



Inspecting policing
in the public interest



HIGH LEVEL WORKING GROUP REPORT ON POLICE VALUE FOR MONEY



Overview

1. Over the coming years, authorities and forces will need to meet the twin challenges of increased financial pressures and continued expectation from the public for high levels of service. Ministers are clear that efforts to save money in order to balance budgets must not come at the expense of a reduced level of service to the public. Police authorities and forces in England and Wales must meet both challenges: they must **balance budgets and sustain delivery**.
2. As the Policing White Paper (*Protecting the Public: Supporting the Police to Succeed*) makes clear, the Service will be expected to deliver savings of at least £100million in 2010/2011. Authorities and forces also need to use this time to identify **big enough future value for money gains to help them from April 2011 onwards** and deliver the commitment in the White Paper to deliver savings of at least £545million by 2014. Together with the White Paper, this report creates a template for what authorities and forces should do to meet the challenge of rising public expectations and tougher budgets from April 2011 by improving value for money and enabling continuing improvements in delivery.
3. Each authority and force will need to consider carefully whether incremental change will be sufficient to balance budgets and to continue to improve delivery. It is more likely that a **fundamental examination of structures and processes will be needed to transform their delivery** of the public's priorities and of the management of risk, threat and harm. This will involve looking at what the Service delivers and what can be done differently.
4. Authorities and forces must **increase productivity at the frontline in order to deliver more for the same** (p4-8). Alongside work to increase productivity at the frontline, authorities should seek to **deliver savings in back office functions by getting enough for less** (p9-13). Achieving both these aims will require a rigorous examination of how business change can achieve this. Benchmarking, management information and Her Majesty's Inspectorate of Constabulary (HMIC) value for money profiles will be central to this examination.
5. The White Paper signals continuing support for voluntary mergers where there is a strong case for doing so. Beyond this, authorities and forces should consider whether the current **Basic Command Unit (BCU) structure** enables forces to maximise delivery for the public. In particular, authorities and forces should think hard about whether they could get

better value for money by carrying out a fundamental transformation in the way that they are structured to deliver. The High Level Working Group¹ (HLWG) encourages debate and discussion within the Service on this point.

6. To be able to increase delivery and balance budgets, authorities and forces will need to ensure that their business processes are as efficient and effective as possible and they must adopt **business process improvement** as part of their ongoing efforts to increase value for money. In delivering these improvements, authorities and forces must realise the full benefits this work can bring, not just in freeing up time by making systems and processes more efficient, but also in using that time to make staff more productive.
7. Authorities and forces need to do better on **deployment** (p4-6). The public want to be able to see the police at the right times and in the right places and authorities and forces must ensure that their shift patterns enable them to meet this demand. In conjunction with this, we would expect to see authorities and forces bear down on their **overtime costs** (p4-6).
8. Better **procurement** (p10) of goods and services and delivery of **IT** (p11) will deliver cashable savings for the Service. This represents a significant opportunity for the Service to save money and it is imperative that the tripartite, with support of the National Policing Improvement Agency (NPIA) and HMIC, does all it can to deliver these savings.
9. The Service must also look to **reduce the costs of support services** (p11-12). Part of this will require making those processes more efficient through application of **business process improvement** work. In addition, authorities and forces should consider the **optimum number of staff** in these functions required to deliver support services to the frontline and consider supplying support services either through **collaboration** or the **lead force** model going forward.
10. It is vital that the Service, and its local partners, do not retreat into their organisational silos under budgetary pressure. **Increased partnership working** (p16-18) can make services go further and has the potential to deliver positive outcomes for the public in terms of community safety and confidence. Increasing value for money is a challenge for the whole Criminal Justice sector, so **better working arrangements with other Criminal Justice System (CJS) agencies and improved joint working between Local Criminal Justice Boards (LCJBs) and Crime and Disorder Reduction Partnerships (CDRPs)/ Community Safety Partnerships (CSPs)**, helped by the Service being a member of each (p17-18) will be central to this partnership work, as will work with social services agencies.
11. As part of this approach authorities will publish a **Value for Money Statement** (p15) as part of their local policing plan. This statement will set out their locally determined value for money target and will detail how they intend to meet that target. While some of the content will be determined by locally-established efficiency initiatives, we would expect to see the statement contain details about the key areas identified in this report.
12. This report is structured around the following headings:
 - **Frontline**. This section will focus on workforce related issues, including:

¹ Membership of the High Level Working Group is at Annex A.

deployment, overtime, workforce mix. It will also look at those parts of the frontline where most resources are concentrated.

- **Back Office.** This section will focus on procurement, IT and other business support functions.
 - **Enabling Value for Money (VfM).** This section will focus on the overall architecture for delivering the work set out in the previous sections. It will look at leadership and business skills, benchmarking and performance management, along with partnership working. This section will also provide further detail on Value for Money Statements.
13. The report identifies a series of deliverable actions, both for individual authorities and forces and for the tripartite nationally. Going forward, we will expect authorities and forces to work with national partners on each of the individual projects to ensure the level of savings and improvements are delivered. The actions comprise those programmes of work already underway, such as the evaluation of the Workforce Modernisation sites and the development of the Productivity Framework, as well as programmes of work that will begin as a result of discussions in the High Level Working Group. We intend to add to this list of actions, including, where possible, populating it with potential savings that, working together nationally, we will deliver.
14. Many of the ideas in this report are grounded in the experience of the Service and there is a wealth of experience and knowledge among authorities and forces about how to deliver efficiency gains. Of course, money will be saved simply by being more frugal. But, if the experience and knowledge were applied right across the Service, this has the potential to deliver significant improvements in value for

money.

15. It is vital that the Service pulls together to deliver these savings in order to balance budgets and improve value for money. While nationally there is much work that can be done, we will expect authorities and forces to work with the tripartite to ensure they make the required improvements in value for money.

BACKGROUND

16. On 13 July 2009, the Home Secretary hosted a Policing Seminar in London to discuss the key upcoming challenges for the Police Service – the issues discussed included going further and faster on improving value for money.
17. Subsequently, the Policing Minister commissioned a High Level Working Group with the following remit:
- To report in advance of the White Paper on how authorities and forces ensure that they increase value for money now so that they continue to balance budgets and improve delivery from April 2011 onwards;
 - Issues the report should consider include:
 - (i) How to identify significant opportunities to further increase value for money;
 - (ii) How authorities and forces ensure they have the necessary organisational capacity and capability to deliver those improvements;
 - (iii) What the tripartite nationally should do to assist.
18. This report will enable the Service to recognise and go further and faster on delivering value for money to meet the challenge of continuing to balance budgets

and enhancing service quality from April 2011 onwards. It will form a crucial part of the Service's work to deliver the commitments in the White Paper.

FRONTLINE

19. Over 80% of police service revenue is spent on officers and staff. To get the most from this money we are clear that authorities and forces must work to improve productivity at the frontline to get more for the same. **There must not be a reduction in either the level or the quality of the service the public receive; indeed, both must rise.**

WORKFORCE

20. Central to this work is more effective **deployment and shift patterns**. We know that the public want to see the police at the right times and in the right places. To improve availability of officers and staff, forces should ensure that their current shift patterns mean that more officers are available at periods of high demand. Added resilience can be created through use of the **Special Constabulary**.
21. The Policing Green Paper² made it clear that Chief Officers also needed to determine whether their **workforce mix** of officers and staff will deliver the best service to the public. This means **ensuring that the number of officers in administrative or back office functions is kept as low as possible and using administrative staff to reduce the administrative burden on frontline officers**. Authorities and forces should act on the opportunities that emerge from the evaluation of the Workforce Modernisation programme when it is published in early 2010 and the NPIA will support them in doing so.
22. Better deployment and shift patterns that match demand for policing services are a vital part of managing the use of overtime by forces. The **overtime** bill amounts to almost £0.5 billion of the paybill across England and Wales and we would expect authorities and forces to **reduce this significantly**. It is important that authorities and forces think hard about where and when overtime payments are needed in order to deliver for the public. Some overtime is funded by outside groups and paying overtime for policing events such as football matches prevents abstraction from the frontline. But this does not account for the entire overtime bill. The Chartered Institute of Public Finance and Accountancy (CIPFA) actuals 2007/2008 show that authorities and forces received £32 million from Special Police Services (such as charging for policing specific events). If all this was paid at overtime rates, this still leaves £468 million. We would expect to see authorities and forces take active steps to **reduce this significantly**.
23. We would expect authorities and forces at a local level to deliver some of these reductions. In particular, there is a **three pronged approach to reducing overtime** which forces can follow to reduce overtime expenditure:
 - Increased management control;
 - Process improvement to reduce the demand for policing services;
 - Effective deployment.
24. Home Office research into overtime set out a number of ways in which **increased management control** could be achieved:
 - Training staff, particularly those at supervisory grades;

² *From the Neighbourhood to the National: Policing our Communities Together* (17 July 2008)

- Developing and distributing user-friendly guidance;
- Senior Leaders providing clear direction on the importance of following these processes to their workforce;
- Increasing accountability among budget holders;
- Improving the financial management skills of supervisors.
- Decreasing the number of pending events (delivering £3.36million in productivity gains);
- Reducing incident desk queuing volumes (delivering £1.37million in productivity gains);

Sustained application of business process improvement methods has the potential to deliver significant reductions in the demands placed on the time of officers and staff and the Service should seek to apply these methods wherever possible.

25. We would expect application of **business process improvement** to bring about reductions in bureaucracy by reducing unnecessary demands on officers and staff. This is about more than amending forms and reducing the amount of data that forces collect, which was addressed in Sir David Normington's Data Burdens Review.³ It is also about harmonising systems and processes to ensure that they have the least possible impact on officers and staff. Research undertaken by Jan Berry, Independent Reducing Bureaucracy Advocate, found that the booking-in process caused the longest delays in custody owing to insufficient levels of staff working during periods of high demand.⁴ Better management of this process should lead to improvements in the efficiency of this process. Evidence from QUEST shows that reducing custody waiting times by only 30 minutes could deliver £1.39million of productivity gains.

26. The application of QUEST to operational policing has delivered impressive results, including:

- Reducing the time it takes to investigate crimes (delivering £1.6million in productivity gains);

27. The aim of **effective deployment** should be to match the use of the police workforce to the demand for policing, which includes the visible demand at busy times of the week, the public's local priorities and the sometimes less-visible demands of dealing with risk, threat and harm to the public. Effective deployment will also assist with bearing down on overtime spend. Home Office research on overtime finds that teams with the highest overtime spend are often those teams whose shift patterns have not been amended to match better the demand for policing services. In a large number of cases, these teams are investigative teams. In taking decisions about shift patterns, forces must not restrict themselves to decisions about the working patterns of neighbourhood and response functions: **decisions about deployment and shift patterns should apply right across the force.**

28. The regulations on the payment of overtime are, as the White Paper states, overly complex and difficult to interpret. This should not, however, be an excuse not to take forward the three pronged approach to reducing overtime. The regulations on payment of overtime can be summarised as follows:

³ <http://police.homeoffice.gov.uk/publications/police-reform/data-burdens-review2835.pdf>

⁴ 'Police Custody Process Research', published as part of the *Reducing Bureaucracy in Policing report* (2 December 2009), p100.

'Overtime' type	Rate
End (or start) of shift	Time and 1/3 , minus first 15 or 30 minutes depending on notice given.
Recalled between shifts	Time and 1/3 , minimum of four hours payment (This includes taking a short phone call requiring a decision).
Working on a rest day	Double time (for less than five days' notice) or time and ½ (for between five and fifteen days' notice)
Working on a bank holiday	Double time plus a day off in lieu (for less than eight days' notice)

Nationally, in line with the White Paper commitment we will, with partners, consider how to simplify the rules around police officer overtime. We recognise that as well as the overtime provisions within police regulations, there are those which govern changes to shift systems and rostering which are relevant to increasing the effectiveness of deployment. With partners, we will also consider how to simplify these rules subject to negotiation through the Police Negotiating Board. Work is already underway in this area and we acknowledge the contribution this work has made.

29. Effective deployment will be one of the key areas that will be inspected in the *Working for the Public Inspection* in 2010. This inspection will test whether forces are led, organised and developed to be productive in working for the public and will provide authorities and forces with details about the current capacity to deliver improvements in productivity. **The tri-partite Productivity**

Framework⁵, which will inform the inspection methodology, was published on 15 January 2010 and followed by a series of NPIA hosted workshops in late January and early February 2010. Publication of the framework will provide authorities and forces with an early indication of their current level of productivity, ahead of **inspections due to begin later in 2010**. Authorities and forces should build on the results of this Inspection.

30. Some forces are looking at innovative ways of **training** their workforce, either by focusing recruitment on individuals with Special Constabulary experience or by linking-up with local colleges to provide external accreditation for those looking to join the Service. We would encourage other authorities and forces to give consideration of how they can gain better value for money from the way they train new recruits. Training is a significant area of expenditure for the service and other opportunities for innovation include considering outsourcing of some provision.

BIGGEST FUNCTIONS

31. Over 80% of police funding is spent on the workforce. 60% of the workforce can be found within seven functions: response; neighbourhoods; CID; control rooms; criminal justice units; intelligence; traffic. The Group is clear that **authorities and forces must focus on these biggest functions as a central part of their work to increase productivity**.
32. There are already examples of work being done across the Service to improve productivity in the biggest functions ranging from application of QUEST-style business process improvement work (in response, criminal justice units and

5 http://police.homeoffice.gov.uk/publications/human-resources/wftp_framework_v/2835.pdf

intelligence), to the Workforce Modernisation programme (in Investigation).

33. As part of their work to improve processes in these areas, authorities and forces should seek to **reduce bureaucracy** within these biggest functions. Research carried out for Jan Berry's report into the custody process and emerging findings from follow-up research into case-building show that there is scope to reduce bureaucracy in both these areas. Nationally, since the challenge to increase value for money is one for the whole policing sector, we will work to deliver the improvements that can be made to Criminal Justice Units (CJU) processes. More widely and where there is evidence that nationally prescribed processes or data collection unnecessarily keep officers off the streets we will continue to consider opportunities to reduce such burdens. Considerable progress has already been made in reducing the volume of centrally imposed data collection, through Sir David Normington's Data Burdens Review. There is also good evidence from QUEST and from mobile data trials of how local process improvement can support, for example, good quality crime recording without officers having to return to the station. Planned reductions in locally imposed bureaucracy, including reducing the number and extent of forms and eliminating all unnecessary data requirements will feature in Value for Money Statements published as part of local policing plans from 2010/11.
34. An important part of this will be **increasing the use of discretion** by officers, based within a professional framework. Lessons from the **four force pilot** demonstrate the positive impact of increased discretion both on the workforce and on the public. Forces should

incorporate the lessons learned from this pilot into the way in which they respond to crime within their area. **Training** would be required to support moves towards increasing discretion. We would expect to see a **reduction in the number of gatekeepers** as a corollary to this work. Greater use of discretion should also include the proportionate use of alternative out of court disposals. The Office for Criminal Justice Reform is currently leading a review of such disposals and is expected to report in March 2010.

35. We recognise that there is more that could be done to assist forces improve productivity in their biggest functions. Nationally, we will be working to **generate further learning** in this area. We are currently undertaking **research** looking at productive practice in the biggest functions and will share the results of this research with the Service. In addition, there is work to be done on identifying information that provides details on when processes are functioning efficiently and effectively. At a national level, work will be carried out to ensure that this can be provided to authorities and forces.
36. The White Paper signals **continuing support for voluntary mergers** where there is a strong case for doing so. Authorities and forces should also consider whether the current **BCU structure** enables forces to maximise delivery for the public. In particular, forces and authorities should think hard about whether they could get better value for money by carrying out a fundamental transformation of the way they are structured to deliver. Some authorities and forces have already begun to think about their internal structures and others should do the same.

37. Some aspects of restructuring are closely aligned to ways in which the number of people working in back office business support functions could be reduced. Authorities and forces could **remove HR and finance functions from BCUs and base them centrally at headquarters**. As well as enabling BCU commanders to focus more of their attention on operational policing matters, this could yield other benefits not simply in reducing the size of the workforce, but also by removing duplication.
38. Going further, authorities and forces may wish to **consider whether there are other aspects of policing that could be delivered centrally**. Forces that have opted for this approach have also centralised their response functions as well, enabling them to direct their response resources to critical incidents across the county more quickly.
39. As a Group, we consider there is merit in debating whether changing the current BCU structure could deliver better value for money.

Frontline: Actions and estimated completion date

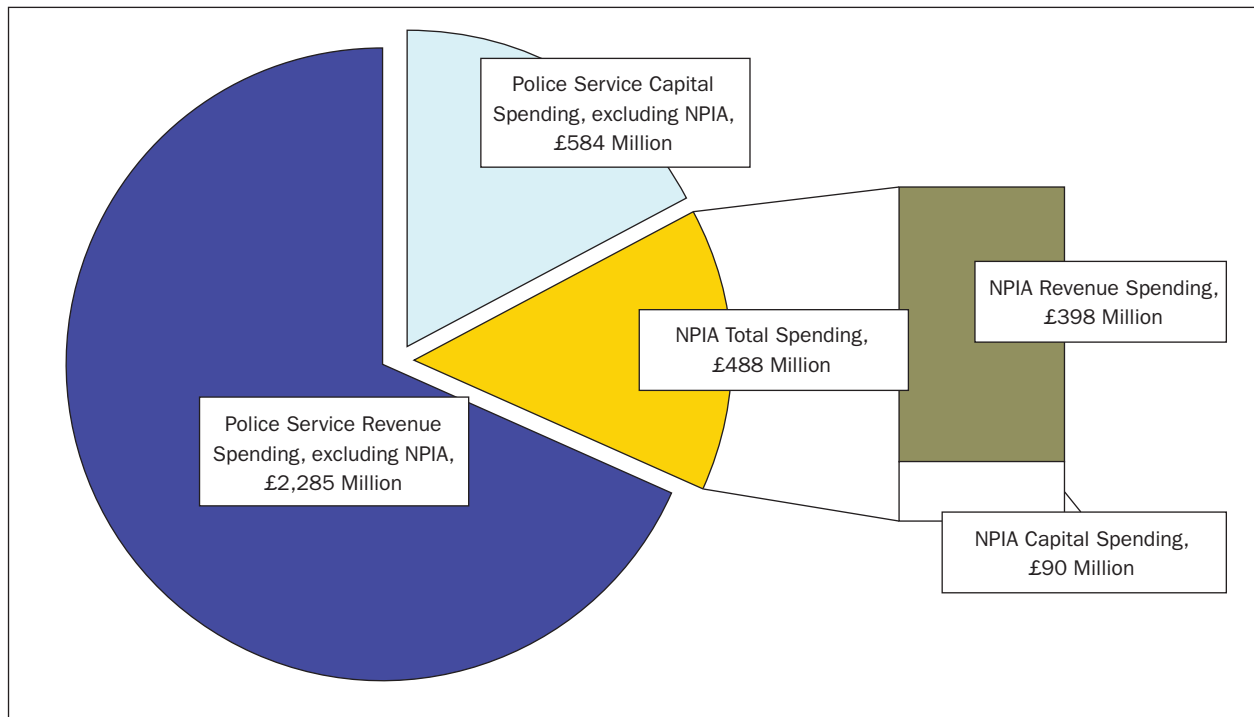
Action	Owner	Date of Completion
Publication of the Productivity Framework	ACPO/Home Office/APA (custodian NPIA)	January 2010
Workshops on <i>Working for the Public</i> Inspection 2010	NPIA	January/February 2010
Publication of Home Office research on overtime	Home Office	February 2010
Final evaluation of workforce modernisation pilot sites	Home Office and NPIA	February 2010
Analysis of demand patterns and decisions taken about shift patterns and deployment by forces	All forces	April 2010
Publication of further learning of further learning about effective practices within the biggest functions	Home Office and NPIA	April 2010
Identification and publication of indicators that identify the efficiency and effectiveness of core processes that cut across the biggest functions	Home Office and NPIA	April 2011
Develop and cost options for improving pay structures around overtime and rostering	Home Office, Association of Chief Police Officers (ACPO) and Association of Police Authorities (APA)	to be decided
Clear statement by authorities and forces on the amount to which the overtime bill will be reduced	All authorities and forces	June 2010
Start of HMIC <i>Working for the Public</i> Inspection 2010	HMIC	Spring/Summer 2010
Adoption of methods and lessons learned from the four force pilot	NPIA, all forces and authorities	Ongoing

BACK OFFICE

40. The White Paper sets out the scale of ambition for the Service. Delivering the savings in the White Paper will require constant focus on back office functions, ensuring cash savings are realised. Nationally, work will be undertaken to support the Service to deliver these savings,

particularly in procuring core goods and services and IT. Locally, authorities and forces should seek to make further savings in functions such as HR and finance. However, much can also be done simply through being more frugal, and we would expect to see authorities and forces working hard to embed a more frugal approach within their workforce.

Procurement



Total police non-pay related spending on goods and services 2007/08

Sources: CIPFA Police Statistics, 2007/08 Actuals; NPIA Report & Accounts 2008/09

41. The Service spends some £3.3 billion per annum on goods. Of this, some £2.8 billion is spent by authorities in England and Wales through contracts led nationally, regionally or locally. Work done by the NPIA suggests that these arrangements could yield savings of up to £200 million by 2014. There are already examples of how collaborative procurement arrangements have saved money and increased productivity. The Wave Plan and a multi-force forensics collaboration, along with others, are examples of how **collaborative procurement arrangements** have delivered cash savings. The White Paper announced the Government's commitment to mandate procurement of a set of goods and services and the Group expects authorities and forces to move towards these arrangements. Beyond this, we will also expect authorities and forces to work together on a local and regional level to create collaborative procurements of other goods and services to deliver these savings on a wider scale.
42. To deliver the savings the Wave Plan has the potential to deliver, the NPIA has identified the following categories of goods and services that can be procured through nationally agreed contracts:
- **Vehicles** – a new framework agreement for the range of vehicles used by the Service is already under development. For the first time, this framework will include a general patrol vehicle ready to use in police livery with blue lights. When fully in use in all forces, this framework could deliver savings to the Service of £14 million per year.
 - **Body Armour** – work is being led by the Metropolitan Police supported by NPIA with a contract due to be awarded in April 2010. The annual spend by the Service on this vital front-line equipment is £20 million per year, and the contract is expected to save a minimum of 3%.
 - **E-forensics** – The Service must keep pace with technological changes by using technologies to protect the public. There is increasingly important work to analyse and extract evidence from computers, mobile phones and other digital equipment. By April 2012 the first ever national framework for these e-forensics will be in place with the new standards set out by the Forensics Regulator. This will offer savings over existing individual force arrangements, but it is too early to quantify them.
43. The **champion/challenger** model will apply to nationally agreed contracts to ensure that where an alternative to an existing national framework or contract can offer better value for money to the Service as a whole it can be adopted by the whole Service.
44. According to this model, nationally agreed contracts would be **champions**. Adopting a champion product rather than taking a requirement to the market place saves the costs and time of a procurement process. Forces can **challenge** an existing champion and such challenges, when they are successful, may lead to changes to improve the existing champion for the benefit of the Service.
45. Planned timing of other categories of goods and services for which national or regional contracts will be put in place are:
- a) **By April 2011** – a new national contract for mobile phones and BlackBerrys, work is being led by the Metropolitan Police supported by NPIA; a national framework for digital evidence; national framework for consultancy; regional

contracts for translators and interpreters led by Thames Valley Police; and a collaborative approach to Olympics requirements with NPIA co-ordinating and negotiating nationally or across five lead forces where appropriate.

- b) **By April 2012** – refresh or replacement of the national framework for forensics also, national framework for e-forensics; a single national uniform for police officers and a distinct single national uniform for Police Community Support Officers (PCSOs); provide the police Service in England and Wales with a fingerprint identification system with the capability to search palm prints and marks.
 - c) **By April 2013** – regional contracts for construction, hard and soft facilities management; secure continuing capability for on-line scanning and searching of fingerprints.
46. Further key items for procurement on either a national or regional basis will be identified going forward. For some goods and services, it is more sensible to approach the market on a regional basis, including where there are opportunities to work regionally across the public sector. Central to this movement will be the **information** available to authorities and forces about the value of these contracts and we will work to provide authorities and forces with the information they require to deliver cash savings through procurement.

IT

47. Spend on ICT is the largest category within goods and services, amounting to just over £1 billion. **The Information Systems Improvement Strategy (ISIS) represents an opportunity to deliver significant savings** (£200 million by 2014). Of course, ISIS is not simply about the provision of

ICT equipment. ISIS will deliver significant improvement in business processes and will facilitate broader collaborative agendas. The big benefits will come when forces collaborate with their partners to procure their IT and make business process changes and harmonisation to achieve savings and improve resilience.

48. By April 2014, authorities and forces will have moved to within a year of a fully converged and standardised infrastructure. The ISIS Programme will rationalise and reduce the number of data centres thus reducing costs of ICT infrastructure. The Programme will support police forces in driving out some £200 million of savings each year as a consequence of lower costs locally and lower costs for the provision of national systems.
49. It is vital that authorities and forces continue to support ISIS by, for example, reviewing ICT investment decisions against ISIS principles.

SUPPORT SERVICES

50. Operational and business support services must operate economically, efficiently and effectively. While this is an area that has the potential to deliver cash savings, there are different approaches authorities and forces should consider to release these savings.
51. First, authorities and forces must use **business process improvement methods** in these areas. Often this can be the most cost-effective and quickest way of reducing costs and can engender a culture of continuous improvement in forces. Until this point, QUEST has focused on delivering improvements in areas of operational policing. The evidence of the improvements it has delivered is impressive and authorities and forces should seek to apply QUEST, and other business

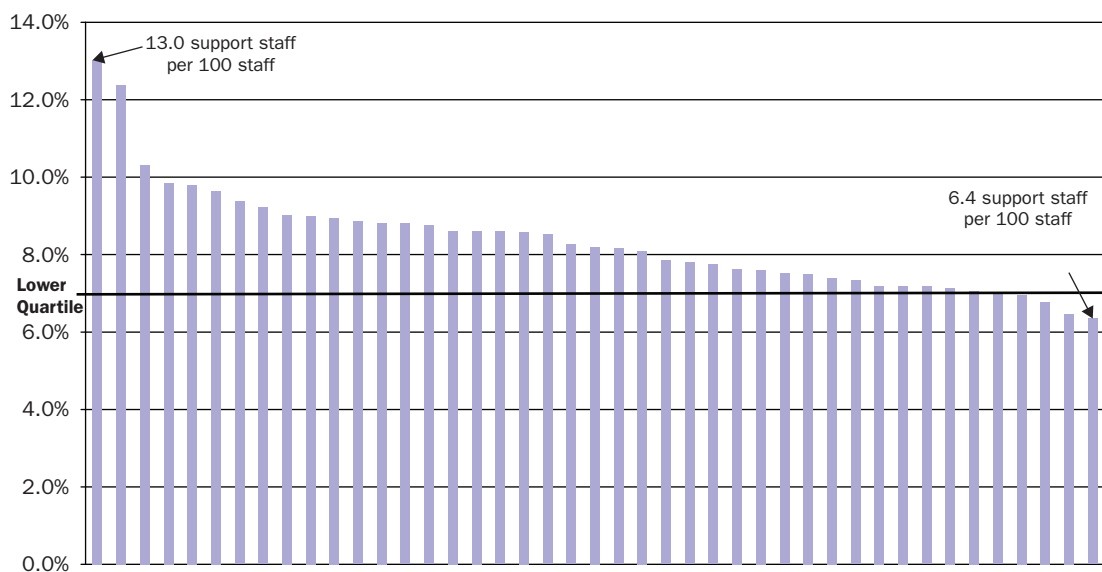
improvement methodologies, to other areas of their work.

52. Second, authorities and forces should **consider whether back office support services are operating with the optimum level of staff**. As the graphic below shows, there is wide disparity between the levels of support (finance and HR) staff per 100 members of the workforce across England and Wales. Most of the spending in this area is on people and we would expect to see authorities and forces reduce the number of staff in support functions to the lower quartile (7.1 staff per 100 members of the workforce). If authorities and forces were able to meet this aspiration, this would produce cash savings of £75million. These measures are affected by the choice of business model (in particular the degree of contracting out). However, the comparison does throw up questions that forces with relatively high numbers of the workforce in business support functions need to address.

53. Reducing the size of the workforce in these areas can be achieved by a variety of means. Some forces have already **centralised** their business support services and delivered cash savings in the process. **Shared services centres** have shown the potential to deliver savings and, where possible, we would encourage authorities and forces to enter into agreements with other partners, either other forces or other local partners, to establish joint back office arrangements. However, as an alternative, authorities and forces should consider the **lead-force model** as a basis for providing back office and corporate services or **outsourcing** in order to deliver cash savings.

54. Nationally, we will consider what else is required in order to ensure that these arrangements can take place, including national shared services and further opportunities to outsource services. For example, we will review with the Service how best to undertake pensions administration.

Business support workforce (excluding IT workforce) per 100 total workforce
A range of 2:1 between highest and lowest



source: ADR 601 2009/09.

ADDITIONAL AREAS FOR WORK

55. There is work to be done looking at non-core policing functions that could be delivered nationally. Some of these functions will be back office support services, but there may be others. For example, compared to other organisations the police service outsources very little of its training provision and there is a well developed market for much training. There are other functions where the lead force model is likely to be appropriate; if one force already has a good process in place then it may be well placed to take on delivery of that process on a larger scale for other forces. We will take forward this work.
56. The Group recognises that, in addition to these areas, there are a range of systems and processes, such as those operating in control rooms and in custody, used across England and Wales where further information would help to improve value for money. In particular, we acknowledge the need to produce **comparative information about the cost of these processes** to enable authorities and forces to take decisions about how to drive further improvement, looking across the Service for better, more effective ways of working. Nationally, we will work to provide the Service with this information to enable it to drive efficiencies. As a first step we aim to provide information on the indicators used in QUEST projects to assess the effectiveness of particular processes, together with details of the practical steps taken to drive improvement in those indicators. In the meantime, even where good comparative information on process costs has still to be developed, there is increasing information about function costs and staffing (from HMIC VfM profiles and the Policing Objective Analysis). Authorities and forces should make use of this

information to consider where costs can be driven down.

57. While it would not reduce the gross cost of delivering services, there may also be opportunities to increase the amount of income generated by the service, or the flexibility with which income can be used. Opportunities include the amount of cost recovered where special police services are provided, the amount received from asset recovery or flexibility in the use of capital receipts. The latter is one aspect of a wider opportunity to consider the value for money obtained from the police estate, including the scope to collaborate with other agencies to meet police service property requirements. The HLWG will consider these opportunities further.

Back Office: Actions and estimated completion date

Action	Owner	Date of Completion
Business Process Improvement work undertaken to improve the efficiency and effectiveness of operational office support services	All authorities and forces	Immediate
National procurement of standardised general patrol vehicle	NPIA	July 2010
Nationally agreed contract for the procurement of body armour	MPS, the NPIA	April 2010
Identification and publication of information on cost of core processes	HMIC and NPIA	April 2011
A new national contract for mobile phones and Blackberrys;	NPIA	April 2011
A regional contract for digital evidence	NPIA	April 2011
Secure continuing national network capability for the Police Service;	NPIA	April 2011
A national framework for consultancy, supported by the Metropolitan Police Service;	NPIA	April 2011
Regional contracts for translators and interpreters;	NPIA	April 2011
A single national uniform for police officers and a distinct single national uniform for PCSOs	NPIA	2012
Refresh (or replace) national framework for forensics	NPIA	April 2012
Nationally framework for e-forensics	NPIA	April 2012
Secured continuing capability to provide the Police service in England, Scotland and Wales with radio communication services	NPIA	April 2012
Secure continuing capability to provide the Police service in England, Scotland and Wales with a fingerprint identification system, with the capability to search palm prints and marks	NPIA	April 2013
Secure continuing capability for on line scanning and searching of fingerprints	NPIA	April 2013
Construction, building maintenance and services – the requirement in this case will be for collaboration within each region and in Wales	NPIA	April 2013
Further refresh or replacement contract for forensics	NPIA	April 2014
Rationalised data centres to a small number reducing the cost of ICT infrastructure	NPIA	April 2014
Reduction in size of workforce in back office support service functions, including through outsourcing	All authorities and forces	Ongoing
Provision of core set of HR related functions on national basis	NPIA	to be decided

ENABLING VALUE FOR MONEY

58. This section will focus on delivering the improvements in productivity and the savings identified above. The emphasis will be on what the tripartite, along with the NPIA and HMIC, will do nationally to assist.

VALUE FOR MONEY STATEMENTS AND ACCOUNTABILITY

59. As financial pressures become tighter, the taxpayer will demand that the Service gets value for money. It will become important for authorities and forces to be transparent in the way in which they spend their money, particularly in those areas where we believe there is scope to deliver better value for money.

60. As part of this approach, authorities will publish a **Value for Money Statement** as part of their local policing plan. This statement will set out their locally determined value for money target and will detail how they intend to meet that target. While some of the content will be determined by locally-established initiatives, we would expect to see the statement contain details about the key areas identified in this report.

61. In particular, we would expect to see Value for Money Statements include:

- Improvements in deployment of officers and staff;
- Reductions in overtime;
- A programme of business process improvement;
- Reductions in locally imposed bureaucracy;
- Converging IT nationally as part of the ISIS programme;

- Streamlining support services;
- Local approaches and collaboration;
- Economising to make savings in wider overhead expenses.

62. At a local level, we would expect to see the Value for Money Statement serve as a basis for **performance management** of value for money. Authorities should hold their local Chief Officer Team to account for the commitments made in the statement. As part of this, annual reports should also contain a review of performance in relation to Value for Money Statements, setting out where the locally set value for money targets have been reached and, crucially, where they have not.

63. The performance management regime will be strengthened by a **value for money inspection carried out by HMIC and the Audit Commission commencing in 2010**. This inspection will focus on the extent to which authorities and forces have acted on the lessons of this report and used it to identify areas within their current spending patterns and business framework to deliver better value for money.

64. At a national level, the performance management framework will be supported by the **Police Performance Steering Group**. This group will act on the findings from the value for money inspection and, alongside other available data, identify areas where further value for money improvements could be made.

BENCHMARKING

65. Key to this package of productivity improvements and savings will be the quality of **information** to which authorities and forces have access and will help prioritise those areas where value for money can be improved.

66. There is already a range of **benchmarked data** that can assist forces to identify areas in which value for money could be improved: HMIC's **value for money profiles** and forthcoming Police Report Cards; the Audit Commission's **PURE assessments**; the NPIA's **Wave Plan**, and the comparative financial information produced by forces for the **Police Objective Analysis**. Once initial data quality problems are resolved, all these data streams will provide information to the Service about where they need to focus to deliver savings.
67. Elsewhere, research and management information should also be improved to allow forces to **create system maps of the root causes of crime and the value for money of different types of intervention**. This will allow for better prioritisation of resources at force and authority level, and also provide information for national prioritisation of policing resources.

BUSINESS SKILLS

68. The **capacity of authorities and forces** needs to be increased in order to deliver value for money improvements. Work will need to begin immediately to improve the business skills of existing and those seeking to become chief officers in the near future, with work to improve the business skills among aspiring chief officers and middle manager ranks. The NPIA are currently amending the **Strategic Command Course** and the first element will now focus on improving business skills. In the medium term, the NPIA will develop a formal **business skills training programme** aimed at aspiring chief officers and middle managers.

69. The business skills of civilian employees also needs to be strengthened. The Service also needs to address the skills of those who provide business support.
70. More work needs to be done to improve knowledge retention of the major change management projects undertaken across the Service. Nationally, work will be undertaken to strengthen this.

WORKING WITH PARTNERS

(i) Policing Partners

71. As we have stressed throughout this report, collaboration with other parts of the Service has the potential to deliver significant benefits.
72. The benefits of collaboration are not confined solely to enabling the Service to save money through, for example, procurement. **Regional collaboration** over approaches to counter-terrorism and serious organised crime, along with other **local collaborations** (such as the Hertfordshire and Bedfordshire collaboration on major crimes) have helped increase the Service's familiarity with the measures that need to be in place in order to derive the most benefit from collaborative working arrangements. Nationally, we will provide further information by publishing **Statutory Guidance on Collaboration**. This guidance will include the ability to link effectively with neighbourhood policing in the accreditation scheme for collaboration between forces.
73. In entering into further collaborative arrangements, authorities and forces should seek to build, wherever possible, on existing arrangements and patterns. This will assist

with keeping governance structures simple and, more importantly, sharing information from one force to another. Although this must not act as a check on movement towards collaboration, forming regular patterns of collaboration with the same or similar partners over time is something that authorities and forces should consider.

(ii) LCJB partners

74. We are clear on the need to **improve productivity across the Criminal Justice System, all the partners in the CJS face the challenge to increase value for money**. Work in Sussex (with the Cabinet Office) and in West Yorkshire (with QUEST), along with emerging findings from the research into file building as part of the ten processes work being undertaken by Jan Berry in her role as Independent Reducing Bureaucracy Advocate, reinforce our view of the need for work in this area and Total Place is clearly signposting the real value in realising horizontal efficiency gains across the public sector in local areas.
75. There is much that CJS agencies locally can do to improve productivity. Work in London through Integrated Prosecution Teams, virtual courts and Streamlined Process has demonstrated the capacity to deliver improvements across the CJS.
76. As set out in the White Paper, LCJBs and CDRPs will be expected to work together to deliver a more joined up service to the public and to examine and improve the standards of service they are offering to their communities across the crime, anti-social behaviour and justice agendas, to meet local priorities in the most efficient and effective way. Given the commonality of their agendas and with the Service as a member of both LCJBs and CDRPs/CSPs, there is great potential for the Service

to lead the way in streamlining processes and aligning plans and objectives, working together with local partners to ensure a maximum contribution to public protection.

77. The role of Local Criminal Justice Boards is crucial. In particular, it is vital that they ensure that the systems and processes that connect each agency operate efficiently and effectively. **Business managers in each agency must work together closely to address inefficiencies and LCJBs should work to drive improvements**. The information those business managers need in order to deliver these improvements should already be available but, nationally, work will be undertaken to identify what data they should know in order to support LCJBs in this work.

(iii) CDRP partners

78. We are also clear about the value of **collaborating with other local services**. Evidence from the crime strategy⁶ demonstrates the benefits of closer working with local partners. It is imperative that this work is sustained. Local partners are heavily interested and involved in the same groups of individuals, families and communities and a coordinated response to these problems will be required to deliver improvements for the community. The single confidence target on improving public confidence in dealing with crime and anti-social behaviour puts partnership working at its heart and more effective partnership working will provide the public with better joined-up services at a local level.
79. Although **BCU level** is normally the most appropriate level for collaboration with non-policing partners, it is vital not to neglect **neighbourhoods** as this is where

⁶ <http://www.homeoffice.gov.uk/documents/crime-strategy-07/cutting-crime-09?view=Binary>

the practical join-up between frontline partners often happens to deal with the public's concerns. In particular, local partners will need to work together to ensure that **multi-agency approaches** to local issues are taken forward routinely. In addition to existing joint-working around themes being taken forward through Total Place, **joint working could be built around individual recipients**. The tripartite will shortly be publishing a **cross-Government Strategy on Safe and Confident Neighbourhoods**, which will build upon the success of neighbourhood policing and support all partners to work together at a neighbourhood level.

80. This will need to be supported by access to good management information. Information on the strength of partnership working in local authority areas was published as part of the **Comprehensive Area Assessment** in December 2009. The tripartite is also looking at how partnership working and problem solving could be incorporated into the Productivity Framework. Authorities and forces, in conjunction with their partners, must act on the results of those assessments. Lord Bradley's report⁷ on people in the CJS with mental health problems and ongoing work through **Total Place** will also add to this detail.
81. Collaborating with other local partners also has the potential to deliver savings in back office functions. These savings could be realised in a number of guises. There are already examples of **collaboration on shared services** between the police and other local partners (SouthWest One), but local partners may also wish to **consider co-locating frontline staff to deliver shared priorities** and sharing analytical staff as well as back office staff.

82. There are examples across the Service of **collaboration on blue light services**, but authorities and forces, together with local partners, should also give consideration to what other services should be brought together. Neighbourhood Policing Teams have already begun to operate from bases at the heart of their communities and consideration should be given to following the example set in some areas (NPIA/IDeA Exemplars of Integrated neighbourhood policing and management) of sharing facilities with other local agencies.

7 http://www.dh.gov.uk/dr_consum_dh/groups/dh_digitalassets/documents/digital/assets/dh_098698.pdf

Enabling Value for Money: Actions and estimated completion date

Action	Owner	Date of Completion
Local Criminal Justice Boards drive improvements across local systems and processes to improve CJS productivity	LCJBs	Immediate
Publication of Comprehensive Area Assessment	Audit Commission and HMIC	December 2009
Amendment to Strategic Command Course to incorporate improving business skills	NPIA	January 2010
Total Place	Home Office	February 2010
Publication Strategy on Safe and Confident Neighbourhoods	Home Office	February 2010
Publication of Statutory Guidance on Collaboration	Home Office	March 2010
Publication of value for money statements by authorities setting out how they will deliver their locally determined value for money target	All authorities	June 2010
HMIC undertake a value for money inspection of all authorities and forces	HMIC	to be decided

ANNEX A: MEMBERSHIP OF THE HIGH LEVEL WORKING GROUP ON VALUE FOR MONEY

Stephen Rimmer	Chair, Director General Crime and Policing Group, Home Office
Sir Norman Bettison QPM	Chief Constable, West Yorkshire Police
Dr Timothy Brain OBE QPM	Chief Constable, Gloucestershire Constabulary
Mark Burns-Williamson	Chair, West Yorkshire Police Authority
Robert Chambers	Chair, Essex Police Authority
Catherine Crawford	Chief Executive, Metropolitan Police Authority
Peter Fahy QPM	Chief Constable, Greater Manchester Police
Steve Finnigan QPM	Chief Constable, Lancashire Constabulary
Tim Godwin OBE QPM	Deputy Commissioner, Metropolitan Police
Brian Greenslade	Devon and Cornwall Police Authority
Stephen Kershaw	Director, Police Reform and Resources, Home Office
Grahame Maxwell QPM	Chief Constable, North Yorkshire Police
Paul Murphy	Chair, Greater Manchester Police Authority
Peter Neyroud QPM	Chief Constable, National Police Improvement Agency
Denis O'Connor CBE QPM	Her Majesty's Chief Inspector of Constabulary
Robert Summers	Treasurer, Norfolk Police Authority
Bill Wilkinson OBE	Treasurer, South Yorkshire Police Authority

