

**Report of the Chief Constable to the Chair and Members of the Audit Committee**

**September 2020**

**Executive Officer: Chief Constable**

**Status: For Information**

**Cleveland Police Service Improvement Programme**

1. **Purpose**
   1. The purpose of the report is to update members on the progress of the Cleveland Police Service Improvement Programme.
2. **Recommendations**
   1. It is recommended that members note the contents of the report.
3. **Background**
   1. Since the last report to the Audit Committee in June 2020 progress has been made in respect of the Service Improvement Programme which is now approaching the end of the first stage (i.e. Stage 0) due for completion at the end of September.
   2. Following relaxation of the government’s lockdown measures the Force’s governance meetings have now been re-established with the recently introduced bimonthly Futures Board being the main oversight meeting for the programme. The Service Improvement Team were ring-fenced during the CoVID lockdown period by the Chief Constable due to the critical nature of their work in protecting and safeguarding the communities served by the Force. The team continue to work on a partly remote basis to assist the Force in respect of social distancing guidance (due to estate capacity challenges) however these working arrangements continue to be effective.
   3. In October 2020 the police staff that were outsourced a decade ago to Sopra Steria will return to Cleveland Police and planning is now almost complete in this respect. However, in 2019 the Force Control Room (FCR) personnel were brought back early from Sopra Steria due to concerns regarding the effectiveness of the arrangement and critical performance issues. At that time a separate project was initiated to bring support the return of staff and implement improvements. The FCR project remains ongoing however following recent discussions internally the Chief Constable has directed to move the project under the overall Service Improvement Programme. This will align all major operational change work as a collective providing governance and support in the delivery of the FCR change requirements. This is now being developed as part of the Service Improvement Programme.
   4. This report aims to provide a summary of progress and should be read with reference to the documents contained within the appendices. As noted in the June update these are the key control documents for the programme and are formally reported to the Futures Board chaired by the Deputy Chief Constable. The Appendices include:
      1. Appendix A: Programme Stage Plan outlining the high level stages and priorities of the programme over a 2 year period which is reporting every 2 months (closed session)
      2. Appendix B: Programme Progress report as of July 2020. (closed session)
      3. Appendix C: Latest update to the Police Performance Oversight Group

1. **Leadership and Governance**
   1. As per the July progress report the programme was at Red status requiring direction on the following:
      1. Slippage on the final recommendations for the Demand worksteam. This came as a result of CoVID-19 and the force being unable to engage Process Evolution until social distancing implications could be mitigated. This delay was unavoidable and unforeseen and will result in the overall stage not being able to fully report until November 2020. All other workstreams are still planned to deliver on time.
      2. The raising of a new risk in relation to the impact on delivering the programme as a result of cultural issues. The detail of this is included within the progress report attached below and it was agreed that a new risk be raised. The Service Improvement Team alongside the respective silver commanders are now tasked with clarifying mitigation and contingency measures.
   2. The various Delivery & Assurance groups are now in progress and are receiving regular updates from each of the workstreams, the latest status (August 2020) including key direction and support are listed below. The wider programme will report again at the Futures Board at the end of September.

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| **Workstream** | **August Status** | **Direction/support provided** |
| Prevention, Problem Solving and Engagement | Amber | The Engagement strategy outcomes and objectives were agreed meaning the strategy can be issued and equality assessed.  Additional support was required to support the completion of the Community Safety Review and Prevention work in progress.  Neighbourhood Policing scope and responsibilities were agreed.  Direction was provided to join up work in progress for repeat victims and victims firstpolicy that had been directed across different portfolios. |
| Vulnerability | Amber | Direction was provided to confirm the future development of the Vulnerability Desk including options with the OPCC to exploring a multi agency approach.  Approval was provided to confirm four areas of Domestic Abuse (DA) analysis work to be explored by SafeLives – this is a contracted provider utilised and recognised for improvements in DA across a number of forces within the UK.  Support was provided to roll out the recruitment of Domestic Abuse Champions across the force area. |
| Ethics and Equality | Red | Approval was provided to trial a People Readiness Assessment in support of making decisions for change. This includes a combination of understanding people related data and facilitation of the impacted teams to identify cultural and team development requirements for the future.  Direction was provided to formulate a working group to tackle the issue of how ethics and equality will be measured including HR, Learning & Development, Standards & Ethics, Wellbeing and Equality.  Support was provided to progress the DCC’s ethical leadership survey which will be issued at the end of Setpember.  Direction was provided to prioritise the end to end review of the recruitment and promotion process rather than attempting to (and in addition) complete the review of the grievance and abstraction processes. These will slip into Stage 1 once the Board has received recommendations for Recruitment and Promotion. |
| Leadership | Green | The Chief Constable’s Pledge has started to be issued through the Senior Leaders Quarterly Leadership Events and will continue through recruitment, promotion and development days.  The Sgt’s/Inspectors promotion process is complete and the associated training course has been reviewed, modified with advice from the College of Policing and is now ready for delivery. Support has been provided to identify options for large training venue;s which has been identified as an issue. |
| Understanding and Managing Demand | Green | Slippage has been tolerated for the Demand recommendations. This will cover the following areas of the Force and deliver November 2020:   * + - * Response (initial findings reported Sept)       * Investigation (initial findings reported Oct)       * Safeguarding (initial findings reported Oct)       * Final assessment reported November.   The workstream is also conducting a review on how resources are planned and allocated (duties review), the outcomes for this review have been approved and will report at the end of September in line with the Stage 0. |
| Investigation | Red | Compliance of officers in completing the Raising Investigative Standards (RIS) Phase 1 training has required senior support to increase volume and application. As a result later phases of RIS will now be delayed until senior officers are content that Phase 1 has been adopted.  A 3 month consultation period was agreed prior to the implementation of the Silver Detective Cadre following advice from Police Federation. It is hoped that this will not be necessary if a voluntary agreement can be achieved with the respective staff.  Slippage of PIP accreditation assessment and review of IT projects that would support Investigation until the end of September 2020 – this is movement within the stage. |

* 1. As mentioned in the first section of the report an additional workstream has now been added to the Service Improvement Programme in September. The FCR project manager Temporary Head of FCR and the SIT Programme team will now assess the addition as part of the the end Stage 0 review.
  2. **Stage 0 – Immediate Response and Stability through CoVID**.
     1. As detailed within the Stage Plan the programme is currently in Stage 0 which commenced in June 2019 and is due for completion at the end of September 2020.
     2. A fundamental aspect of the programme is the assessment and understanding of the Force’s demand which will inform both immediate and longer priorities for change and development. A procurement exercise has been undertaken with external consultants suitably qualified to assist the Force with this work. Process Evolution was selected following the tendering process. Process Evolution have carried out similar work with over 20 UK forces to date. Not only has the Force procured their consultancy services but in addition their analysis tools and software which following bespoke training will enable the Force to review demand on an ongoing basis in the future.
     3. Unfortunately delays developed in procuring the Process Evolution contract due to CoVID19 and also social distancing restrictions prevented face to face workshops taking place prior to July 2020.
     4. The impact of the above delay is that the previously planned demand analysis completion date of September 2020 will now slip to the end of November 2020 which is outside of the programme stage timelines. Options to mitigate this issue were discussed with both the supplier and within the Local Policing Board but the delay could not be avoided as it would have adversely impacted the accuracy and quality of the associated work.
     5. There has also been an additional impact as a result of the Process Evolution delay in respect of the end of Stage 0 programme review. Usually at the end of a stage of a programme a detailed review is undertaken to ensure effective delivery of the associated outcomes and deliverables. This will not be fully possible until the results of the Process Evolution work are reported in November. As a result of this the Service Improvement Board (now the Futures Board) granted an extension for the completion of the end of Stage 0 review at the July board meeting. This review will now be fully completed by November 2020.
     6. The programme and wider implications of the demand slippage have also been discussed as follows:
        + All other Service Improvement workstreams are required to deliver as planned therefore providing clarification on those areas of change that have been delivered, not delivered (where agreed) and in addition the various reviews and recommendations that will need to be presented for approval.
        + The key decisions from the above will include clarification of those areas where the day to day command can now start to manage without the support of the SIT (as the change has been delivered), those aspects that still require support and new requirements that have been identified from the review work conducted or the overall stage.
        + Once completed in November the additional information provided by Process Evolution for Response, Investigation and Safeguarding will assist in supporting decisions about force priorities specifically identifying where resources are not adequate to meet demand and where change and/or investment is required.
        + The demand work presented by Process Evolution formulates parts of the Force Management Statement which once completed will also identify where priorities for future investment or change are required.
        + Wider work progressed by Corporate Services will also bring together other areas of change such as Fusion, IT development plus working with the OPCC to consider the EDI programme Everyone Matters.
     7. Overall the various components supported by a collective approach between Corporate Services and the Service Improvement Team can then be shared and considered with senior leaders inevitably leading to difficult decisions about priorities and investment. This will be progressed within the timelines for budget setting to inform decisions on precept.
     8. Following the end of Stage 0 review, which will be presented at the November Futures Board, approval will be sought to move to Stage 1 of the programme.
     9. The attached Stage Plan is updated and reported into the Futures Board on a bimonthly basis reconfirming progress of the overall stage and/or presenting any changes or exceptions that require approval.
  3. **Service Improvement Risks**
     1. The initial programme risk register was provided to the Audit Committee in June 2020 however an additional risk was added at the July Service Improvement Board meeting. This risk was in respect of Force cultural issues impacting the ability to deliver the programme on time or to the required quality criteria. The cultural issues included significant levels of support being required to develop and coach officers and staff in delivery and performance requirements; capacity issues to deliver change whilst maintaining daily operational performance; and a perceived lack of engagement from staff. This risk is also now subject to mitigation activity and regular scrutiny.
     2. As the Audit Committee were provided a copy of the programme risk register in June an updated copy has not been presented with this report, however, this can be forwarded separately if required. All risks are subject to active management and mitigation. Some risks have now been closed down as they have been effectively ameliorated. Specific risks and feedback is considered via the monthly Delivery and Assurance groups to identify those risks which require focus within specific reporting periods. They are also captured within the bimonthly Programme Progress Report (see Appendix B).
  4. **Benefits, Measures and Evidence**
     1. As identified in the June an outcomes based performance framework has been agreed with HMICFRS which includes 25 outcomes and a range of key performance indicators linked to each of the Causes of Concern.
     2. The framework was developed and agreed with HMICFRS due to the scale and volume of outstanding work and as a result of the latest PEEL inspection. It was confirmed that prioritisation was necessary and a number of the improvements required would be delivered as a collective if an outcomes based approach was adopted. This also developed the Force’s capability in driving activity as well as impact which has been identified as a gap previously.
     3. A detailed list of all outstanding recommendations and areas of improvement for all force inspections is maintained by Corporate Services who are working with the Service Improvement Team to ensure that the evidence is captured incrementally as the workstreams report every month. A number of vacancies have been recently fulfilled that will provide the capacity needed to support this work.
     4. In addition the Head of Coporate Services and Service Improvement Programme Manager have engaged with the newly appointed Internal Audit in relation to the review of governance and process for reporting and closing HMICFRS areas for improvement and recommendations.
     5. The latest progress of the outcomes for Service Improvement and the wider areas of the Road to Improvement have recently been reported to the Police Performance Oversight Group included at Appendix C.
     6. This update confirms those workstreams where sustainable change has been confirmed including areas such as the domestic abuse arrest rate, reduction in victim withdrawal rates and the completion rate for Public Protection Notice’s including improvements in how children are identified that could be at risk. In addition work in progress within Ethics including the use of the independent Ethics Committee is now starting to embed and support senior officers in key decisions.
     7. There are also areas of the report where improvement has started to be identified in pockets such as Neighbourhood Policing and other areas where improvements are yet to be clarified or realised such as understanding demand. This reiterates that the journey for improvement is long term, will continue to be challenging and in some areas requiring tolerance and time for change to be implemented and to take effect. This is currently being reflected within Response and FCR performance where issues have been identified, regular discussions are in progress across all levels to consistently balance the immediate risks with the time required for longer term development. This continues to be challenging.
     8. Regular engagement is maintained with the Force’s lead from HMICFRS who is invited to attend all Force Delivery groups as well as the Futures Board.
     9. There is also ongoing scrutiny of the Service Improvement Programme via the OPCC with the most recent update being presented to the Police and Crime Commissioner in August 2020 where the FCR performance issues were scrutinised.
  5. **Key Areas of Delivery**
     1. All Stage 0 workstream deliverables remain on track in line with documented timescales (other than the Process Evolution work as discussed above). The Stage 0 end of stage review will take place by November 2020 following Board approval.
     2. High level deliverables include:
        + Rebuild of Neighbourhood Policing Teams and clarification of strategy, methodology, toolkits and performance requirements.
        + Comprehensive demand analysis work including response, investigative and safeguarding demand (never previously undertaken by Cleveland Police).
        + Full assessment of the Crime Assessment and Allocation Framework (CAAF) launched earlier this year.
        + Further delivery of the Raising Investigative Standards Learning Programme.
        + Ongoing development of the Standards & Ethics Board and Ethics Committee including the launch of an ethical leadership survey and review of policy and processes for recruitment and promotion.
        + Domestic Abuse training i.e. The DA Matters programme which has been procured and roll out is imminent.
        + Launch of the Sgt/Inspector leadership training
        + Mainstreaming of the Vulnerability Desk within FCR with wider partnership resourcing and extended remit of vulnerabilities being managed.
        + Implementation of the Philomena Protocol.
        + Clarification and agreement of the forcewide Leadership Training Needs Analysis informed by external support and diagnostics.
        + Reviews and proposals for Community Safety, Integrated Offender Management and Duties Management.
     3. The programme progress report (Appendix B) provides a summary of performance across each workstream and will also include the FCR workstream in future.

1. **Implications**
   1. Finance

There are no outstanding budgetary issues associated with the programme. Of note £200k has been allocated to the leadership workstream since the last Audit Committee update. The development of the Force’s leadership team is seen as a critical component of our contined improvement. Financial requirements identified as a result of improvement work are progressed through the Cleveland Police financial decision making processes.

* 1. Diversity and Equal Opportunities

There are no diversity or equal opportunity implications arising from the content of this report. The Equality, Diversity and Inclusion Team continue to support the Service Improvement Programme in all aspects of their work.

* 1. Human Rights Act

There are no Human Rights Act implications arising from the content of this report.

* 1. Sustainability

There are no sustainability implications arising from this report.

* 1. Risk

The risks associated with the programme are outlined in detail within the bespoke risk register. Linkages have been made with the Force’s overarching Corporate Risk Management Processes to ensure all relevant actions are being regularly reviewed, mitigated or ameliorated.

1. **Conclusions**
   1. The Service Improvement Programme continues to progress to schedule aside the CoVID related delay of the Process Evolution work which was an issue beyond the control of the Force.
   2. The Stage 0 review will take place by November 2020 and the findings will be presented to the Audit Committee thereafter.
   3. The FCR project has now been included as a separate workstream within the overall Service Improvement Programme as a result of issues highlighted above.
   4. Governance and accountability has been established for all workstreams as well as the processes for benefit realisation and evidence capture.

**Chief Constable**

**Richard Lewis**

**Appendix A – Programme Stage Plan (closed session)**

**Appendix B –Programme Progress Report – July 2020 (closed session)**

**Appendix C – PPOG Progress Report – July 2020**

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