improvements that need to be made. Strategic risks are effectively reviewed together by the Authority and Force but risk management within the Authority itself is underdeveloped.

Strengths

- 53** The Authority has an adequate understanding of the financial challenges facing the Force. In 2008/09, there were weaknesses in budget monitoring arrangements, meaning significant underspends in resources were not identified through the year. But in 2009/10 – with the help of the Finance Committee's use of its scorecard – members have more up to date information on expenditure, thus reducing the risk of the previous circumstance arising again. The Authority has a well established medium term financial strategy in place, with members providing appropriate oversight.
- 54** Members have a developing understanding of spending patterns and costs. The Authority challenges where costs are high. For example it has tasked the Force to review its human resource (HR) capacity as it has a relatively high ratio of HR staff to employees when compared to others.
- 55** The Authority has scrutinised the delivery of efficiency savings. The Force has its own Efficiency Plan Steering Group, which the Authority is involved with, to help ensure these are delivered. This resulted in accumulated gains of £6.1 million in 2008/09. The Authority has set the Chief Constable a target of £15 million of efficiency savings between 2009/10 and 2013/14. This is expected to be delivered through the Choices programme which is overseen within the Force by the Outstanding Policing Programme Board.

- 56** The Authority is developing its approach to value for money. It is developing a range of measures to compare with similar police forces how and where the Force deploys its resources. For example it is challenging the level of support staff the Force has. The Authority has set targets which have helped achieve reductions in sickness absence, with Humberside's sickness levels now lower than those of similar forces
- 57** Collaboration with other forces has been developed with the support of the Authority. It is involved with the Joint Police Authorities Committee and leads on citizen focus for the region. The Authority commits resources to regional collaboration, which has to date helped develop joint working on serious and organised crime and strategic roads policing. It is also working on potential areas of efficiency in areas such as internal audit, legal services and member development. However at the moment the Authority cannot demonstrate if it is obtaining value for money from its collaboration with other areas in the region.
- 58** Strategic risks are considered by the Authority when developing priorities. This forms one of the components of the Authority's priority setting and planning process which also involves the Force. An example of this was to increase the capacity deal with serious crime and other major challenges to public safety in 2009.

Areas for improvement

- 59** There is a lack of robust oversight and challenge of the Force's change management programme. A range of projects are expected to result in improved services and generate a potential £15 million efficiency savings. The Authority needs to have information provided on a regular basis to effectively challenge the Force that its plans to deliver this are robust. This is important as it is a key driver of improving front-line services, generating the efficiency savings required and ensuring improvements in community confidence are maintained.
- 60** An improved approach to overseeing costs and performance would allow the Authority to understand value for money more effectively. Scorecards for committees focus on their respective areas of responsibility, with the Chairs Co-ordination and Assurance Group overseeing all scorecards. By considering these together, the Authority can identify areas where value for money could improve. This would need to be complemented by more systematic use of benchmarking data so the Authority could learn from best practice and what works elsewhere.
- 61** The Authority needs to demonstrate it provides value for money. The total resources used by the Authority are higher compared to other police authorities. The Authority was to produce its own efficiency and productivity strategy in 2009/10 but did not and it is unclear if one will be developed. At a time when the Force and other public sector organisations are under financial pressure, the Authority needs to show leadership in challenging whether its own resource use provides value for money.

Ensuring VFM and productivity

- 62** Risk management in the Authority is underdeveloped. The Authority and Force have risk registers in place but these are not sufficiently aligned. The risks identified by the Authority are reviewed but are not costed, and there are no clear actions to manage or mitigate risks. This needs to be addressed. Member training on risk and finance is recognised as a weakness and is beginning to be addressed. This is important as the financial climate for the Authority, Force and other organisations means there is a risk of service improvements not being sustained.

Next steps

- 63** We expect Humberside 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.
- 64** We published an interim national report in March 2010 drawing on the findings from the first ten inspections. It identified 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.

Appendix 1 – Context

The region

- 1 Humberside covers an area of 1,356 square miles with a significant length of coastline, the largest single span suspension bridge in the UK and approximately 50 miles of motorway. It is a diverse area, with a population of around 907,000, where urban areas centred upon maritime or steel history sit alongside extensive rural areas, a traditional red-brick university (Hull) and popular coastal tourist destinations.
- 2 The Humberside Authority serves a wide range of communities from differing ethnic, religious and racial backgrounds. The population from Black and Minority Ethnic (BME) backgrounds is 2.9 per cent, apart from Scunthorpe which has a BME population of around 4 per cent. Large seasonal population changes occur in the rural areas, particularly near to Goole, due to the employment of workers from Eastern Europe during the agricultural seasons.
- 3 Both history and the landscape have shaped the place that exists today, bringing opportunities and benefits, such as the European Sea Route and one of the country's largest ports at Immingham. However, it has also brought many challenges, such as the decline of the fishing industry in both Hull and Grimsby. The diversity of Humberside shows areas of affluence and pockets of high deprivation.
- 4 In April 1996 four unitary councils were created, namely the East Riding of Yorkshire, Kingston upon Hull, North Lincolnshire and North East Lincolnshire. The political leadership of these councils covers a diverse range of the political spectrum.

The Police Authority

- 5 Humberside Police Authority is one of 43 Police Authorities in England and Wales. It is responsible for securing an efficient and effective police force for Humberside and holding the Chief Constable to account. It consists of 17 Members made up of 9 local Councillors (who are appointed by the four Unitary Authorities) and 8 Independent Members (recruited from the general public), two of whom are Magistrates. At the time of this inspection, there were 16 Members on the Police Authority as one vacancy was due to be filled.
- 6 The vision of the Police Authority is 'securing outstanding policing for local people' and its mission is to achieve that vision on behalf of the public who live, work or visit the area by ensuring through effective oversight and scrutiny that Humberside Police delivers an outstanding policing service, which meets the needs of the public and delivers value for money.

- 7 The Police Authority Corporate Plan 2009–2012 sets out the rationale behind the vision, and the five strategic priorities provide the direction.
 - **Priority 1** – To actively engage and respond appropriately with local communities, to inspire confidence in local policing.
 - **Priority 2** – To collaborate with partnerships, Police Authorities, Forces and agencies to secure both desired outcomes for communities and maximise efficiencies.
 - **Priority 3** – To ensure robust oversight and scrutiny of the performance of the Force to ensure it delivers outstanding policing.
 - **Priority 4** – To ensure the Force and Authority resources are used in a way which derives best value for money.
 - **Priority 5** – To ensure the Authority and the Force has appropriate leadership and management to secure and deliver outstanding policing.
- 8 The Business Plan for 2009/10 provides the detailed actions for each of the priorities, progress against which is monitored through the Chairs Co-ordination and Assurance Group.
- 9 The Police Authority conducts its business based around a committee structure designed to ensure that it effectively discharges its responsibilities and holds the Chief Constable to account. This committee structure was revised in 2009.
- 10 For the financial year 2010/11, the Authority approved a total budget of £194.7 million with £48.2 million from precept (local taxation) and £1 million from its reserves. This covers the expenditure of both the Force and Authority. The Police Authority budget is about £1.5 million per year.

The Force

- 11 Humberside Police has 2,093 police officers and 2,175 police staff, 358 Special Constables, 324 Police Community Support Officers (PCSOs) and 76 volunteers. Humberside has four Basic Command Units which are coterminous with the Council areas – East Riding, Hull, North East Lincolnshire and North Lincolnshire. Underneath this there are 89 neighbourhood policing teams.
- 12 In 2004, the Home Office Police Standards Unit intervened in the Force. This was because its reputation had been severely damaged through the systematic failures highlighted in the Bichard enquiry which was held following the Soham murders in 2002, and poor performance. As a result of improvements made by the Force, it was taken out of intervention in 2007.
- 13 The Police Authority and Chief Constable have agreed a three-year Policing Plan for the period 2009-2012. The 'goals' contained in the plan seek to address four issues: crime and anti-social behaviour, public satisfaction and confidence, serious crime and protection and efficiency and productivity.

Appendix 1 – Context

- 14** Crime in Humberside is higher than similar police forces but has reduced over the years. In 2008/09 all recorded crimes in Humberside fell by 7.4 per cent when compared to the previous year. Comparing the period April 2008 to February 2009 with unaudited data for 2009/10 shows recorded crime fell by 9.7 per cent. Most of this fall is attributable to a reduction in serious acquisitive crime (burglary, car crime and robbery). Serious violent crime and assault increased however. Sanction detection rates for serious acquisitive crime increased, though remained the same for serious violent crime.
- 15** In 2008/09, the Force received 115,839 emergency calls (an average of 317 per day) and 200,479 non-emergency calls. It has increased the percentage of emergency calls answered in ten seconds from 94.8 per cent in 2008/09 with unaudited data showing this to be 98.7 per cent in 2009/10.
- 16** The confidence level – people who 'believe the police and local council are dealing with anti-social behaviour and crime issues that matter in the local area' – was reported to be 48.3 per cent in September 2009. This is a rise of 2.6 per cent on the previous year but Humberside is still not a high performer when compared to similar policing areas. The percentage of users satisfied with the service they received increased by 4.4 per cent in 2009/10 to 82.9 per cent but meant Humberside missed its own target of 83.5 per cent.

Appendix 2 – Methodology

- 1 This report summarises the joint Audit Commission and Her Majesty's Inspectorate of Police findings from the inspection of Humberside Police Authority which took place in March 2010.
- 2 In July 2009, the Audit Commission and HMIC published the Police Authority Inspection framework.
- 3 The inspection framework comprises four assessment areas.
 - **Setting strategic direction and priorities** – How does the Police Authority ensure that both it and the force have the leadership, capacity and capability needed to deliver good quality service outcomes on behalf of the public?
 - **Scrutinising performance outcomes** – How effective is the Police Authority in scrutinising and ensuring that the force delivers the priority services that matter to local people?
 - **Achieving results through community engagement and partnership** – How well does the Police Authority achieve results through community engagement and partnerships to deliver its ambitions and strategic priorities?
 - **Ensuring value for money (VFM) and productivity** – How effective is the Police Authority in ensuring a clear and sustained focus on VFM in order to secure a good deal for the public?
- 4 The Inspection team drew on a range of evidence to form judgements against each of the four assessment themes. This included key documentation that the police authority uses to run its business, interviews, focus groups, observations and reality testing with key police authority partners and stakeholders.
- 5 Each assessment theme was scored separately on a scale of 1 to 4 and is combined into an overall score. The scores of 1 to 4 for each theme represent the following descriptors of performance.

Score	Descriptor of performance	Public reporting
1	Police Authority does not meet minimum requirements for this theme	Performs poorly
2	Police Authority meets most of the minimum requirements for this theme with some exceptions and areas of concern	Performs adequately
3	Police Authority exceeds minimum requirements for this theme	Performs well
4	Police Authority significantly exceeds minimum requirements for this theme	Performs excellently

Appendix 2 – Methodology

- 6 An accredited peer member inspector and a senior officer from a police authority supported the joint inspectorates during this inspection.
- 7 We have integrated quality assurance throughout the planning, fieldwork and reporting stages of the inspection. In particular, a quality assurance panel of the joint inspectorates ensured the consistency and robustness of the inspection teams' judgements before the publication of reports. A suitably qualified peer joined the quality assurance panel as an observer.
- 8 HMIC and the Audit Commission are grateful for the support and co-operation of the Police Authority, its staff and officers during the inspection.

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