

**North  
Yorkshire  
Police**

*North Yorkshire Police  
Capacity and Capability  
Review*

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## 1.0 Executive Summary

### 1.1. Rationale for the Capacity and Capability Review

On 27<sup>th</sup> June 2007 Chief Constable Grahame Maxwell unveiled the Road Map Towards 2012 to the North Yorkshire Police Authority (NYPA) and the Staff of North Yorkshire Police (NYP), which outlined the strategic vision for the force over the next five years.

### 1.2. Key Findings & Proposals

Reassurance Agenda; Safer Neighbourhoods – There will be a number of Safer Neighbourhood Areas (SNAs) across North Yorkshire. Each SNA will be made up of a number of Sergeant-led Safer Neighbourhood Teams (SNTs). Each officer would then be responsible for a number of neighbourhoods within which there would also be a number of PCSOs. Future promotion within NYP will be dependent upon involvement in “Safer Neighbourhoods”; long term commitment to neighbourhoods will be acknowledged.

Decisions Outstanding – The definition of a neighbourhood?  
– The number of SNAs and SNTs within NYP?  
– The number of PCSOs deployed to support SNTs?  
– The number of PCs deployed to support SNTs?

Force Policy – There will be a review of all force policies to ensure consistency and corporacy.

Shift System – A review of the five band shift system is required. All response based officers and staff (Response, FCR, etc) will remain on the five band system. All other shift workers within NYP will have their patterns reviewed and configured around customer need.

Estates – The estate strategy for NYP will be configured around the four tiers proposed in the “Road Map Towards 2012”

Visibility – The Strategic Leadership Team (SLT) will ensure they are more visible. Specifically the number plate “AJ1” will be transferred from the Chief Constable’s vehicle to a mobile police station.

Leadership – There will be a leadership programme within NYP designed to ensure the leaders within the Force are equipped with the relevant skills to meet the needs of their communities.

Overtime – There will be a reduction in overtime of 25% across every Area/Department within NYP.

Operations – C/Supts will become Gold Commanders and Supt & Chief Inspectors will be Silver Commanders.

Workforce Modernisation – A review of all roles will be undertaken within the five strands of NYP business (Reassurance (Neighbourhoods), Response, Investigation,

Intelligence and Organisational Support). This work will be undertaken to review and re-engineer business processes, to ensure they still meet current and future predicted business needs. The review will also allow the reconfiguration workforce and the determination of which activities require warranted powers.

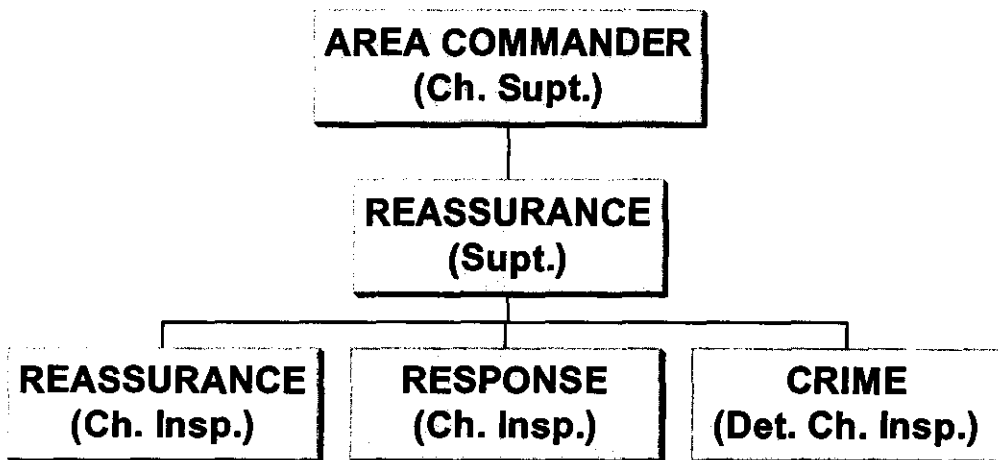
Performance Management – There will be one central performance management team responsible for the production of all statistics for NYP. There will be no localised performance management teams, and the only performance measures used by the SLT will be provided by the central team.

Project Management – This will be managed proportionately. Senior business area representatives will be given overall responsibility for project implementation. Where required, specialist skills will be brought in for short time periods.

Area/Department Proposals – The proposals will be developed into a Force implementation plan (with an associated financial plan) where the timetable of implementation is developed. The timetable will take account of the benefit and impact of the proposals. No Capacity and Capability Review (CCR) proposal from an Area/Department has been rejected and these can be developed. Specifically:

Structure – NYP will consist of five basic command units, made up of the operational geographic areas, an operational support directorate (crime, investigation and intelligence) and an organisational support directorate

The operational BCUs will be structured in the following way:



Following the adoption of this model it is envisaged there will be a surplus of C/Supts, Supts and C/Inspectors. This will be managed by the SLT over a period of time.

Health and Safety – The management of health and safety will be transferred to the Risk Management portfolio within Legal Services and will be dealt with corporately for NYP.

Headquarters – Will exist to provide specialist support and guidance to all areas of NYP. However there will be the identification of economies of scale within HQ that, through smarter working, allow significant savings to be realised.

## **2.0 Introduction**

During the selection process for the post of Chief Constable of NYP, Mr Grahame Maxwell made a pledge to NYPA to conduct a capacity and capability review of NYP if successful in his application. On 5<sup>th</sup> June the SLT considered and adopted a staged methodology for the completion of the CCR. This approach was outlined in the “White Paper” – a Road Map towards 2012 (appendix a).

C/Supt Madgwick, assisted by D/C/Supt Read, was appointed to lead and coordinate the CCR on behalf of the SLT and to ensure the force had completed the process by the end of September 2007.

A small CCR co-ordination team was set up to facilitate the process. This was to ensure project costs were kept to a minimum and to reinforce the principle that Areas and Departments should be primarily engaged in completing the various stages of the process by applying their specialist knowledge of their own business areas. The CCR is a comprehensive review of North Yorkshire Police, consisting of a detailed audit of the demands placed upon the Force and of the resources available to meet those demands.

The product of the CCR review - which is a dynamic “data baseline” designed to be updated and to form the basis of NYP business planning for the next five years - will allow the SLT in consultation with other members of NYP, the Police Authority, Customers and Partners to ensure that NYP is efficiently configured and fit for purpose for the period through to 2012.

### **2.1. Purpose of this Document**

This report has been produced to document the outcomes, findings and recommendations from the progressive stages of the CCR. It will principally address:

- Why the Review was commissioned
- How the review was conducted
- The findings of the review
- The recommendations from the review.

### **2.2. Background of the Review**

The Chief Constable commissioned the CCR following the identification of a substantial funding gap within the revenue budget of NYP for the financial year 2007-2008, estimated to be in excess of £5 million. The Road Map provides strategic guidance which will assist NYP to address the budget shortfall which has been highlighted in our financial medium term forecast.

As aforementioned, in order to develop the Force Strategy for the next three to five years, a 'Road Map Towards 2012' has been produced and endorsed by the Police Authority and Force SLT.

A full CCR of every aspect of the Force's activities is the foundation of this Road Map and was completed by the end of September 2007.

The following concepts were agreed as the basis upon which the team would co-ordinate the CCR:-

To facilitate for consideration the means by which fiscal stability and sustained performance improvement will be achieved in a more constricted financial environment, the CCR will be undertaken within the context of:

- The 'Big 5' Strategic Objectives
- The 4 main areas of Focus for Action
- The newly established Force Vision and Mission
- The need to create 'Safer Neighbourhoods' and deliver 'Modern Policing in a Traditional Way'.
- The need to identify and deliver significant efficiencies.
- The need to embed an effective business planning process which supports the continued search for efficiencies to meet future financial constraints.

### **2.3. Terms of Reference**

The project team co-ordinating the CCR were responsible for the following issues for the duration of the review:

- To identify a configuration of assets and effective processes to facilitate the creation of Safer Neighbourhoods.
- To provide a consultation service to area and departmental stakeholders to facilitate the expeditious completion of the tasks required within the stages of the review.
- The education and briefing of Area and Departmental stakeholders and their teams.
- The production and dissemination of data collection templates (the framework within which the dynamic "data baseline" will be created), supported by clear guidance and criteria.
- The provision of signposts and access to approved data sources.
- Facilitation of SLT Challenge processes (logistics arrangements/provision of data to inform rigorous challenge processes).
- To undertake quality assurance, verification and validation of submissions of data from departments and areas.
- The arrangement of consultation, instructional activities and meetings with the SLT (including documentation of these meetings).
- The formulation of recommendations for organisational reform.
- Adherence to information security requirements.
- The documentation of the product of the SLT Challenge Sessions and the agreements reached.
- To conduct analysis and quality assurance required to meet the requirements of each stage of the process.

- The development and implementation of a communication strategy and a communications plan encompassing all impacted stakeholders.
- Working in accordance with NYP policies and procedures.
- The production and management of a risk register.

## 2.4. Standing Team Structure

The central co-ordination work and development of the CCR was completed by a Standing Team of five members.

Project Team:

Rosemarie Holmes	Workforce Development Manager
C/Supt Tim Madgwick	Head of CDD/Chief of Staff
Kirsten Parker-Rea	CDD Planning Lead
D/C/Supt Steve Read	Head of Crime
Jonathan Stout	Business Analyst

## 3.0 Methodology

The CCR consisted of an eight-stage process which incorporated the essence of the 'microanalysis' model (used effectively by <sup>NYP</sup>Advance and the YatH region in respect of protective services) and which utilised agreed common sources of data and analysis techniques:

The objective of the CCR was to encourage each Area/Department to complete the necessary data gathering tasks and assessments themselves, focusing on eight distinct stages/activities:

- Purpose
- Demands
- Assets
- Adequacy of Assets
- Dealing with Excess Assets
- Bridging Identified Gaps
- Performance Framework
- External Political Factors

The eight stages were clearly delineated and divided into three phases:

- Phase One – Purpose, Demands and Assets
- Phase Two – Adequacy of assets, dealing with excess assets and bridging identified gaps.
- Phase Three – Performance framework and external political factors.

## 3.1. Project Scope

The scope of the CCR task included the delivery of a report detailing the capacity and capability of NYP. The following areas were to be the subject of specific focus:

- To identify processes which are more efficient and effective in delivering the 'Big 5' strategic objectives.
- To identify processes which are not essential in supporting delivery of the 'Big 5' strategic objectives.
- To identify areas where there are insufficient assets and resources to meet demand.
- To identify areas where there are surplus assets.
- To identify assets which are not being utilised to support the 'Big 5' strategic objectives or utilised to facilitate NYP's compliance with legal and procedural requirements.

### **3.2. Phase One**

Phase one of the review was to identify what tasks and activities are currently conducted within a department or area and what resources are available to assist in the completion of these activities.

At the end of phase one the completed templates were submitted to the CCR co-ordination team and following analysis and review, they informed the SLT challenge sessions between the Area/Department/Unit Head and the Strategic Leadership Team.

#### **3.2.1. Stage One – Purpose**

Each Area/Department was asked to identify/confirm their "reason for being" or purpose. The definition was also to include a description of the core duties and responsibilities undertaken by each Area/Department.

#### **3.2.2. Stage Two - Demands**

From the core duties and responsibilities the Area/Department/Unit identified when confirming their purpose, the demands that such activities and responsibilities placed upon the resources of the Area/Department/Unit were assessed. The Area/Department/Unit was given licence to identify the metrics to be used themselves. Selection of metrics was obviously dependent upon the nature of the activity, for example:

- Where statistics existed in respect of crime or incident volumes these statistics could be used to confirm the overall level of demand an activity placed upon the organisation.
- Where confirmed statistics were not available, a variety of measures could be used. These included:
  - Demand Profiling
  - Activity Analysis

- Professional Judgement
- Performance Statistics

### **3.2.3. Stage Three - Assets**

This stage required a description of the assets (using microanalysis methodology) which were held by each Department/Area/Unit to meet the demands that they faced. Particular reference was made to the numbers and types of assets, the provision of which can be directly attributed to the growth of NYP funding since 2002.

To assist this stage of the process the CCR co-ordination team provided a series of asset registers as data sources. These data sources were the best available within NYP. However it was acknowledged that these records may not have been complete and up-to-date, and therefore each Area/Department/Unit were challenged to review the content and ensure the accuracy of the information they submitted during phase one of the process.

### **3.3. Phase One SLT Challenge**

Following the completion of the three stages which made up phase one of the CCR, the central co-ordination team undertook analysis and quality assurance of the information submitted. This analysed and quality assured data, then informed a challenge session between the Area/Department/Unit Head and the SLT. The challenge session provided the following outcomes:

- Agreement of the purpose for the Area/Department;
- Agreement of the activities for which specific Areas or Departments should be responsible;
- Agreement of the demands placed on an Area/Department;
- Agreement of the assets that an Area/Department has to meet the demands that are placed upon it;
- The identification of areas that the SLT wished the Area/Department/Unit to further examine and for which they should provide proposals.

### **3.4. Phase Two**

The three stages - assessing adequacy of assets, dealing with excess assets, making proposals to bridge capacity or capability gaps - which made up phase two of the CCR process, were not viewed and undertaken in isolation. A series of challenges were issued by the SLT at the conclusion of phase one to each Area/Department.

The challenges issued by the SLT could be categorised into two groups. The first group comprised a series of generic questions designed to prompt thinking and to challenge Areas/Departments to develop proposals in line with the constituent aspects of phase two of the CCR. The second group was a series of tailored challenges designed to clarify specific aspects of NYP's business. The tailored questions were dependent upon the content of the phase one submissions.

### **3.5. Phase Two SLT Challenge**

The proposals made by each Area/Department were presented to the SLT during a second round of challenge sessions, at the conclusion of phase two of the CCR. In situations where the SLT required additional information or clarity this was requested.

### **3.6. Phase Three**

The SLT considered the proposals made by each Area and Department in the context of their benefits and impacts for the respective Area or Department, and also the benefits and impacts for NYP as a whole. Using the information contained in these submissions the SLT shaped the future structure for NYP and identified the order in which the proposals should be implemented to give the greatest benefits to NYP going forward towards 2012.

## **4.0 Policy Decisions**

During CCR a series of policy decisions have been made to guide its conduct.

5 <sup>th</sup> June 2007	The SLT agreed the adoption of a staged methodology for the completion of the CCR. The methodology was included in the "Road Map Towards 2012" as an appendix. C/Supt Madgwick was appointed to lead the CCR, assisted by D/C/Supt Read.
11 <sup>th</sup> June 2007	The "Road Map Towards 2012" was presented to and endorsed by the NYPA.
26 <sup>th</sup> June 2007	The CCR Template was presented to the Area/Department Lead practitioners.
11 <sup>th</sup> July 2007	Amendment of the process to revise the actions required during phases two and three of the review. This included the decision to utilise balanced scorecards to summarise information and prompt questioning in the SLT Challenge Sessions.
18 <sup>th</sup> July 2007	Decision to allow vehicle usage information to be submitted after all other data to allow time for accurate information gathering.
23 <sup>rd</sup> July 2007	Appointment of a team of analytically trained people to conduct a completeness review of Area and Departmental submissions and to create balanced scorecards as a summary thereof.
23 <sup>rd</sup> July 2007	Decision to provide SLT briefing packs for each challenge session.
6 <sup>th</sup> August 2007	Confirmation of the format to be used for the Phase One SLT Challenge Session outcome documentation.
8 <sup>th</sup> August 2007	The times and dates of the phase two SLT Challenge Sessions agreed and confirmed based upon the availability of SLT members.

- 20<sup>th</sup> August 2007 Decision to amend the process during phase 2 challenge sessions - there would be no formal SLT agreement to proposals made by Areas/Departments at that stage.
- 21<sup>st</sup> August 2007 During the phase two challenge process the Staff Associations would be allowed a view of the proposal documents (however these would not be removed from the challenge sessions as they were only draft proposals at that stage).
- 10<sup>th</sup> September 2007 Confirmation was obtained from the Chief Constable and SLT of the Areas and Departments for which decisions had been made and sufficient data gathered. An indication was also given of the Areas and Departments which required further analysis and review.

## 5.0 Capacity and Capability Review Outcomes

The following sections detail the outcomes from each challenge session (by Area/Department and by phase). In particular they show any agreements reached between the SLT and the Area/Department Head and any specific requirements made or questions posed by the SLT. The Generic Questions asked of all departments are detailed in appendix b. It should be noted that the phase one data templates completed by each department and area formed the basis of the challenge sessions and that references to agreements (unless otherwise stated) are in respect of the data contained in those completed templates.

### 5.1. [REDACTED]

#### 5.1.1. [REDACTED]

[REDACTED]

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

[REDACTED]

- [REDACTED]

## 6.0 Conclusions & Recommendations

As a result of the CCR a series of actions/workstreams have been identified. The table below summarises those workstreams and confirms the SLT member assigned the responsibility for the ongoing ownership and development of the identified issues.

REF	WORKSTREAM	OWNER
<b>SERVICE DELIVERY AND REFORM / RECONFIGURATION OF STRUCTURES</b>		
Workstream 1	CORPORACY 30/2018 ECU STRUCTURES	DCC
	TRANSACTIONAL AND ADVISORY SERVICES	ACO (P) ACO (RF) ACC (SD)
	BUSINESS SUPPORT / ADMINISTRATION	ACO (P) ACO (RF) ACC (SD)
<b>CORPORATE INFORMATION AND PERFORMANCE MANAGEMENT</b>		
Workstream 2	CORPORATE STANDARDS FUNCTION (incl. INFORMATION MGMT)	SIMON DENNIS
	REVIEW OF PERFORMANCE AND QUALITY ASSURANCE (Audit and Inspection)	ACC (SD)
	OCCURRENCE MANAGEMENT / OP STAGE 6	ACC (SD)
<b>OPERATIONAL EFFECTIVENESS</b>		
Workstream 3	SAFER NEIGHBOURHOODS AND CDRP LINKS	DCC
	PROTECTIVE SERVICES (incl. FORENSICS)	ACC (PS)
	CUSTODY	DCC ACC (PS)
	REGIONAL WORKING	CC CoS
	WORKFORCE MODERNISATION	ACO (P) ACC (SD)

MANAGEMENT OF ORGANISATIONAL CHANGE		
Workstream 4	WORKFORCE SUPPORT (POLICIES AND BLOCKAGES TO CHANGE)	ACC (SD)
	PROJECT MANAGEMENT	ACC (SD) CoS
ORGANISATIONAL CULTURE		
	LEADERSHIP AND DEVELOPMENT	CC ACC (SD)
REVIEW OF ORGANISATIONAL SUPPORT FUNCTIONS AND PROCESSES		
	EXTERNAL EVALUATION OF ISD	CC ACO (P) ACO (RF) ACC (SD)
	EXTERNAL EVALUATION OF HR	CC ACO (P) ACO (RF) ACC (SD)

## Appendices

### 6.1. Appendix A - Road Map Towards 2012



"ALL STAFF Road  
Map Towards 2012.d

### 6.2. Appendix B – Phase 1 SLT Challenge Session Questions

*1. Starting with a clean sheet, how would you build a structure for delivery of core services (this should include identification of core and peripheral services, strategic and service delivery elements)*

Your outline proposal should describe:

- any barriers or inhibitors that you perceive in respect of changes included in your outline proposals (these may include technology, corporate standards, policies, finance etc).
- any risks or costs that you perceive will be attached to the changes included in your outline proposals
- any benefits and savings that you perceive will be attached to the changes included in your outline proposals
- any impacts that you perceive will be attached to the changes included in your outline proposals (e.g. these may include impacts to service delivery, to internal and external customers, non-compliance, social consequences etc).

#### **2. Process**

- Identify where other functions are impacting negatively upon your service delivery and propose options for improvements
- Identify processes which you have observed to be duplicated across the force and offer proposals as to how such processes could be reduced to realise efficiencies.
- Which elements of service do you believe should be done by another Department / Area?
- What supplementary systems that you currently operate could you remove if the core systems worked more efficiently?

#### **3. Collaboration & Partnership**

- How can we maximise regional and/or commercial opportunities to make further efficiencies within your function (including any issues, risks, blockages, benefits and savings)?

#### **4. Accommodation**

- Show how you can increase the utilisation of accommodation through the introduction or increase in flexible working practices, including shift working and home working?
- Where should the functions within your Department be geographically located?

#### **5. Vehicles**

- What types and quantities of vehicles can you justify the use of in light of predicted future demand?
- How better can you use the available fleet across the Force?

#### **6. Workforce**

- Where police officers are employed in non-front line roles, describe the value that warranted powers add to the role and whether this is required into the future.
- How can you utilise workforce modernisation to create further efficiencies?
- Are managers and supervisors within your Department or Area aware of and willing to undertake the responsibilities appropriate to their role?

#### **7. Technology & Equipment**

- Within your function examine the current utilisation of technology and hardware and provide examples of how numbers of items of equipment can be reduced.