

Police

authority

inspection

report

Cleveland police authority

August 2010



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Contents

Executive summary	4
Setting strategic direction and priorities	7
Performance scrutiny	11
Engaging with communities	13
Value for money and productivity	16
Next steps	19
Appendix 1 – Context	20
Appendix 2 – Methodology	22

Executive summary

- 1 Cleveland Police Authority (the Authority) is performing well overall. It has set clear and ambitious priorities to improve public confidence and policing and this has helped Cleveland Police (the Force) to become one of the top performing forces in the country over the past few years.
- 2 The Authority works well with the Force to set the strategic direction and priorities for policing in Cleveland. The Authority provides strong and visible leadership, and the influence of the Authority is clear at both Force and neighbourhood level where members engage effectively with communities and local neighbourhood policing teams. Policing priorities are based on local needs identified through community consultation, including the needs of vulnerable and marginalised groups. These are balanced with consideration of regional and national policing concerns. The Authority is not afraid to take difficult decisions to drive improvement and secure longer term transformation of services. For example, the Authority has recently selected a private sector partner to transform back and middle office services. To get to this stage has taken nearly two years to achieve and the Authority has been instrumental in the process. However, it is too early to assess the impact of this decision and whether it is sufficient to meet the future financial challenges.
- 3 Members are skilled and trained and hold the Force to account for preserving high professional and ethical standards. However, the Authority has limited staff capacity. This has not been a cause for concern in the past but the Authority is undergoing several changes to important roles – Chief Executive, Treasurer and Monitoring Officer – which currently impacts on the support provided to members.
- 4 Authority scrutiny of performance outcomes is adequate. Members challenge performance and hold the Chief Constable to account for most areas of operational policing at both Force and Basic Command Unit (BCU) level. Scrutiny is limited in some more complex areas of policing, such as terrorism, serious crime and other major challenges to public safety – referred to as protective services. The Authority provides some challenge to targets, for example confidence and criminal damage, but there is no systematic challenge across all targets set. Members have set challenging targets to reduce anti-social behaviour.
- 5 Cleveland is a high performing force and was scored as good for all three domains assessed in the HMIC Police Report Card published in March 2010 (local crime and policing, protection from serious harm and confidence and satisfaction). Over recent years Authority involvement and challenge has contributed to this success; however, more recently, some areas have slipped, for example member training and analysis of Force performance information.

Executive summary

- 6** The Authority achieves good results through community engagement. The Authority uses findings from community engagement to inform planning and regularly feeds back to local people on what action they have taken to address any concerns. Members understand the local area and work hard to address inequality and ensure services are accessible to all. However, the Authority and Force workforce are not representative of the communities in Cleveland. Despite this, the Authority has a strong focus on engaging with potentially excluded or vulnerable groups such as young people and Black and Minority Ethnic (BME) communities. As a result Cleveland has been among the top forces with the highest confidence ratings as measured by the British Crime Survey.
- 7** Partnership working within Cleveland is good. The Authority has a high profile in all four Crime and Disorder Reduction Partnerships (CDRPs) across Cleveland through linked members and officers. Members also sit on each of the four Children's Trust Boards. The Authority works with voluntary groups to deliver projects, such as producing a specific version of the Policing Plan for young people. The Authority contributes to several regional networks and is able to strike a good balance between local, regional and national priorities. Partners understand and value the role of the Authority and its contribution to partnership working. Performance of the Redcar and Cleveland CDRP improved significantly because of the drive and input of the Authority.
- 8** The Authority has adequately ensured a clear and sustained focus on value for money to date. However, policing in Cleveland has the second highest expenditure per 1,000 population in the country and this has been influenced by a strong public commitment to maintain police officer numbers. The outsourcing of back and middle office services to a private sector partner is planned to release significant efficiency savings over the period of the ten-year contract, but these have not been realised yet. The Authority has considered the risks posed to service delivery from the current financial climate.
- 9** The Authority works well with local public service partners across Cleveland but lacks a clear strategy for collaboration with other police forces to drive progress. The Authority increasingly needs to show it is getting more for less and it could be missing opportunities to improve services or deliver efficiencies across the police and with other public sector partners.

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?	3
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?	3
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	3

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?

- 10** The Authority is performing well in this area. It has set clear and ambitious priorities for policing and provides strong and visible leadership which has been influential in the improvement of policing in Cleveland over past years. Policing priorities are based on local needs identified through community consultation, including the needs of vulnerable and marginalised groups. The Authority has a good understanding of strategic challenges at regional and national levels. The Chair leads the Authority well; he has a high external profile and, through delegated panels, enables the Authority to challenge and take difficult decisions to drive improvement. Members are skilled and trained to hold the Force to account for preserving high professional and ethical standards. The Authority has limited staff capacity. This has not been cause for concern in the past but the Authority is undergoing several changes to important roles – Chief Executive, Treasurer and Monitoring Officer – which could impact on the support provided to members.

Strengths

- 11** Robust and effective leadership by the Authority, underpinned by a shared vision for policing, has been instrumental in Cleveland's improvement journey. The Authority works well with the Force to set ambitious priorities and targets for policing in the area. The strategic influence of the Authority is evident through the clear direction and strong leadership of the Chair, the formal Authority panel structure and weekly 'Authority briefing sessions'. The influence of the Authority at neighbourhood level is also clear – members engage effectively with communities, partners and local neighbourhood policing teams to ensure delivery of policing priorities. A good example of the Authority's influence was the setting of a more challenging target for reducing anti-social behaviour in line with community expectations. The Force had initially proposed a lower target than the 5 per cent for 2010/11 now agreed. Assessments of the Force by Her Majesty's Inspectorate of Constabulary (HMIC) show that Cleveland has moved from a low base in 2004 to now being one of the top performing forces in the country. In 2009 the Force recorded the lowest number of crimes for 19 years.
- 12** Community engagement by the Authority informs the priorities in core policies and plans. The Authority is good at listening to local communities and feeding their views into policing plans. Local consultation highlighted that anti-social behaviour and crime were the main priorities for members of the public. In response the Authority was instrumental in resourcing the Neighbourhood Policing Model and working with the four unitary councils to fund 31 of the 75 Police Community Support Officers (PCSOs).

- 13** The Authority takes account of local concerns and national issues, such as improving confidence in policing. It has a good understanding of the challenges it faces and plans effectively for the longer term. The Policing Plan 2010-2013 sets out the strategic vision for the next three years. The Authority's principal policing priority is to 'continue to enhance confidence in Cleveland Police.' This is underpinned by the following priority areas:
- delivering citizen focused policing to all our neighbourhoods;
 - reducing crime, anti-social behaviour and protecting neighbourhoods;
 - reducing the harm caused by drugs and alcohol; and
 - ensuring efficient and effective use of our people and the public's money.
- 14** The Authority requires the Force to produce and report regularly on a long-term financial plan. The Authority also has a medium term business plan, developed with involvement from all Authority members and based on the Force's Strategic Risk Assessment and the Authority's understanding of local community priorities. Robust planning in recent years has secured financial stability against a backdrop of severe financial pressures five years ago.
- 15** The Authority has based capacity and capability decisions on a clear understanding of threats and risks, for example providing funding for neighbourhood policing and civilianisation of custody services to release police officers back to the front line. These decisions have resulted in improved outcomes and confidence.
- 16** The Authority is not afraid to take difficult decisions to drive improvement and secure the longer term transformation of services. For example, the decision to outsource custody and medical services has resulted in improved custody facilities and performance and more efficient use of police officer time. The Authority entered an agreement with a private sector partner, in June 2010, to deliver some of its major functions.¹ The Authority's Chief Executive led much of the negotiation and the procurement process working closely with the Chair and the Chief Constable.
- 17** The Authority has effective risk management arrangements, which have been strengthened to ensure clear links between the Authority and Force risk registers, and plans include critical incident identification and response. The Authority has a good understanding of the strategic challenges at local, regional and national level.
- 18** The Authority ensures the Force is well led and has the capacity and processes in place to make good senior appointments. The Authority recruited the Chief Constable in 2003 with the remit to address the poor performance of the Force. This has been achieved. Other members of the command team have been successfully recruited over recent years.

¹ Services covered under the contract, known as 'Project I', which is a ten-year £175 million contract, include information technology, call handling, criminal justice and business services including finance, human resources, estates and procurement

Setting strategic direction and priorities

- 19** Human Resource (HR) policies support sound people management. Member involvement in HR is good and they have an external specialist adviser to help in appeals tribunals and misconduct hearings. The Authority provides the right balance of challenge and support and is able to influence Force HR policies and practices, for example including workforce diversity targets in the agreement with its private sector partner. Strong and effective working relationships exist between the Authority and Force.
- 20** The Authority actively promotes diversity and wider community engagement. Authority members sit on the Force Citizen Focus Board. There is a good strategy for equality of service access achieved through the Single Equality Scheme, Diversity Strategy Group, Vulnerable Adults Unit and frequent updates to members on subjects such as hate crime and human rights. The Authority played a key role in setting up a Sexual Assault Referral Centre (SARC) in 2007. In partnership with the four Primary Care Trusts and voluntary sector, it provides modern facilities accessible 24 hours a day and a 'one stop shop' for sexual assault victims. This enables victims to seek help without directly involving the police and to store evidence should they later decide to report the incident. Cleveland has a higher than average success rate for rape convictions.
- 21** The Authority works hard to consider the needs of vulnerable and marginalised communities in policing plans. Building two new police stations in Middlesbrough and Redcar regeneration areas shows Authority and Force commitment to reflect local needs and reassure communities. This has had a positive impact on community confidence. An effective Independent Custody Visitor scheme is supported across the three custody suites by 24 volunteers. A lead member and officer provide oversight of service quality and active challenge to improve services. Through the scheme, the Authority protects the interests of detained individuals.
- 22** The Authority has established effective governance arrangements. Members are skilled and trained to carry out their responsibilities. All members have agreed objectives set through the Performance Development Review process. Suitable induction training takes place with extra training to address specific needs, and long-standing members mentor new members. A well-established panel structure, with delegated powers, enables every member to play a significant role in the Authority. Members receive training and discussion opportunities within the weekly 'Authority briefing sessions'. These are well-attended with papers chosen by the Authority and Force and with invited speakers on occasion. These arrangements are instrumental in holding the Chief Constable to account because members of the command team are in regular attendance.
- 23** The Authority holds the Force to account for preserving high professional and ethical standards. The Authority recognises the importance of investigating complaints. The Professional Standards Panel checks a selection of complaints made against the Force to make sure they are being dealt with effectively. Members review and monitor complaints across different themes, for example complaints from a particular geographical area or from a particular community, and feed back any learning to the Force. Members are knowledgeable, well briefed and enthusiastic in this role and treat all complaints equally.

Areas for improvement

- 24** The Authority officer structure contains seven posts and has limited capacity. Although Authority officers provide good advice and members feel well-supported, there is limited ability to cope with loss of key staff. For example, due to a lengthy sickness absence a risk-assessed decision was recently taken to postpone performance analysis to members and rely on performance data from the Force. There are changes taking place in several important roles – Chief Executive, Treasurer and Monitoring Officer – which places greater short term risk on the sustainability and quality of expertise and support available to meet future challenges.
- 25** Business continuity arrangements are not robust. Business continuity plans are not in place to cover the Authority and Force. The Authority is preparing its Business Continuity Strategy with the Force. In response to Authority challenge, the Force has produced a baseline of all service areas, and business continuity plans will be in place by 31 March 2011.

Performance scrutiny

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

- 26** The Authority is performing adequately in this area. Although there is evidence that the Authority has used scrutiny well in helping the Force to make dramatic improvements in performance over the last few years, scrutiny arrangements are not consistent across all areas. Members challenge performance and hold the Chief Constable to account for most areas of operational policing at both Force and Basic Command Unit (BCU) level. Scrutiny is limited in some more complex areas of policing, such as terrorism, serious crime and other major challenges to public safety – referred to as protective services. The Authority provides some challenge to targets, for example improving public confidence and criminal damage, but there is no systematic challenge across all targets set. Members have set challenging targets to reduce anti-social behaviour. Over recent years Authority involvement and challenge has contributed to the Force being one of the top performing in the country. However, some areas have slipped, for example member training and analysis of Force performance information. The Force was scored as ‘good’ for all three domains assessed in the HMIC Police Report Card published in March 2010 (local crime and policing, protection from serious harm and confidence and satisfaction).

Strengths

- 27** The Authority is effective at holding the Chief Constable to account for delivery of objectives, priorities and quality outcomes. Members understand their role and are able to challenge performance through formal panel meetings, such as the Operational Policing Panel (OPP) and the Leadership Panel, and informal weekly ‘Authority Briefing Sessions’. Member champions – leading on particular areas – report to the formal panels. The panel structure, in particular the OPP, supports effective challenge by members. Authority involvement and challenge has contributed to a high performing police force.
- 28** The Authority examines many areas of operational policing performance through the OPP. Members get the same performance information as the Force and use external data from the Home Office. The Authority usually provides members with an analysis of Force performance information. The Chair of the OPP also sits on the Force Strategic Performance Group to ensure the Authority has full access to Force performance information. Overall crime reduced by 14.2 per cent in 2009/10.

- 29** The Authority is effective at scrutinising BCU performance. It provides robust challenge in this area of policing. Authority members hold regular meetings with BCU commanders in which they scrutinise service delivery to local people. Members use performance data, including crime figures, emerging trends in neighbourhood policing and sickness levels, and challenge under performance. For example, members identified criminal damage as a key concern for communities and gave it a greater priority. As a result, there have been good improvements, with a 23 per cent fall during 2009/10.
- 30** Members understand what drives public confidence. The Policing Plan 2010-2013 places a strong emphasis on improving public confidence in the police. Members play an active role in this – from sitting on the Force Citizen Focus Board to undertaking mystery shopping exercises to test operational performance and attendance at public meetings. Examples of impact through Authority involvement include recruitment of volunteers to work as first contact staff in police stations and more police officers in high crime areas in response to community consultation. HMIC scored the Force as ‘good’ for confidence and satisfaction in the Police Report Card published in March 2010.

Areas for improvement

- 31** The Authority currently provides limited training on performance scrutiny for officers or members. Members feel well-informed and enabled to scrutinise and challenge. However, going forward, the Authority needs to ensure it maintains a high level of scrutiny across all areas to ensure performance levels do not drop.
- 32** The Authority provides limited challenge around target setting. Despite challenging the Force on some key targets such as anti-social behaviour and confidence, there is little evidence of impact from scrutiny in other areas. The Force consults the Authority when setting crime targets, but there is no systematic challenge by the Authority across all targets set.
- 33** The Authority provides limited challenge and scrutiny in protective services. It provides oversight of some areas of protective services, for example the SARC, roads policing and vulnerable people, but many other areas are not covered. It has accepted the Force view that this is operational policing and that the opportunities for the Authority to scrutinise this area should be limited. Members do receive informal briefings but there is little formal challenge through panel meetings, and members have little involvement in setting targets for protective services. The Chair and Deputy Chief Executive are vetted and the Vice-Chair is in the process of being vetted to receive sensitive information about protective services. The Vice-Chair sits on the Force Protective Services Board and is kept informed of matters across the protective services spectrum.

Engaging with communities

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

- 34** The Authority is performing well in this area. Good community engagement ensures that policing priorities reflect local needs. Members understand the local area and work hard to address inequality and ensure services are accessible to all. However, the Authority and Force workforce are not representative of the communities in Cleveland. Despite this, the Authority has a strong focus on engaging with potentially excluded or vulnerable groups such as young people and BME communities. This has helped to improve public confidence. The Authority uses findings from community engagement to inform planning and regularly feeds back to local people on what action they have taken to address any concerns. Partnership working within Cleveland is good and ensures the Authority balances local needs with wider regional and national issues.

Strengths

- 35** The Authority understands its local communities and vulnerable groups and is good at listening to their views. The Authority and Force have an annually updated joint consultation strategy and use many methods to engage with the public. There is a significant programme of consultation work given the resources available. The Authority and Force have a joint neighbourhood survey and the Authority provides more qualitative consultation, some in partnership. Members attend Community Council meetings and Face the Public meetings. Examples of innovative engagement include use of 'Who Wants to be a Millionaire' style interactive sessions with BME groups. The Authority pulls consultation findings together into a single year-end report making it easier to ensure that policing priorities are based on local needs and concerns.
- 36** The Authority acts on local concerns to ensure policing priorities reflect locally identified needs. Public concerns regarding anti-social behaviour resulted in the Authority initiating schemes, such as the Cadets scheme, to break down barriers between operational officers and young people. Authority members act on local priorities at monthly neighbourhood policing meetings and check effectiveness of neighbourhood policing through regular visits and service reviews. Members provide good links to communities and can also influence policing priorities locally through CDRPs. Link members sit on each of the CDRPs and are supported by officers ensuring close links between the Policing Plan and CDRP plans. This ensures the Authority considers the views of all communities when setting policing priorities.

- 37** The Authority provides regular feedback to communities on important issues and the results of engagement. It focuses on ‘we asked, you said, we did.’ The Chair has a high external profile and members are visible in local communities. The Authority uses newsletters and local community meetings to provide feedback to communities and partners. Members work closely with Independent Advisory Groups – representatives have attended Authority briefing sessions and they provide valuable feedback. The Authority has held its first Annual Neighbourhood Policing Awards to recognise good local work. This has raised the profile of neighbourhood policing; the long-term aim is to further improve public confidence.
- 38** The Authority ensures that policing services are accessible to all and displays a clear commitment to tackling inequality and disadvantage. There are many examples of consultation with diverse groups across Cleveland. In response to this feedback, the Authority worked with a voluntary organisation (Just 4 Youth) and young people to ‘youth proof’ the Policing Plan. A separate plan is now issued to 50,000 young people which focuses on issues important to them and is bright and easy to read. This has improved understanding and involvement by young people in the area. Vulnerable young people who worked on the project gain credits towards a national citizen project. The Authority also identified access issues for deaf people through consultation. As a result they led other emergency services to develop a text messaging service. The Authority has introduced a liaison officer with extensive language skills to work with asylum seekers and others in Hartlepool. Although in its early stages this initiative arose out of consultation and shows good partnership working with the CDRP.
- 39** The Authority has an effective and coordinated approach to partnership working. Members have a good profile in all four CDRPs and Children’s Trust Boards. Most partners understand and value this role. Members receive problem solving skills training that they can apply to partnership working. The Authority has made a valid contribution to partnership working, for example engagement with marginalised groups in Hartlepool and leadership to revitalise the CDRP in Redcar and Cleveland. The Authority created new opportunities to consult with partners and stakeholders by holding a ‘Delivering through Partnership’ event in December 2009. This has enabled the Authority to develop partner relations and to get support for issues like the budget precept.
- 40** The Authority properly balances the focus on local issues with wider regional and national needs, for example ensuring the long term financial plan reflects the impact of the London Olympics in 2012. This horizon scanning enables local priorities to be seen in the wider context and properly balanced. The Authority also takes part in various regional networks, covering areas such as corporate business, citizen focus and diversity. Member representatives ensure that Cleveland can influence regional and national developments but also that wider issues are appropriately considered within Cleveland.

Areas for improvement

- 41** The Authority and Force are not representative of the communities in Cleveland. Despite Authority challenge and positive action taken by the Force, only 21 per cent of police officers are female and 1.6 per cent from BME communities. This is not reflective of the make up of the local communities. The Authority has been able to influence its own membership more recently. During a recent campaign for two independent members, the Authority circulated adverts to Independent Advisory Groups and local mosques as well as featuring in local BME publications and on Radio Ramadan. There were two BME applicants, one of whom was successful. Limited recruitment going forward means that the Authority is unlikely to meet workforce diversity targets.

Value for money and productivity

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

- 42** The Authority is performing adequately in this area. It has maintained a clear commitment to improve value for money to date. Cleveland has the second highest expenditure for police officers per 1,000 population in the country², and this has been influenced by a strong public commitment to maintain police officer numbers at 1,727. The Authority has considered the risks posed to service delivery from the current financial climate and, together with the Force, now recognises the need to release police officers from non front-line policing and make significant financial savings while maintaining and improving performance. They now have clear plans to achieve this through outsourcing back and middle office services ('Project I'); however it is too early to assess the impact of this decision and whether it is sufficient to meet the future financial challenges.
- 43** The Authority works well with local public service partners across Cleveland but lacks a clear strategy for collaboration with other police forces to drive progress. The Authority increasingly needs to show it is getting more for less and it could be missing opportunities to improve services or deliver efficiencies across the police and with other public sector partners.

Strengths

- 44** The Authority redirects resources to address operational risks and takes difficult decisions to secure long-term gain, for example providing additional funding for neighbourhood policing, air support and protective services. Overall crime has reduced year-on-year and detection rates have increased.
- 45** The Authority responds to the changing financial challenges faced by the Force. Financial plans are based on long-term budget analysis. Value for money and service effectiveness are included on the Authority's risk register. The Authority has responded to the new government's in-year funding cuts. The current requirement to save £1.3 million from this year's budget has resulted in the Authority reducing bonus payments, overtime and recruitment. The Authority is considering the impact this will have on service delivery and is considering medium term risks associated with the commitment to preserve neighbourhood policing. The Authority is looking at externally funded PCSO posts and the impact of partners failing to fund future posts.
- 46** The Authority challenges the Force to improve value for money through workforce change, for example civilianising custody services to free up police officer time. As a result a 15 per cent reduction in waiting times for officers booking detainees at custody suites was achieved.

² Taken from HMIC VfM profiles

Value for money and productivity

- 47** The Authority has supported investment and promoted the use of technology for the Force to improve efficiency. The Cleveland Universal Police Information Device (CUPID) project delivered a hand-held device to all front-line officers so they can access the Force's main IT systems and intelligence systems from anywhere across Cleveland. The Authority intervened in the procurement process and appointed new consultants to improve the specification and reduced the bids by over £4.5 million. Furthermore the Authority has championed its use and actively uses the information to examine performance. CUPID has increased patrol time; previously up to 1.5 hours per day were spent at a police station.
- 48** The Authority has an understanding of costs and performance. It has challenged and supported the Force procurement transformation project which has delivered some savings around utilities through better procurement practices. The Authority challenged sickness levels and these improved from 8.59 days per police officer in 2006/07 to 5.74 in 2009/10.
- 49** The Authority carefully considers capital development decisions and has successfully challenged the Force around a number of key asset decisions. For example, the Authority pressed to relocate the Roads Policing Unit to a site close to its neighbouring Police Authority, to open up opportunities for future collaboration. Through scrutinising key decisions the Authority has delivered projects to time and budget while improving the effectiveness of services.
- 50** The Authority and Force have consistently delivered efficiency savings year after year. The Authority has engaged with the efficiency agenda and development of the joint efficiency plan with the Force. Between 2004/05 and 2007/08 the Authority made efficiencies of 4.7 per cent, 2.8 per cent, 2 per cent and 5.6 per cent against an annual target of 3 per cent. This generated over £17 million of efficiency savings.
- 51** The Authority collaborates well with local public service partners. This takes place at BCU level with CDRPs and Children's Trust and at a strategic level with, for example, the SARC. This involves police, voluntary sector and local authorities and PCTs. The Authority led on the negotiations and brokered the shared cost between the Authority and four Tees PCTs. The building has a secure future because a 25-year lease has been paid for up front. As a result the sustainability of the Centre has been secured.

Areas for improvement

- 52** Cleveland's expenditure on policing is high. High cost is influenced by a long standing policy commitment to maintain police officer numbers at 1,727 and action to address costs is only just starting. The Authority has led the development of a strategy to release police officers from the back office to the front-line. The Authority has been in negotiation with the private sector over the past two years, using cost comparisons and benchmarking to inform a potentially ground breaking policing contract. Future efficiencies will be driven by the transfer of 470 staff, with redundancy protection, to the private sector. The Authority has set challenging targets through this decision which are planned to realise savings of £50 million over the ten years of the agreement. However, it is too early to assess the impact of this decision and whether it is sufficient to meet the future financial challenges.
- 53** There is no clear strategy for collaboration with other forces to drive progress. There is limited collaboration with other forces. The Authority and the Force view collaboration as an additional cost and this can hinder joint developments. There is some collaboration, most notably around firearms training and governance of these arrangements. There is some collaboration on joint regional serious and organised crime but this project is not yet fully operational. By not pursuing collaboration more robustly the Authority could be missing opportunities to improve services or deliver efficiencies across the police and with other public sector partners.

Next steps

- 54** We expect Cleveland 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.
- 55** 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 The Cleveland Police Authority covers about 230 square miles and has a population of over 558,206. Four unitary local authorities (Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton) are coterminous with the police Basic Command Units (BCUs). Two prisons are in the area, HMP Kirkclevington and HMP Holme House. The former prepares long-term detainees for release into the community while the latter, built to category A standard, acts as a local holding establishment for over 800 inmates. The Force prison liaison officers help keep records up-to-date on the imprisonment and release of offenders in the area.
- 2 The chemical industry is a key economic factor and presents the Force, other emergency services and partners with a significant major incident risk. Cleveland has 37 Control of Major Accident Hazard (COMAH) sites and the Force closely oversees and carries out risk assessments of these. There is also a large port on the Tees, a nuclear power station, a Championship football ground and two university campuses.
- 3 On social and cultural diversity, the 2001 census results estimated the resident Black and Minority Ethnic (BME) population to be 2.9 per cent, most of which is in Middlesbrough (where it rises to 6.3 per cent). This compares to 2.8 per cent and 2.4 per cent for the Tees Valley sub-region and the north-east region respectively. All four policing BCUs have large areas of socio-economic deprivation; nine of the 88 wards in the Force area are in the 10 per cent most socially deprived wards in the country (2005 data). These sit alongside industrial sites and areas of wealth and present challenging policing issues. The unemployment rate is 3.7 per cent compared to a Tees Valley average of 3.5 per cent, a north-east regional average of 2.9 per cent and a 2.1 per cent national unemployment average.

The Police Authority

- 4 The Authority's principal policing priority is to 'continue to enhance confidence in Cleveland Police.' This is underpinned by the following priority areas:
 - delivering citizen focused policing to all neighbourhoods;
 - reducing crime, anti-social behaviour and protecting neighbourhoods;
 - reducing the harm caused by drugs and alcohol; and
 - ensuring efficient and effective use of our people and the public's money.
- 5 The Authority has 17 members:
 - 9 local councillors; and
 - 8 independent members, 2 of whom are Magistrates.

Appendix 1 – Context

- 6 Appointments to the Authority are of four years duration. Members provide a democratic link between the public and the police. The mix of people from local government, business and community backgrounds provides a wide range of skills and experience which all contribute to the work of the Authority. Of the 17 members, four are women.
- 7 The Authority is served by a team of officers led by a Chief Executive, based at Police Headquarters. The Authority has a delegated panel structure covering operational policing, policy and resources, audit and internal control, professional standards, leadership and standards. Panels meet either bi-monthly or quarterly and the full Police Authority meets on a quarterly basis.

The Force

- 8 Geographically, Cleveland is one of the smallest forces in England and Wales, although the area is one of the most densely populated locations in the country, with 9.23 people per hectare compared with a national average of 3.5 people per hectare. In Middlesbrough, this figure rises to 25.4 people per hectare. The Force is responsible for policing a mainly urban, densely populated area, closely resembling metropolitan authorities in socio-economic characteristics and policing needs.
- 9 The Force budget in 2009/10 was £128.8 million. It is one of the largest employers in the area with 1,725 police officers, 707 police staff, 197 police community support officers, 164 special constables and 83 non-uniform volunteers.³ The Force is split into four geographical police BCUs, supported by 13 specialist service units.
- 10 Cleveland is one of the top performing forces in the country in terms of public confidence in the police and the way it handles calls from the public. Cleveland was one of only four forces nationally to receive a 'good' score in the HMIC Police Report Card for the three key categories of local crime and policing, protection from serious harm and confidence and satisfaction. In 2009/10 recorded crime fell by 14.2 per cent and Cleveland achieved significant reductions in all headline target crime categories.

³ Staffing figures correct as of 22 May 2010

Appendix 2 – Methodology

- 1 This report summarises the joint Audit Commission and Her Majesty's Inspectorate of Constabulary findings from the inspection of Cleveland Police Authority which took place May – July 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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