

Paul Johnson B.A. (Hons) C.P.F.A.
Chief Executive/Treasurer



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OUR REF:
YOUR REF:

DATE: 8th July 2009

WHEN TELEPHONING PLEASE CONTACT:

Paul Caton
0151 285 5504

To: The Chairperson and Members of the Value For Money Committee

Dear Sir/Madam

A meeting of the Value For Money Committee will be held on THURSDAY 16th JULY 2009 in the Meeting Room, 3rd Floor, Mercury Court, Tithebarn Street, Liverpool commencing at 11.00 am. **

An agenda for the meeting is enclosed.

Yours faithfully

A handwritten signature in black ink, appearing to read 'P. Johnson', is written over the 'Yours faithfully' text.

Paul Johnson
Chief Executive/Treasurer

** Please note the time of the meeting.

MERSEYSIDE POLICE AUTHORITY

VALUE FOR MONEY COMMITTEE

MEMBERSHIP

Elected Members

P Clein
A Jones
D Kerrigan
S Shaw
Mrs K Wood

Independent Members

Mr D Bradbury (Chairman)
Mrs V Davies
Mr T Kelly
Mrs F Street
Mr R Waring

MERSEYSIDE POLICE AUTHORITY

VALUE FOR MONEY COMMITTEE

16TH JULY 2009

AGENDA

PART 1

Apologies

ITEM		PAGE
1.	<u>DECLARATIONS OF INTEREST</u>	
2.	<u>MINUTES</u> The Chief Executive to submit the minutes of the meeting of the Committee held on the 19th March 2009	1.
3.	<u>REFERENCE FROM RESOURCES AND STRATEGY COMMITTEE – 9TH APRIL 2009: AUDIT COMMISSION'S EXTERNAL AUDIT PLAN 2009/10</u> The Chief Executive to report that at its above meeting, the Resources and Strategy Committee referred the Audit Commission's External Audit Plan 2009/10 for information. (attached)	5.
<u>REPORT OF THE CHIEF EXECUTIVE</u>		
4.	UPDATE ON THE REVIEW OF THE INDEPENDENT CUSTODY VISITING SCHEME	13.
<u>REPORTS OF THE CHIEF CONSTABLE</u>		
5.	NATIONAL POLICE IMPROVEMENT AGENCY (NPIA) / PROTECTIVE SERVICES PROGRESS REPORT	23.
6.	CONTINUOUS IMPROVEMENT PROGRAMME 2009/10	27.
7.	<u>ANY OTHER ITEMS WHICH THE CHAIRMAN DEEMS TO BE AN ITEM OF AN URGENT NATURE</u>	

MERSEYSIDE POLICE AUTHORITYVALUE FOR MONEY COMMITTEE

At the meeting of the Value For Money Committee held on Thursday 19th March 2009 in the Meeting Room, Merseyside Police Authority offices, 3rd Floor, West House, Mercury Court, Tithebarn Street, Liverpool, the following Members were present: -

Elected Members

P Clein
Mrs K Wood

Independent Members

Mr D Bradbury (Chairman)
Mrs V Davies
Mr T Kelly

Apologies

Apologies were received on behalf of Councillors P Astbury and Mrs D Kerrigan and Mrs F Street.

7. Declarations of Interests

There were no Declarations of Interests received.

8. Minutes

The minutes of the inaugural meeting of the Value for Money Committee held on 15th January 2009 were received as a correct record and signed by the Chairman.

9. Presentation

The Committee considered a presentation by John Dayton (KPMG) and Karen Seaman (Service Improvement Programme Co-ordinator) on Operation QUEST.

The QUEST approach had been specifically designed to help police forces change the way in which they view and approach the core disciplines of performance improvement and change management. The intensive six month assisted phase is based around two main work streams - Process Improvement and Sustainability.

The four process areas typically examined as part of QUEST were:-

Incident Management and Resolution;
Crime Recording and Investigation;
Defendant Management; and
Patrol and Proactive Operations (Intelligence)

The Committee was informed that Defendant Management was the process area under review.

The Committee observed that the Police Authority as well as the Chief Officers Group would input as appropriate where QUEST is implemented. The Deputy Director of the

MPA suggested a Working Group of five Members would be established to critically review which items needed to be presented to the Committee.

RESOLVED- That the officers be thanked for the informative presentation.

10. Police Authority Self - Assessment Framework

The Committee considered the report of the Chief Executive which provided Members with the completed Draft Police Authority Self-Assessment Framework and sought Members' views and comments.

The Committee was advised that the final document will be used in future inspections of the Police Authority. The Chairman thanked the Deputy Director for the initial population of the Draft, which identified priority areas for improvement and would ultimately produce a Business Plan to remedy those areas requiring attention.

Members welcomed the Draft as a good basis for discussion and made a number of suggestions for further consideration, which included the Scheme of Delegation, Forward Planning and Delegated Authority in relation to CDRPs.

The Deputy Director invited Members' comments prior to the Away Day.

The Chairman suggested although this was last meeting of the Committee of the municipal year and in view of the workload of the Committee, a further meeting should be arranged.

RESOLVED –

- (i) That the Committee's comments on the Draft Police Authority Self-Assessment Framework be incorporated into the document;
- (ii) That the updated document be considered by all Members at an Away Day; and
- (iii) that a further meeting of the Committee be arranged prior to the commencement of the next municipal year.

11. Role of the Committee

The Committee considered the report of the Chief Executive which explored with Members the role and remit of the Committee and some of the immediate plans to progress this work further.

Members received progress reports on the main activities of the Committee, which were:-

- ñ Service Improvement Review - Independent Custody Visiting Scheme;
- ñ Inspection Processes; and
- ñ Operation QUEST

Members were advised that the APA would be seeking volunteers to act as peer reviewers of Police Authority Inspections.

RESOLVED- That the report be noted.

Minutes 7 to 11 received as a correct record the 16th day of July 2009

Chairman of the Committee

(The meeting closed at 12.20 pm)

MERSEYSIDE POLICE AUTHORITY

To: The Chairperson and Members of
the Resources and Strategy Committee

Meeting: 9th April 2009

Report of the Treasurer

Annual External Audit Plan 2009/10

1. Purpose of the Report

To bring to the notice of Members the Audit Commission's External Audit Plan for 2009/10 and the level of the planned audit fees for 2009/10.

2. Recommendation

Members are asked to note the Audit Commission's External Audit Plan 2009/10 as detailed in Appendix 1.

3. The External Audit Plan 2009/10

The District Auditor has requested that the attached audit plan and indicative fee for the 2009/10 be provided to this Committee so that Members views and comments can be fed back to them.

4. Financial and Staffing Implications

The Audit Commission have announced that their planned audit fee for 2009/10 will be £98,980. This is provided for within the Authority's 2009/10 budget. There are no staffing implications associated with this report.

5. Risk Assessment

There are no risks associated with this report.

6. Equality and Diversity Impact Assessment

There are no direct equality or diversity issues associated with this report.

7. Environmental Impact Assessment

There are no environmental issues associated with this report.

8. Conclusion

The Audit Commission's external audit plan has been compiled and is attached for Members attention.

Paul Johnson
Treasurer to the Authority

Contact Officer: John Riley, Assistant Treasurer (0151) 236 4748
Background Papers: none



Our reference audit fee 2009/10

30 March 2009

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Treasurer
Merseyside Police Authority
3rd floor
West House
Mercury Court
Liverpool
L69 2NU

Direct line 0844 798 3624
Email j-farmer@audit-
 commission.gov.uk

Dear Paul

Annual Audit Fee 2009/10

I am writing to confirm the audit work that we propose to undertake for the 2009/10 financial year at Merseyside Police Authority. The fee:

- ñ is based on the risk-based approach to audit planning as set out in the Code of Audit Practice and work mandated by the Audit Commission for 2009/10; and
- ñ reflects only the audit element of our work, excluding any inspection and assessment fees.

As I have not yet completed my audit for 2008/09 the audit planning process for 2009/10, including the risk assessment, will continue as the year progresses. Fees will be reviewed and updated as necessary.

The total indicative fee for the audit for 2009/10 is for £98,980 (exclusive of VAT) which compares to the planned fee of £101,070 for 2008/09. A summary of this is shown in the table below.

Audit fee

Audit area	Planned fee 2009/10	Planned fee 2008/09
Financial statements (incl WGA)	72,490	75,600
Use of Resources/VFM Conclusion	26,490	25,470
Total audit fee	98,980	101,070

Audit Commission, First Floor, Block 4, The Heath Technical & Business Park, The Heath,
Runcorn, Cheshire, WA7 4QF
T 0844 798 7300 F 0844 798 3551 www.audit-commission.gov.uk

The Audit Commission has published its work programme and scales of fees 2009/10 and the scale fee for Merseyside Police Authority is £98,980. The fee proposed for 2009/10 is in line with the scale fee.

In setting the fee at this level, I have assumed that the general level of risk in relation to the audit of the financial statements is not significantly different from that identified to 2008/09 and that Internal Audit will carry out work on financial systems set out in the Protocol for Liaison between Internal and External Audit.

We will issue a separate plan for the audit of the financial statements in April 2010. This will detail the risks identified, planned audit procedures and any changes in fee. If I need to make any significant amendments to the audit fee during the course of the audit, I will first discuss this with you and then prepare a report outlining the reasons why the fee needs to change for discussion with the Resources and Strategy Committee.

My use of resources assessments will be based upon the evidence from three themes:

- ñ Managing finances;
- ñ Governing the business; and
- ñ Managing resources.

The key lines of enquiry specified for the assessment are set out in the Audit Commission's work programme and scales of fees 2009/10. My work on use of resources will be risk based and will inform my 2009/10 value for money conclusion. For each risk, I consider the arrangements put in place by the Authority to mitigate the risk, and plan my work accordingly. My initial risk assessment is shown in the table below:

Risk	Planned work	Timing of work
Use of natural resources	One of the new areas being assessed is whether the Authority is making effective use of natural resources. We have little knowledge of the Authority's arrangements but will assess this as part of our work on Use of Resources.	April - June 2010

I will issue a number of reports relating to my work over the course of the audit. These are listed at Appendix 1.

The above fee excludes any work requested by you that the Commission may agree to undertake using its advice and assistance powers. Each piece of work will be separately negotiated and a detailed project specification agreed with you.

The key members of the audit team for the 2009/10 are:

Audit Manager – Tom Kelly 0844 798 4829

Team Leader – Geoff Burns 0844 798 4815

I am committed to providing you with a high quality service. If you are in any way dissatisfied, or would like to discuss how we can improve our service, please contact me in the first instance. Alternatively you may wish to contact the North West Head of Operations, Terry Carter (terry.carter@audit-commission.gov.uk).

Yours sincerely

Julian Farmer
District Auditor

cc Andy Stephens
John Riley

Appendix 1: Planned outputs

Our reports will be discussed and agreed with the appropriate officers before being issued to the Resources and strategy Committee.

Table 1

Planned output	Indicative date
Opinion Audit Plan	April 2010
Annual Governance Report	September 2010
Auditor's report (opinion on financial statements and value for money conclusion)	September 2010
Use of Resources report	October 2010
Annual Audit Letter	November 2010

MERSEYSIDE POLICE AUTHORITY

To: The Chairperson and Members
of the Value for Money Committee

Meeting: 16th July 2009

Update on the Review of the Independent Custody Visiting Scheme

Report of the Chief Executive of the Authority

1. Purpose of the Report

The purpose of this report is to update Members of the Committee on the review of the Authority's Independent Custody Visiting Scheme.

2. Recommendations

2.1 That the Committee notes the report.

3. Background of the Report

3.1 Members of the Value for Money Committee approved the recommendation to review the Independent Custody Visiting Scheme at its meeting of 15th January 2009. The review is being supported by a Steering Group whose Membership consists of:

Carolyn McConnell – Deputy Chief Executive
Cllr Rose Bailey – Chair of Community Partnership Committee
Maureen Lewis JP – Link Member for Custody
Rev Peter Beaman – Chair of Independent Custody Visiting Scheme
Inspector Mike Reid – Custody
Julie Flanagan – Performance and Policy Manager
Kevin Lloyd – Principal Auditor

3.2 Members of the Steering Group have met a number of times to determine the direction of the Review. The attached Project Initiation Document (PID) sets out the project brief, aims of the review as well as the benefits and outcomes. The PID also provides a timetable for the review, which shows that the information gathering and Interim Reporting will be done over a three month period between July and September 2009. It is the intention to provide an interim report to this Committee on 12th November 2009.

3.3 The following is a list of the activities that are ongoing:

- › Visits to 3 other Police Authorities to compare the approaches in relation to Independent Custody Visiting;

- › Presentation to the Independent Custody Visitors about the Review;
- › Attendance at the Custody Inspectors meeting at the Force to discuss the Review;
- › Determined a methodology for obtaining the views of detainees about the Scheme;
- › Collating the processes, policies and procedures that currently exist in relation to the Scheme;
- › Draft performance indicators or proxy measures that will inform the Authority of the performance of the Scheme;
- › Review the reporting mechanisms to the Community Partnership Committee;
- › Setting up a meeting between Custody Officers and Custody Visitors to undertake a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis;
- › Undertaken a review of the profile of the current Independent Custody Visitors; and
- › Review inspection documents from areas that have been jointly inspected by HMIC and HMIP.

3.4 The review will also enable the Authority to make an informed decision with regard to the methodology for service improvement reviews relating to the work of the Authority. At the same time the Force is using QUEST as the proposed vehicle for Force Reviews. It is the intention to bring a further paper to the Value for Money Committee setting out the approach the Authority might consider and the way in which future reviews might be selected.

4. Financial and Staffing Implications

There are no additional financial and staffing implications. The review is being undertaken by the Authority's officers as part of their regular review of services.

5. Risk Assessment

There have been no significant risks associated with the Independent Custody Visiting Scheme. The scheme is part of the Authority's assurance process in relation to the detention of detainees. The Independent Custody Visiting Scheme is one of the mechanisms that the Authority has to provide reassurance to the Community and to assist in the prevention of deaths in custody. Therefore it is important that the scheme is well run and it receives the necessary and appropriate support it requires.

6. Equality and Diversity Impact Assessment

6.1 The development and implementation of the Independent Custody Visiting Scheme has come out of events that centered the Civil Disorders in 1981. Lord Scarman's report in 1981 investigated those Civil

Disorders, and he advocated a system whereby members of the public from local communities could inspect the way the police detained people in custody.

- 6.2 As stated earlier the Custody Visiting Scheme continues to provide reassurance to the Authority, and to the wider community that there is independent scrutiny of detainees. It is important that all sections of our community receives this reassurance and participate in the Scheme. One of the aims of the Review will be to consider ways to communicate more widely the Scheme's existence and work but also to encourage more people from Black and Racial Minority backgrounds to become visitors.
- 6.3 The Equality and Diversity Project Board in the Unit will assist the review to ensure that all recommendations are Equality and Diversity Impact assessed.

7. Environmental Impact Assessment

There are no environmental issues directly associated with this report. Recommendations from the review will be assessed to consider any environmental matters.

8. Conclusion

Members are asked to approve the review of the Independent Custody Visiting Scheme.

Paul Johnson
Chief Executive & Treasurer

Contact Officer: Carolyn McConnell
Deputy Chief Executive of MPA
0151 236 4748

Background Papers: None



Service Improvement Review Project Initiation Document

Independent Custody Visiting Scheme

REVIEW INITIATION DOCUMENT	Document Ref & Version No. Version 2
	Review: Independent Custody Visiting Scheme
Author: Carolyn McConnell	Date: 17 th June 2009

1. Project Brief

Merseyside Police Authority (via the Value for Money Committee) has approved a Service Improvement Review of its Independent Custody Visiting Scheme (ICVS), which is one of its Statutory Functions. The review is intended to encompass all functions and associated services, in order to secure continuous improvement in this area of the Police Authority business. The Review will also consider economy, efficiency, effectiveness and quality of service which:-

- ñ Challenges the mechanisms and methodologies by which the Police Authority currently fulfils its statutory role, responsibilities and other activities associated with the ICVS (including the Animal Welfare Visiting Scheme [AWVS] ;
- ñ Compares its ICVS performance with other Police Authorities and if appropriate other organisations;
- ñ Consults with statutory and other partners (including the Chief Constable, Home Office, other public bodies, APA, HMIC and District Audit) and other stakeholders including the general public;
- ñ Considers opportunities for improving delivery of this core business activity; and
- ñ Considers opportunities for collaboration in the delivery of its ICVS activities.

The Police Authority has decided that a Service Improvement Review be undertaken to examine the operation and effectiveness of the ICVS, its role, function and activities, resources, support and structures by taking account of:-

- ñ Police Authority Self-Assessment Framework
- ñ Police Act 1996 and all related legislation
- ñ Joint Inspection Framework for Police Authorities
- ñ Joint HMIC & HMIP Inspection Protocols for Police Custody Facilities
- ñ Policing and Crime Bill
- ñ Roles, Responsibilities, Duties, Functions – A Guide For Police Authorities (APA)
- ñ Equalities Legislation

The Authority will therefore:-

- 1.1 Conduct a Service Improvement Review of the operation and effectiveness of the ICVS including its role, functions and activities, and the support arrangements in place to enable its delivery.

- 1.2 Define, map and where practicable cost the essential key processes associated with the key functions of the ICVS.
- 1.3 Critically analyse structures, functions and key processes within the ICVS in order to identify the potential for continuous improvement and how the Authority:-
 - a) Discharges this core responsibility.
 - b) Represents & engages the community on ICVS matters.
 - c) Markets the service both with the Merseyside Police Service and with the public it represents.
 - d) Supports & develops the ICVS and its visitors.
 - e) Evaluates and implements improvement.
 - f) Maintains effective local partnerships in relation to ICVS.
 - g) Interacts with regional and national partners.
 - h) Maintains Standards and Ethics.
- 1.4 Identify established best practice and performance in other comparative Police Authorities, relevant public bodies and related organisations and undertake and administer other functions benchmarking/comparative studies of structures and practices.
- 1.5 Prepare interim and final reports in accordance with the agreed scrutiny framework approved by the Authority.
- 2 Extent and Purpose of the Review
 - 2.1 To:-
 - a) Conduct a Service Improvement Review of how the Police Authority manages its statutory duties and obligations in securing the maintenance of an efficient and effective ICVS with due regard for the needs and wishes of the local community it represents; and
 - b) Critically analyse existing processes in respect of service delivery, management systems, performance measurement and resource management.
 - 2.2 Make recommendations for the continuous improvement of ICVS services to the Value for Money Committee, Resources and Strategy Committee and Police Authority.

3 Benefits and Outcomes

- 3.1 The identification and development of excellence in this core activity of the Police Authority.
- 3.2 The provision of clearly identified proposals for continuous reappraisal of the Police Authority's statutory obligations to deliver an effective and efficient ICVS for the community at large.
- 3.3 Wherever possible to develop plans to deliver services in a more effective, efficient way.

4 Success Criteria

The success of the Review will be judged on the following criteria:-

- 4.1 The acknowledgement and commitment of the Police Authority to providing a more effective approach to the discharge of its statutory obligation and functions for an ICVS.
- 4.2 A clear and enhanced collective/individual awareness of Police Authority members and officers of the ICVS roles and responsibilities.
- 4.3 The enhancement of the Police Authority's performance of the ICVS functions, utilising other Reviews as appropriate:-
 - a) To ensure the Police Authority and the Force maximise and optimise the use of resources within the ICVS;
 - b) To communicate and engage with the public and other stakeholders on an ongoing basis in respect of the ICVS;
 - c) To ensure that the Authority and Force engage in productive and effective partnerships in the development of the ICVS;
 - d) To ensure that the Police Authority has effective strategic performance management systems designed to deliver a continuously improving ICVS service;
 - e) To ensure that the ICVS reflects both in composition and practice the culture of the community it serves, maintaining the highest legal and ethical standards and parameters in which it works;
 - f) To ensure that the Police Authority members are effective, individually and collectively towards the ICVS, with proper regard for their support and development in understanding the way in which the Scheme operates;

- g) To ensure that the Police Authority has an open, challenging and constructive relationship and partnership with the staff of the Force in respect of the ICVS; and
 - h) To ensure that the Police Authority has effective relationships with its key external national and regional partners in respect of ICVS issues.
- 4.5 Completion of the project within timescales and in accordance with the Project Initiation Document.
- 4.6 The creation of an implementation plan which details measurement and improvement proposals arising from the review with appropriate performance indicators and standards.

5 Timetable for the Review

- | | | |
|----|---|--------------------------------|
| 1. | Scoping Study | End of May 2009 |
| 2. | Endorsement of draft PID by Steering Group | Mid June 2009 |
| 3. | PID to Value for Money Committee | 16 th July 2009 |
| 4. | Information Gathering and Interim Reporting | July/August/September 2009 |
| 5. | Review Report to Value for Money Committee | 12 th November 2009 |

In addition to the above there will be regular reporting to the Working Group of Members of the Value for Money Committee

6 Steering Group Members

Review Manager	Carolyn McConnell
Team Members	Rev Peter Beaman
	Cllr Rose Bailey
	Maureen Lewis JP
	CI Mike Reid
	Julie Flanagan
	Kevin Lloyd



To: The Chairperson and Members
of the Value for Money Committee

Meeting: 16th July 2009

Report of the Chief Constable

National Police Improvement Agency (NPIA) / Protective Services Progress Report

1. Purpose

The purpose of this report is to update Members in relation to implementation of Home Office/Association of Chief Police Officers (ACPO) doctrine written by the NPIA, and action being taken to close the protective services gap.

2. Recommendation

Members are invited to note this report.

3. Ongoing Improvement/Review Activity

National Police Improvement Agency (NPIA)

- 3.1 The NPIA came into existence on 1st April 2007, with the aim of supporting Forces to deliver the best possible policing services to the public.
- 3.2 One way in which NPIA is raising standards is by the publication of written 'doctrine' in the form of statutory regulations or codes, guidance and practice advice, commissioned by either ACPO or the Home Office. These publications give a clear and comprehensive statement of the service the force should be providing across a broad range of policing activities, e.g. Emergency Procedures, Investigating and Prosecuting Rape and Public Protection.
- 3.3 Failure to comply with the doctrine may render Merseyside Police actions unlawful and leave the Force vulnerable in the event of Her Majesty's Inspectorate of Constabulary (HMIC) inspection, Independent Police Complaints Commission (IPCC) inquiry or court proceedings.

- 3.4 The Service Improvement Team of the Force's Strategic Development Department (SDD) has developed a framework to enable the organisation to comply with doctrine, which has been recognised by NPIA as good practice. Implementation of doctrine will lead to improvements in the quality and consistency of policing as well as better performance (e.g. reporting to the national Serious Crime Analysis Section (SCAS) has increased from 17% to over 90% as a result of doctrine implementation), improved HMIC grades and offer protection to the Force in the event of a complaint or adverse litigation.
- 3.5 The following is a brief summary of the current position regarding doctrine implementation:
- ñ 34 doctrines have been fully implemented.
 - ñ 26 doctrines are at various stages of implementation.
 - ñ Approximately 35 further doctrine are 'in production' at NPIA. Some of these are maintenance projects to update existing doctrine.
- 3.6 A six monthly progress report was provided to the Chief Officer Group in June 2009 and updates on specific items are also reported to the Deputy Chief Constable's (DCC's) new governance meeting as required.

Protective Services

- 3.7 A key priority for the Force is to ensure that it deals effectively with terrorism, serious and organised crime and other major challenges to public safety. The response to these threats are described collectively as 'Protective Services.' The need for Forces to strengthen capability and capacity in these areas was identified in the 2005 HMIC report 'Closing the Gap.' To ensure there is some consistency in the delivery of protective services, in December 2007, ACPO published a set of threshold standards for all Forces to meet.
- 3.8 The Force has developed a work programme to achieve these standards. The Assistant Chief Constable, Operations Support is the lead chief officer and a Chief Inspector has been appointed to co-ordinate activities, with project support from the Strategic Development Department. Senior lead managers have been appointed for each of the workstreams, which include counter-terrorism, domestic extremism, serious organised and cross-border crime, civil contingencies and protecting vulnerable people. Present position audits have been conducted and improvement plans developed.
- 3.9 In June 2008, the Home Office Protective Services Strategy Group (PSSG) asked HMIC to review Force / Police Authority protective services' plans. The feedback from the HMIC Review Team on the templates completed by the Force was positive.

- 3.10 In January 2009, the Force was inspected by HMIC (Phase 3 of the HMIC Inspection Programme) in 3 areas covered by the protective services' work streams, namely Public Order, Civil Contingencies/Emergency Planning and Critical Incidents (including police use of firearms). A total of 18 gradings were provided as outlined in the table below:

	Public Order	Civil Contingencies	Critical Incidents
Strategic Direction	Green	Green	Green
Leadership & Governance	Amber	Amber	Amber
Assessing Vulnerability	Green	Amber	Amber
Resourcing & Structures	Amber	Amber	Amber
Policies & Procedures	Amber	Amber	Amber
Performance & Review	Amber	Green	Green

- 3.11 The force has achieved 6 green gradings and 12 amber gradings indicating an acceptable level of service across all areas. Green indicates that the Force's approach is exemplary and one from which other forces can potentially draw beneficial lessons. Amber indicates while meeting the prescribed standard, there is also some scope for improvement activity. There were no identified areas of particular deficiency or vulnerability, indicated by a 'red' grading. A copy of the inspection report was provided to the Chair of the Police Authority at the Inspections Sub-Committee Meeting in March 2009.
- 3.12 Progress on this work programme will continue to be monitored through the Operations Support and DCC's Governance meetings and further updates will be provided to future meetings of this Committee.

4. Financial and Staffing Implications

For protective services, no significant additional and discrete costs have been identified to date. Individual doctrine costs have been included in previous reports.

5. Equality and Diversity Impact Assessment

No issues have been identified to date. Any new policies/procedures arising from the implementation of doctrine will be assessed through the existing Force framework. NPIA doctrine and the protective services

threshold standards have been impact assessed by the originating bodies.

6. Environmental Impact Assessment

There are no known environmental issues associated with this report.

7. Risk Assessment

7.1 Some NPIA Codes e.g. in relation to Management of Police Information (MOPI) have statutory effect and failure to comply may render any subsequent action unlawful. Other NPIA doctrine are used to inform HMIC assessments and would be admissible in evidence in any complaint, civil or criminal proceedings brought against the Force.

7.2 Individual doctrine have generic operational and organisational risks attached to them, which need to be managed as part of the implementation process e.g. a failure to comply with the Public Protection doctrine in relation to the management of violent sexual offenders may endanger public safety or increase the risk of harm to particular individuals. Specific local risks identified during implementation have been included in previous reports. Doctrine risks are fed into the Force risk register, which is monitored by the Force Risk Manager.

7.3 All of the Protective Services' threshold standards will need to be individually risk assessed using the matrix supplied by NPIA and this will form part of the next phase of the work programme.

8. Conclusion

Implementation of ACPO doctrine and achieving the Protective Services' threshold standards will make a significant contribution towards the Force's Total Policing approach and will ensure the communities of Merseyside continue to receive a high quality policing service. Increasing the force capacity and capability in these areas will also substantially reduce the risk of harm from terrorism, domestic extremism, serious and organised crime and other significant public safety threats.

Bernard Hogan- Howe
Chief Constable

Contact: Mrs K Seaman, Service Improvement Programme Co-ordinator
Telephone: 0151 777 8075



To: The Chairperson and Members
of the Value for Money Committee

Meeting: 16th July 2009

Report of the Chief Constable

Continuous Improvement Programme 2009/10

1. Purpose

The purpose of this report is to inform Members of how Merseyside Police are using the national approach of Operation QUEST to deliver continuous improvement and value for money.

2. Recommendation

It is recommended that Members note the contents of this report.

3. Background

3.1 The detail surrounding Operation QUEST and the plans to use the national approach of Operation QUEST to deliver continuous improvement and value for money were reported at a meeting of the Merseyside Police Authority on 15th January 2009.

3.2 There is, as members are aware, a growing responsibility on authorities to not only secure continuous improvement in relation to Force activity but also to demonstrate that the Authority provides value for money. Operation QUEST is one of the approaches that has now been adopted by the Force in order to achieve this.

3.3 At a meeting of the Merseyside Police Authority on 19th March 2009, members received a presentation on the background to QUEST and an introduction to the current Custody and Criminal Justice QUEST project.

4. Development of Operation QUEST

4.1.1 Operation QUEST was inspired by a range of examples, from the most successful organisations in the UK and overseas, in which those bodies had set out to achieve a programme of continuous improvement based on systematic reform of key business processes. A characteristic of

success was deliberate adoption of a management style and culture in which front line staff were expected constantly to identify new ideas for improvement, and in which managers were expected to seek out those ideas and act upon them. This strong focus on internal cooperation, with its implied reversal of traditional hierarchy and unremitting focus on quantified analysis and implementation of what works, is fairly uncharacteristic in large UK organisations generally, including in the public sector and in the Police Service.

4.1.2 The Police Service and the Home Office have demonstrated tangible success through Operation QUEST, which mirrors the best management practices developed in the United States, Japan and Europe. There are three central strands to Operation QUEST:

- ñ Empowering front-line staff to take responsibility for understanding and reforming everyday working practices, including developing new systems of accountability for performance.
- ñ Developing management and leadership skills locally, so that an expectation is created that working practices will change rapidly and the right environment is created to achieve and sustain those changes.
- ñ Focussing government attention on public service outcomes with the explicit expectation that local managers and staff will have the knowledge and skills to deliver those outcomes reliably and cost-effectively.

5. Benefits of Operation QUEST

5.1.1 The overarching aim of QUEST is to provide the force with the ability to significantly improve the value for money of core operational processes in line with the Efficiency and Productivity Strategy for the Police Service 2008-11.

5.1.2 The key objectives of the overall QUEST programme are:

- ñ To deliver efficiency savings, to improve the effectiveness of Force operational processes and to increase productivity.
- ñ To maintain or improve the quality of the process outputs.
- ñ To provide sustainability to enable core / local teams to deliver process improvement projects themselves.

6. 'The Racetrack' and key stages of a QUEST project

- 6.1.1 Under Operation QUEST, the end-to-end policing process is based around four key process areas, referred to as the "Racetrack":
1. Incident Management and Resolution
 2. Crime Recording and Investigation
 3. Defendant Management (Custody & Criminal Justice)
 4. Patrol and Proactive operations (tasking & co-ordination and deployment issues)
- 6.1.2 The key stages that are conducted under Operation QUEST are as follows:
1. Academy Training (Initially by KPMG. Future QUEST coaching by the sustainability team based within the Strategic Development Department, SDD)
 2. Issues and Opportunities
 3. Business Case
 4. Solution Design
 5. Implementation and Evaluation (Pilot in one BCU for maximum of 6 months)
 6. Force Rollout and Evaluation
- 6.1.3 Throughout each QUEST project, work will be undertaken on communications / stakeholder engagement, skills transfer and sustainability planning.
- 6.1.4 The roll out and evaluation stage (Stage 6) is done outside of the 6 month project and is the process when the implementation plans are handed out to the organisation for Basic Command Units (BCUs) to implement using their own QUEST Subject Matter Experts (SMEs) who have been involved in the project.

7. QUEST in Merseyside

- 7.1.1 Merseyside Police have a track record for innovation and good performance that underpins the force strategy, Total Policing. Merseyside were also amongst the early adopters of the QUEST approach and derived significant benefit from the implementation of the Customer Service Desks as part of QUEST 1 (formerly known as the Proof of Concept Programme) in 2006/08. The force wide roll out of this initiative resulted in:

- ñ Annual officer time savings of over £3m;
- ñ An 8% improvement in attendance within target-time for grade 1 incidents - from 87% in May 2006 to 95% in August 2008; and

- ñ A 30% improvement in grade 2 attendance performance from 67% in May 2006 to 92% in August 2008.

This performance improvement has been sustained for over two years.

7.1.2 The overall lead for the QUEST programme is the Deputy Chief Constable. In 2009 the key objectives for QUEST are to deliver additional business benefits in a new area of business and critically build sustainable skills to apply this approach to further areas of business. The objectives of this current phase of work are to;

- ñ Deliver business benefits to the force by applying the QUEST approach to the current end-to-end operational policing processes and systems for Custody and Criminal Justice; and
- ñ Develop an operating model for the future application of QUEST in the force.

This phase of QUEST is recognised as the 'Custody and Criminal Justice QUEST' project.

8. Custody and Criminal Justice QUEST project

- 8.1.1 The Chief Officer lead for the Custody and Criminal Justice QUEST project is ACC Citizen Focus. The work is being led by the Head of Strategic Development and the project team consists of a mixture of HQ resources and operational officers and staff (supported by an external consultancy firm KPMG).
- 8.1.2 The project started in February 2009, following an Academy workshop run by KPMG. During the Issues and Opportunities phase of the project, a number of opportunities were identified which focused upon improving the management of post arrest investigation.
- 8.1.3 The opportunities highlighted the need for a more robust management framework to ensure investigative effort was more timely, of improved quality and was focussed on those cases where a positive result was more likely. This would then ensure that the quality of file submitted to the CJU is of improved quality, reducing the need to 'fix' the file at that stage, which is currently taking significant time.
- 8.1.4 A business case was then developed and agreed by Chief Officers to introduce a robust post arrest investigation management model which introduces an Investigation Manager (IM) role into St Anne Street Custody Suite to plan and direct investigative effort. The IM is supported by an Investigation Support Team (IST) to undertake relevant investigative tasks to support the OIC.

- 8.1.5 The key difference is that the Investigation Manager is there to proactively direct the investigation and to ensure satisfactory completion with defined time periods and to the right level of quality. Current ERO (Evidence Review Officer) duties mean they are on duty for 43% of arrests, with no defined protocol for when and how they should be involved in the investigative process. CPS advice can be obtained without reference to the ERO and their review of the file.
- 8.1.6 The revised IM model will provide cover for 90% of all arrests and will ensure that all crime cases are triaged and managed by the IM from the point of arrival of a prisoner at the suite. No file will be referred for pre charge advice without appropriate review by the IM. The IM will support and direct the arresting officer and IST members to drive investigations, enhance officer awareness of evidential issues and provide structure to and management of the investigative process.
- 8.1.7 The QUEST team are currently undertaking the detailed design of this new model and need to consider the staffing requirements for the IM role and IST members. The resources required to staff the new roles will be obtained by utilising staff who currently undertake similar work within the CJU.
- 8.1.8 The next stage of the process will be to pilot and evaluate the new model at St Anne Street before any decisions are taken as to the roll out of the model across the force. The pilot is due to start in September and will run for a maximum of 6 months before the findings are taken back to Chief Officers. In order to fully test the pilot properly, it will also require a temporary re-organisation of the current resources within the CJU at Tithebarn House.
- 8.1.9 A period of consultation and communication with key stakeholders has begun and weekly implementation meetings are now taking place with key stakeholder involvement. Meetings have begun with the Trade Unions and Staff Associations to explain the new operating model and to discuss what the implications of the pilot process will be.

9. Financial and Staffing Implications

- 9.1 The costs for the support of KPMG for the project, has been made up of funds from the Force (£230k) and Home Office funding (£70k).
- 9.2 Ad hoc support will be required from specialists such as Finance Department (to ensure that the efficiency benefits are captured as Value for Money improvements [VfM]) along with staff in Personnel and Communication & Marketing.
- 9.3 The Financial and staffing implications for the Custody and Criminal Justice project include allowances for shift patterns, weekend working

and car user allowances. These costs are currently estimated at £35k and it is envisaged that these will be funded through savings from current vacancies within the CJU/BCU. A breakdown of the full costs will be established following the solution design stage of the project and will be reported to a future meeting.

- 9.4 During the pilot stage the force are requesting expressions of interest from staff that have the right skills and abilities to carry out the new roles. There is an opportunity for staff to receive some detailed training and to be part of the investigation process in getting it right first time.

10. Equality and Diversity Impact Assessment

Information on Equality and Diversity will be identified as part of the pilot and evaluation phase of the project. The Force will engage with Trade Unions and Staff Associations with regard to the processes for selection of staff for the temporary posts and will ensure that all processes are compliant with legislative requirements and Force policy on all equality and diversity issues.

11. Environmental Impact Assessment

There are no environmental issues to be considered within this report.

12. Risk Assessment

- 12.1 From April 2009, Her Majesty's Inspectorate of Constabulary (HMIC) will inspect Forces on VfM and there is a risk that if the Force does not develop an effective continuous improvement programme, it may be more difficult for the Force to satisfy the inspection requirements.

- 12.2 Communication workshops/meetings are underway with staff to help them fully understand what the new roles entail and to encourage staff to volunteer. Other considerations are a short-term dip in performance at the start of the pilot. There will be a small team available to do some fire fighting to potentially alleviate this or keep it to a minimum.

13. Conclusion

Work between the Force and Merseyside Police Authority (MPA) will continue to take place to determine the requirements/format for future work. A framework will be developed to assist the Force and Authority to assess areas of priority, providing an opportunity to consider potential areas for improvement as part of the Value for Money agenda for 2009/10. Improvement arrangements will continue to evolve and the Force will work closely with MPA to determine future requirements to ensure continuous improvement and value for money are secured.

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