

# Essex Police and Crime Panel

<b>14:30</b>	<b>Thursday, 20 February 2014</b>	<b>Committee Room 2, County Hall, Chelmsford, Essex</b>
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## **Quorum: 5 Membership**

Councillor Malcolm Buckley  
Councillor Graham Butland  
Councillor Chris Hossack  
Councillor Godfrey Isaacs  
Councillor Bob Shepherd MBE  
Councillor Tim Young  
Councillor Gary Waller  
Councillor John Jowers  
Councillor Paul Sztumpf  
Councillor Penny Channer  
Councillor Jo McPherson  
Councillor Tony Cox  
Councillor Paul Honeywood  
Councillor Angie Gaywood  
Councillor Robert Chambers  
Ann Haigh  
John Gili-Ross  
Kay Odysseos

## **Representing**

Basildon Borough Council (Vice-Chairman)  
Braintree District Council  
Brentwood Borough Council  
Castle Point Borough Council  
Chelmsford Council  
Colchester Borough Council  
Epping Forest District Council  
Essex County Council  
Harlow District Council  
Maldon District Council  
Rochford District Council  
Southend Borough Council  
Tendring District Council  
Thurrock Borough Council  
Uttlesford District Council  
Co-opted Member  
Independent Member  
Independent Member

**For information about the meeting please ask for:**

Colin Ismay

**Telephone:** 01245 430396

**Email:** colin.ismay@essex.gov.uk



**Essex County Council**

## **Essex County Council and Committees Information**

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Please note that an audio recording may be made of the meeting – at the start of the meeting the Chairman will confirm if all or part of the meeting is being recorded.

## **Part 1**

(During consideration of these items the meeting is likely to be open to the press and public)

		<b>Pages</b>
<b>1</b>	<b>Apologies and Substitution Notices</b> The Secretary to the Panel to report receipt (if any)	
<b>2</b>	<b>Minutes of the Meeting held on 29 January 2013 - to follow</b>	
<b>3</b>	<b>Declarations of Interest</b> To note any declarations of interest to be made by Members	
<b>4</b>	<b>Questions to the Chairman from Members of the Public</b> The Chairman to respond to any questions relevant to the business of the Panel from members of the public.	
<b>5</b>	<b>Actions arising from the last meeting</b>	<b>5 - 14</b>
<b>6</b>	<b>Revised Proposed Police Precept for 2014/15</b>	<b>15 - 22</b>
<b>7</b>	<b>Update from the Chief Constable</b>	
<b>8</b>	<b>Police and Crime Plan Refresh 2014-15</b>	<b>23 - 64</b>
<b>9</b>	<b>Police and Crime Panels_the first year</b>	<b>65 - 98</b>
<b>10</b>	<b>Forward Look</b>	<b>99 - 100</b>
<b>11</b>	<b>The Police and Crime Commissioner to update the Panel on On-going Issues (if any)</b>	
<b>12</b>	<b>Date of Next Meeting</b> To note that the next meeting will be held at 2.30 pm on Thursday, 19 June 2014	

**13 Urgent Business**

To consider any matter which in the opinion of the Chairman should be considered in public by reason of special circumstances (to be specified) as a matter of urgency.

**Exempt Items**

(During consideration of these items the meeting is not likely to be open to the press and public)

To consider whether the press and public should be excluded from the meeting during consideration of an agenda item on the grounds that it involves the likely disclosure of exempt information as specified in Part I of Schedule 12A of the Local Government Act 1972 or it being confidential for the purposes of Section 100A(2) of that Act.

In each case, Members are asked to decide whether, in all the circumstances, the public interest in maintaining the exemption (and discussing the matter in private) outweighs the public interest in disclosing the information.

**14 Urgent Exempt Business**

To consider in private any other matter which in the opinion of the Chairman should be considered by reason of special circumstances (to be specified) as a matter of urgency.

**AGENDA ITEM 5**

Essex Police and Crime Panel	<b>EPCP/026/13</b>
Date: 20 February 2014	

**Actions arising from the last meeting**

Report by the Secretary to the Panel

Enquiries to: Colin Ismay: 01245 430396 colin.ismay@essex.gov.uk

**Purpose of report**

To highlight the matters raised during the last meeting that required further action and indicate the action taken.

<b>Action required</b>	<b>Action taken</b>
Commissioner to provide briefing on efficiency work	Attached with this report
Commissioner to provide briefing on police officers qualifying for ill health pensions	Attached with this report
Schedule item on Commissioner's Public Engagement Strategy	Added to Forward Plan for September
Chief Constable to cover neighbourhood policing / specials in his update to the Panel	To be covered in the Chief Constable's update to the February meeting
Schedule item on Safeguarding issues	Added to Forward Plan for June
Commissioner to provide briefing on role of APCC	Attached with this report
Schedule item on using the Panel's Budget / Publicity for the Panel	Added to the Forward Plan for June
Update Forward Look	The Secretary has updated the Forward Look for inclusion on Agenda



Subject: Additional Budget Information  
To: Police and Crime Panel for Essex  
From: Treasurer to the Police & Crime Commissioner for Essex  
Date: 20<sup>th</sup> February 2013

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## **1. Introduction**

1.1 In presenting the Precept report to the meeting of the Police & Crime Panel on 29<sup>th</sup> January the Panel requested additional information on three items:

- i) Efficiency savings achieved through collaboration
- ii) Capital Disposals Plan
- iii) Budgetary provision for ill health/early retirement from the Force

1.2 This note provides a response to the above request.

## **2. Efficiency savings through collaboration**

2.1 Reference was made to paragraph 3.27 of Annex 1 of the proposed precept report 2014/15 presented to the last meeting of this Panel. This highlighted the current approach where the PCC will continue to promote collaboration with third parties.

2.2 The most significant collaboration over the past four years has been with Kent Police. The three main service areas consisting of ICT, Serious Crime Directorate (SCD) and the Support Services Directorate (SSD). SSD consists mainly of HR, Training, Estates, Finance and Fleet. The 2014/15 revenue budget for these services amounts to £48.8m.

2.3 Over the past four years around £15m savings have been achieved as follows:

**Table 1: Savings achieved in total by Essex and Kent over the four year period 2010/11 to 2013/14**

<b>Service</b>	<b>Gross savings achieved £m</b>	<b>Comment</b>
ICT	7.8	Savings shared 50:50 with Kent
SCD	2.4	Kent savings
SSD	4.8	Savings shared 50:50 with Kent
<b>Total</b>	<b>15.0</b>	

2.4 The gross savings do not fully reflect the benefits achieved through collaboration as there are separate investments in service delivery, such as SCD for Essex. Moreover, over recent years it has become difficult to differentiate between savings achieved in-house by the respective force and the 'collaboration dividend'.

- 2.5 There are also productivity improvements to be recognised. For example, the joint fleet service has enabled a slightly contracted workforce dealing with a slightly enlarged fleet to deliver between 20-25% greater annual mileages at a reduced cost.
- 2.6 Since the implementation of a formal Section 22 agreement in 2012 encompassing all support services our savings have been 'pure collaboration dividend', each Force had already driven out its own savings as part of the contribution to targets of £42.2m and £50m for Essex and Kent respectively. Examples include a further £390K staffing from HR and around £300k from Business Services.
- 2.7 The governance arrangements for the performance of the Essex/Kent collaboration services are exercised through the Joint Collaboration Committee of respective PCCs and Chief Constables. HMIC's value for money profiles for 2013 show that the cost of support service functions (encompassing ICT and SSD) were the lowest per head of population of all shire forces.
- 2.8 In addition to the collaborative services shared with Kent there are separate collaborative arrangements with forces in the eastern region including the Eastern Region Special Operations Unit (ERSOU) and the Disaster Victims Recovery service. The performance of both arrangements is viewed as providing a positive contribution to efficiency and effectiveness of service delivery. The ERSOU collaboration arrangements are currently very active with a programme in place for increasing security arrangements in the eastern region in conjunction with other agencies such as the National Crime agency.

### 3. Capital Disposals Plan 2013/14 to 2015/16

- 3.1 The Panel expressed an interest in individual properties that were earmarked as surplus to requirements and therefore sale over the next few years. The latest Capital Disposals Plan is appended.
- 3.2 In summary, the planned profile of receipts are:

**Table 2: Planned profile of capital receipts**

Year	Total estimated receipts £'000
2013/14	242
2014/15	3,757
2015/16	4,832
2016/17	509

- 3.3 The disposals plan is regularly updated and its progress in achieving planned receipts will be closely monitored during the year in order to ensure good use of resources.

### 4. Police Officer Ill Health/Injury Retirement



- 4.1 The Panel noted that the budgeted cost of retirement of Police Officers through ill health and injury has increased by £230k.
- 4.2 The cost of police pensions is met by the Home Office on a pay as you go basis with the cost of employer contributions met by the Force budget. There are, however, two exceptions to this arrangement relating to injury and ill health awards.
- 4.3 Police Officers may retire on ill health grounds when they are permanently disabled and cannot be re-deployed by the Chief Constable. The ongoing pension costs are met by the Home Office and the force incurs a one off charge. The 2014/15 Force budget amounts to £669k.
- 4.4 The Force meets the cost of any retirement through injury on duty. The 2014/15 budget provides for lump sum payments amounts to £123k and for ongoing pension costs for 274 retired Police Officers amounting to £3,466k. This later budget incorporates the increase of £230k mentioned in paragraph 4.1 above due to a mixture of inflation and realignment of the budget with the actual payments being made. The inflationary increase for April 2014 is 2.7% equating to £91k with the balance of £139k relating to realignment of the budget provision required.
- 4.5 There are a number of Force developments that will make a positive impact on ill health and injury pension awards. Specific examples are the introduction of the national 'fit test' and the appointment of an independent Selected Medical Practitioner to assess medical causation. Also the PCC is monitoring the levels of sickness absence with a view to ensuring that appropriate processes are in place to promote a fit and healthy workforce.

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**ESSEX PCC CAPITAL DISPOSALS PLAN**
**APPENDIX**
**1st April 2013 - 31st March 2014**

<u>Disposals completed by 31st March 2014</u>	Status	£
11 La Plata Grove, Brentwood	Completed	235,000
less deposit received in 2012/13		-23,500
Other asset disposals - horsebox, motorbike and video equipment		30,159

**Disposals pending, completion expected by 31st March 2014**

4 Chaplin Close, Laindon	In solicitors hands	X
Former Great Dunmow Police Station	In solicitors hands	X
Both above disposals may slip into 2014/15		

**Total for 2013/14 241,659**

**1st April 2014 - 31st March 2015**
**Disposals pending, completion expected by 31st March 2015**

3 High Lane, Stansted	In solicitors hands	X
5 La Plata Grove, Brentwood	To be marketed	X
22 Kingston Crescent, Chelmsford	Being valued	X
24 Kingston Crescent, Chelmsford	Being valued	X
Brightlingsea Police Office	To be marketed	X
Kelvedon Hatch Police Office	To be marketed	X
Hadleigh Police Office	To be marketed	X
Pitsea VIS	To be marketed	X
West Mersea Police Office	To be marketed	X
Chelmsford Sympathy Suite & CAIU	To be marketed	X
Tolleshunt D'Arcy Police Office	To be marketed	X
Tiptree Police Office	To be marketed	X
Newport Traffic Unit	To be marketed	X

NPAS - 2014/15 payments for transferred helicopter 165,000

**Total for 2014/15 3,757,500**

**1st April 2015 - 31st March 2016**
**Disposals pending, completion expected by 31st March 2016**

Westcliff Police Office	To be marketed	X
Rochford Police Station	To be marketed	X
Moulsham Lodge Police Office	To be marketed	X
Moulsham Lodge Police Office	slipped to 16/17	X
Saffron Walden Police Office	To be marketed	X
Great Yeldham Police Office	To be marketed	X
Hatfield Heath Police Office*	Pending Airwave removal and planning	X
Stansted Mountfitchet Police Office	Pending Airwave removal	X
Harlow Dogs Unit*	Pending planning	X
South Benfleet Police Office*	Pending planning	X
24 & 26 St Margaret's Road, Chelmsford	Pending planning	X
28 & 30 St Margaret's Road, Chelmsford	Pending planning	X
Garage site, St Margaret's Road, Chelmsford	Pending planning	X

NPAS - 2015/16 payments for transferred helicopter 165,000

**Total for 2015/16 4,832,500**

**1st April 2016 - 31st March 2017**

Corringham Police Station		X
Moulsham Lodge Police Office	slipped from 15/16	X
NPAS - 2016/17 payments for transferred helicopter		99,000

**Total for 2016/17 509,000**

NB Value of properties marked with asterisk\* subject to planning permission.  
Properties in italics are those approved for disposal by EPA in June 2012.



## **The Association of Police and Crime Commissioners (APCC)**

The following information is taken from the APCC website, which contains extensive resources about its role and PCCs across the country: <http://apccs.police.uk/>

The Association of Police and Crime Commissioners (APCC) is a company limited by guarantee. The APCC services are overseen and directed by the Chairman and board of Directors.

The APCC offers the following services to PCCs:

- Information on national policing policy issues and legislation.
- Consults PCCs to enable them to develop policy positions and to influence change.
- Facilitates the leadership of PCCs on national governance structures such as the College of Policing, National Crime Agency and Police Professional Bodies.
- Assists PCCs in collaborating to share practice, procure services, and identify ways to achieve efficiencies through working together.

## **Why is a national body to represent PCCs needed?**

It is by coming together that PCCs will be best able to influence change. A national body helps PCCs make the most of their ability to influence at a national level, and deliver on their manifesto promises. PCCs have an important contribution to make to how national policing services are governed, such as the National Crime Agency and the Police Professional Body. The APCC supports PCCs in providing this leadership at a national level. By sharing best practice and identifying opportunities to work together, or paying for services jointly, the APCC helps PCCs be more efficient and effective. If PCCs identify barriers to delivering their local plans, the APCC takes co-ordinated action that can help remove barriers at a national level.

## **Who are members of APCC?**

All 41 PCCs are members of APCC. The governing bodies which oversee the non-geographic police forces (British Transport Police, Civil Nuclear Constabulary, and the Ministry of Defence Police), the City of London Police and the Mayor's Office for

Policing and Crime (overseeing the Metropolitan Police) are also be members of the APCC. They provide considerable strength in numbers.

### **How are services provided by the APCC?**

The APCC is supported by a small, focused team of policing policy professionals with a wide range of experience of representing the interests of local police governance bodies at a national level.

### **For more information**

Please email the APCC Communications Manager; Joel Charles,  
via [enquiries@apccs.pnn.police.uk](mailto:enquiries@apccs.pnn.police.uk)

Essex Police and Crime Panel	<b>EPCP/027/14</b>
Date: 29 January 2014	

**Revised Proposed Police Precept for 2014/15**

Report by Secretary to the Panel

Enquiries to Colin Ismay 01245 430396 colin.ismay@essex.gov.uk

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**Purpose of report**

To review the revised proposed Police Precept for 2014/15 proposed by the Police and Crime Commissioner and to make a report to the Commissioner on the proposed precept which may include recommendations as to the precept that should be issued for the financial year. If not satisfied with the precept the Panel can veto it, provided there is a two thirds majority of the persons who are members of the panel at the time when the decision is made in agreement. The Panel would need to indicate whether it considered the proposed precept to be too high or too low.

The Commissioner presented his original proposals to the Panel at it last meeting. Having considered the report on the precept, listened to the Commissioner's justification of the need for an increase and had the opportunity to hold him to account for his proposal, the Panel decided that it was satisfied with the proposed increase in the precept of 3.5% on the understanding that the Secretary of State did not apply a cap to the level of increase in Police Precepts. In the event that the budget proposals were impacted by the subsequent application of such a cap the Panel agreed that the Commissioner should report back to a further meeting to present it with his revised proposals.

On 5 February the Secretary of State for the Department for Communities and Local Government set out the principles which would enable the Commissioner to determine whether a particular precept increase would be excessive. If excessive, a referendum must be held in relation to that amount. The principles set were a precept increase of 2% or more would be deemed excessive. The Commissioner's revised proposals are attached.

As a reminder, The Commissioner must

- (a) have regard to the report made by the Panel including any recommendations in the report,
- (b) give the panel a response to the report and any recommendations, and
- (c) publish the response.

The Commissioner may

- (a) issue the proposed precept as the precept for the financial year, or
- (b) issue a different precept, but only if it would be in accordance with a recommendation made in the report to do so.

### **Background information on the process to be followed**

Schedule 5 to the Police Reform and Social Responsibility Act 2011 makes provision for the scrutiny, by the police and crime panel, of a proposal from the police and crime commissioner as to the issuing of a precept. The Schedule confers powers on the panel to veto a proposed precept. The Police and Crime Panels (Precepts and Chief Constable Appointments) Regulations 2012 make provision about the procedure to be followed.

Part 2 of the Regulations concerns the issuing of precepts. Regulations 3, 4 and 5(1) set deadlines for the taking of steps set out in Schedule 5 of the 2011 Act. This is to ensure that a precept is issued in accordance with Part I of the Local Government Finance Act 1992. The commissioner must notify the panel of the proposed precept by 1 February of the relevant financial year. Where a panel decides to veto a proposed precept but does not report to the commissioner within the deadline set out in regulation 4(1) - by 8 February - regulation 4(2) allows the commissioner to issue the proposed precept in any event.

The remainder of Part 2 of the Regulations prescribes steps to be taken where the panel exercises its power to veto a proposed precept, with deadlines. The commissioner must respond by 15 February. Regulation 5(2) requires the commissioner to notify the panel of the revised precept that he proposes to issue. This must be lower than the precept proposed initially if the panel vetoed the precept on the basis that it was too high, and must be higher than the precept proposed initially if the panel rejected it on the basis that it was too low.

Regulation 6 requires the panel to scrutinise the revised precept and report on it. The panel may indicate that they reject the revised precept, but this does not amount to a power of veto. The only power of veto is in relation to the precept proposed initially by the commissioner. Where the panel fails to report to the commissioner by the deadline set out in regulation 6(1) - 22 February - regulation 6(3) allows the commissioner to issue the revised precept in any event.

Regulation 7 requires the commissioner to consider the panel's report and respond to it by 1 March. Once that response is given, the commissioner may issue a precept in accordance with regulation 8. This can be the revised precept considered by the panel, or a different precept. Where a different precept is issued, it cannot be higher than the revised precept if the panel vetoed the original precept on the basis that it was too high, and it cannot be lower than the revised precept if the panel vetoed the original precept on the basis that it was too low.

Nothing in Part 2 of the Regulations affects the operation of Chapters 4ZA and 4A of Part I of the Local Government Finance Act 1992, which prevent the issuing of an excessive precept following the holding of a referendum. Neither does Part 2 affect the operation of



section 41 of the Police Act 1996 (c. 16) which allows the Secretary of State to direct a minimum budget requirement for the commissioner in order to ensure that the precept is not set at so low a level that public safety is endangered.



Meeting: Police and Crime Panel for Essex  
Date: 2.30pm; 20<sup>th</sup> February 2014  
Venue: County Hall, Chelmsford

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## **Revised Proposed Precept for 2014/15**

Contacts: Nick Alston, Essex Police and Crime Commissioner,  
Charles Garbett, Treasurer

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### **1 Purpose of Report**

- 1.1 In compliance with the letter from the Chairman of this Panel to the Police and Crime Commissioner (PCC) dated 5 February the PCC is reporting back to this Panel with a revised proposed precept.
- 1.2 To highlight changes to the 2014/15 Budget Summary (Appendix A) to that presented to the last meeting of this Panel.

### **2 Proposed Precept 2014/15**

- 2.1 On the 5<sup>th</sup> February the Secretary of State for the Department for Communities and Local Government set out the principles which would enable the PCC to determine whether a particular precept increase would be excessive. If excessive, a referendum must be held in relation to that amount. The principles set were a precept increase of 2% or more would be deemed excessive.
- 2.2 As presented to the last meeting of this Panel, the PCC proposes a precept increase just below the trigger point for a referendum. This equates to an increase of 1.97% in order to ensure that a referendum being invoked through 'rounding upwards' is avoided and also that the resultant police element of the council tax for a Band D property, at £144.27, is divisible by 9 in order to facilitate its implementation by billing authorities.
- 2.3 As a direct consequence of moving from a precept increase of 3.5% to 1.97% the total Evolve and Reform activity savings required in 2014/15 shown in Appendix A have increased by £1.2m from £9.9m to £11.1m.

### **3 Changes to the Revised 2014/15 Budget Summary**

- 3.1 The following changes have been made to the revised budget summary:
  - i) A reduction in the council tax precept income from £85,809k to £84,612k arising from a reduction in the proposed precept from 3.5% to 1.97%.
  - ii) An increase in the savings required of £1.2m as highlighted in paragraph 2.3 above.

- iii) An increase in the collection fund surplus of £101k from £821k to £922k reflecting the buoyancy of council tax collection.
- iv) An increase in the budgeted cost of supporting billing authorities through the council tax sharing agreement by £55k from £318k to £373k, again reflecting the increased performance of council tax collection.

**4. Recommendation**

- 4.1 The PCC proposes a precept increase of 1.97%, equivalent to an increase of £2.79 a year from £141.48 to £144.27 for a Band D property, thus raising £1.6m of additional council tax receipts.
- 4.2 The Police and Crime Panel is invited to review and report on the revised proposed precept.

<b>2014/15 Budget Summary</b>		
	<b>£000</b>	
<b>2013/14 Original Budget - Budget Book Net Expenditure</b>	<b>271,573</b>	includes one-off expenditure and funding from reserves
Adjustment for use of reserves and one-off items in 13/14	<b>176</b>	
<b>2014/15 Base Budget</b>	<b>271,749</b>	
<b>Pre 2014/15 Activity</b>		
Pay	<b>(3,933)</b>	
Lost income from lower interest rates	<b>51</b>	Based on average interest rate of 0.5%
Adjustment to historic CCP's and capital (revenue impact)	<b>(54)</b>	
Reform Savings	<b>(2,814)</b>	Reform
Evolve - Non Pay savings	<b>(1,156)</b>	Evolve
<b>2014/15 Revised Base Budget after adjustment to 14/15 base for pre 2014/15 activity</b>	<b>263,843</b>	<b>Reduction for pre 14/15 activity is £7.9m</b>
Inflation (non-pay including fuel)	<b>631</b>	Contractual and fuel inflation only
Pay inflation	<b>2,131</b>	based on part year from 1% rise in Sept 2013 and an additional 1% from Sept 2014.
<b>2014/15 Adjusted Baseline</b>	<b>266,605</b>	
<b>Identified MTFS Pressures / adjustments</b>		
Pay (not inflation) e.g. increments/pension/NI changes	<b>1,642</b>	Includes increments of £2m, £250k for additional overtime now pensionable and reduction of £500k for NI thresholds levels
Police Staff pension - 2013 valuation	<b>631</b>	The revaluation has resulted in an increase in employers contribution rate from 10.2% to 13.1% and a reduction in deficit payments
Police Staff pension - deficit payment	<b>420</b>	The payment period of the pension deficit is reduced from 27 years to 20 years
Cost pressures-Contractual/Legal & Unavoidable	<b>498</b>	Includes increases in Home Office services, Premises costs and Local Council Tax support
Contribution for the repayment of internal debt	<b>479</b>	For historic capital expenditure. 2014/15 base budget increased to £1m. Repayment now over 9 years instead of 18 years
Police Officer Ill Health/Injury Pension	<b>230</b>	Inflation and increasing number of officers qualifying for injury pension
PCC's Whole Essex Community Budget	<b>290</b>	One-off funding in 2013/14 to be permanent in 2014/15
PCC's Community Safety Fund grant expenditure	<b>(200)</b>	Reduction in New Initiative Funds
<b>Total Identified MTFS Pressures</b>	<b>3,990</b>	
<b>Evolve and Reform activity</b>		
Reform Savings excluding pre 14/15 activity	<b>(986)</b>	Total Reform savings = (£3.8m) - see pre 14/15 activity above
Evolve Savings excluding pre 14/15 activity	<b>(3,732)</b>	Total Evolve savings = (£4.9m) - see pre 14/15 activity above
Evolve - One off investment	<b>2,430</b>	Investment to include additional officers in 2014/15
Evolve - change in precept from 3.5% to 1.97%	<b>(1,151)</b>	Additional savings to be identified
Evolve in-year activity	<b>(3,666)</b>	
<b>Total Evolve and Reform activity</b>	<b>(7,105)</b>	
<b>One-Off Spending</b>		
Cost pressures - Contractual / Legal (one-off)	<b>969</b>	Includes one-off funding for Force Control room, IT, Evolve project team and Community team
Excess Mileage costs from restructures	<b>421</b>	Evolve and Reform restructures
Redundancy from restructures	<b>1,750</b>	Estimate for 2014/15 and 2015/16 restructuring activity - accounted for in 2014/15
Estate and IT Commissioning	<b>250</b>	
<b>Total One-Off Spending</b>	<b>3,390</b>	
<b>2014/15 Final Budget requirement</b>	<b>266,880</b>	
<b>Source of Funding</b>		
HO Core Police Grant	<b>110,111</b>	2013/14 £114.441m. Now includes Community Safety Grant (13/14 £1.246m) - 13/14 total £115.687m
HO formula Grant - <i>previously DCLG grant</i>	<b>58,110</b>	2013/14 £60.950m
Council Tax Freeze grant (2011/12)	<b>2,133</b>	2013/14 £2.133m
Council Tax Support Grant	<b>10,992</b>	2013/14 £10.957m - for reduction in taxbase from 13/14
Council Tax precept	<b>84,612</b>	2013/14 £81.440m (2012/13 £88.725m). Based on estimated taxbase growth & 1.97% precept increase.
Collection Fund surplus	<b>922</b>	<b>Still to be confirmed</b> - 2013/14 £0.406m (2012/13 £0.101m).
<b>2014/15 Total Funding</b>	<b>266,880</b>	2013/14 £271.573m.
<b>Surplus / (deficit)</b>		
<b>-</b>		
<b>Council Tax Band D (2012/13 = £136.71 &amp; 2013/14 = £141.48)</b>	<b>£144.27</b>	
<b>CT Increase % (3.47% in 2012/13 &amp; 3.49% in 2013/14)</b>	<b>1.97%</b>	
Increased cost to Band D property / pa (£4.77 in 2013/14)	<b>£2.79</b>	
Additional Weekly Cost (9 pence in 2013/14)	<b>£0.05</b>	
Tax base - number of properties (575.628m in 2013/14)	<b>586,480</b>	



**AGENDA ITEM 8**

Essex Police and Crime Panel	<b>EPCP/028/14</b>
Date: 20 February 2014	

**Police and Crime Plan: Refresh 2014/15**

Contacts: Nick Alston, Essex Police and Crime Commissioner  
 Susannah Hancock, Executive Director

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**1 Purpose of Report**

- 1.1 This report seeks feedback from the Police and Crime Panel on the update of the Police and Crime Plan. (Annex A).

**2 Background**

- 2.1 The original Police Crime Plan was endorsed by this Panel at its February 2013 meeting. It covers the period Nov 2012 - 2016.
- 2.2 After one year in office, the PCC is keen to refresh the plan to provide an update on progress made as well as indicate future developments. He is, however, clear that the overarching priorities set out in the original plan (the '8 key areas of focus') remain the same.
- 2.3 The draft Police and Crime Plan 2014 before the Panel today represents an update and a look forward from the existing Plan. It is not a new Plan.
- 2.4 It also includes an overview of Community safety Partnership priorities for '14/15. This is attached at Annex B
- 2.5 The draft presents the text only. Once the text has been finalised, we will add photographs and graphics before publishing on the website. It will be presented in a very similar format to that of the original Plan.
- 2.6 We would encourage sharing of the draft Plan with Community Safety Partnership managers, if Panel members consider this appropriate.

**3 Recommendation**

- 3.1 The panel is asked to comment on the draft update. Once the panel has fed back, we will use this feedback to inform the final version. We will also circulate to wider stakeholders to seek their input.





# **Police and Crime Commissioner for Essex**

## **Police and Crime Plan 2014 (DRAFT)**

**An update and a look forward**

**Contents**

**PAGE NUMBERS TO BE REVISED ONCE DOCUMENT IS COMPLETE**

Police and Crime Commissioner (PCC) Foreword.....	3
1. Overview.....	4
2. The Essex Area .....	6
3. Roles and Responsibilities .....	7
4. The PCC's approach .....	9
5. The PCC's key areas of focus.....	11
6. Policing in Essex.....	26
7. Holding the Chief Constable to Account - Performance and Accountability.....	28
8. Finance and Resources.....	35
 ANNEX A – Community Safety Partnerships' (CSPs') identified priorities.....	 38

**FOREWORD**

**This will contain a forward by the PCC written in the first person.**

**Nick Alston CBE**  
**Police and Crime Commissioner for Essex**

### SECTION 1: OVERVIEW

The first Police and Crime Plan for Essex was published in March 2013, and has been updated in March 2014. The Plan outlines the PCC's ambition to reduce crime across Essex, and bring the police and wider partners together to ensure that there are less victims of crime and that communities are safer. The plan also stresses the importance of Essex Police retaining its capability to respond to the wide range of crimes and public safety incidents that occur every single day. The Plan sets out the PCC's conviction that the delivery of local policing should above all serve local needs, whilst also balancing national policing demands, such as tackling organised crime and terrorism.

The Plan focuses in detail on the serious problem of domestic abuse which remains at worryingly high levels across the county, and also on key cross cutting issues such as the misuse of alcohol and drugs which drive so much crime, including anti-social behaviour (ASB), violent crime and burglary. The plan goes on to focus on those approaches that will deliver effective reductions in crime and ensure fewer casualties on our roads. The PCC's 8 areas of focus are:

- Ensuring local solutions meet local problems
- Reducing domestic abuse
- Supporting victims of crime
- Reducing youth offending and re-offending in general
- Tackling the consequences of alcohol and drugs abuse, and mental health issues
- Improving road safety
- Improving crime prevention
- Increasing efficiency in policing through collaborative working and innovation

During the PCC's first year of office, real progress has been made in these eight areas. Details of that progress, of the challenges that remain and of future work to meet those challenges is set out in Section 5.

Partnership working remains central to the PCC's approach. Local authorities, the voluntary sector, criminal justice agencies and communities themselves have a critical role to play – together with Essex Police - in delivering initiatives that help prevent crime, support victims and help make our communities safer. Page 28 of 100

### SECTION 1: OVERVIEW

#### Funding challenges and the Essex Police Evolve programme

The economic hardships of the past few years have had a significant impact on all public services. Since 2011-12, Essex Police has delivered around £42 million of savings through increasing efficiencies and a strong focus on collaborative working. In preparing for the future financial and operational challenges, Chief Constable Stephen Kavanagh has created the '*Evolve*' programme, which is seeking to deliver greater effectiveness and efficiency across the force, whilst at the same time ensuring a renewed focus on local policing. The PCC and Chief Constable have published a set of core principles to govern this work, and agreed that the continuing focus of policing activity across the county will be:

- Maintaining public safety
- Reducing crime and anti-social behaviour
- Bringing offenders to justice
- Improving public and victim satisfaction

Local policing and public service will continue to be at the heart of the Essex Police operating model. Local policing means officers and staff working from local bases, with a good knowledge of their communities, responding to the needs of the public in conjunction with local partners.

#### Consultation on the Police and Crime Plan

The original Police and Crime Plan was published in March 2013 after wide ranging consultation with the public, victims and wider partners. The plan was endorsed by the Police and Crime Panel. For this updated version, the PCC undertook further consultation with the public and partners via an online survey. This confirmed the importance of the eight key areas of focus and provided valuable feedback on wider opportunities and challenges. In addition, the PCC has drawn on feedback from the public engagement events that he has undertaken throughout 2013/14, and from the regular business, rural crime and victims forums that take place during the year. The result is this refreshed version of the Police Crime Plan, which sets out the progress made in the first year and plans for the future.

### SECTION 2: THE ESSEX AREA

Essex is a remarkably diverse county and with 1.74 million living within its boundaries has the second largest population of any non-metropolitan county after Kent.

Essex is also a demographically complex area with a mix of urban and rural areas. The county is home to a combination of a city, new towns, large towns, seaside resorts and historic market towns.

Within Essex there are 12 district councils and the two unitary authorities of Southend-on-Sea and Thurrock. The most densely populated towns of Southend, Harlow and Basildon differ significantly from the much less densely populated areas of Braintree, Maldon and Uttlesford. Right across the county though, rural areas often border on urban centres.

Essex has an extensive travel infrastructure. The county is linked via a strategic road network, incorporating the Thames Gateway and includes major stretches of the M25, M11, A12 and A13 and the A120 serving Harwich. The Dartford River Crossing linking Essex with Kent, is used by approximately 51 million vehicles a year. Essex is also home to London's third largest airport, Stansted, while Southend's airport is continuing to expand. Essex hosts a comprehensive rail network and has a long coastline, including the ports of Harwich and Tilbury. Finally, the county borders parts of north-east London, Hertfordshire, Cambridgeshire, Suffolk and Kent. These factors create a range of challenges for the police, as well as presenting real opportunities to work in partnership with other agencies and counties to make a significant difference to crime and road safety.

The sheer diversity of Essex means that on a daily basis, police have to respond to a wide range of crimes and anti-social behaviour, with differing levels of demands on policing and public services as a result. Whilst this diversity brings challenges, Essex remains a vibrant and overwhelmingly safe place in which to live and work.

### SECTION 3: ROLES AND RESPONSIBILITIES

#### The Police and Crime Commissioner

The Police Reform and Social Responsibility Act (2011) established the role of the PCC. PCCs are directly elected by the communities they serve. They were introduced in order to improve police accountability and reconnect the public with policing.

The PCC has a number of statutory responsibilities which include:

- holding the Chief Constable to account for the delivery of policing in Essex
- setting and updating a four year police and crime plan
- setting the force budget and council tax contribution to policing (precept)
- regularly engaging with the public and communities
- allocating grants through the Community Safety Fund and commissioning services
- appointing, and where necessary dismissing, the Chief Constable

The PCC's role is much broader than his policing responsibilities. He also has a duty to bring together community safety partners to reduce crime across Essex and has an important role to play in consulting and listening to victims of crime, in order to improve the information and services they receive.

#### The Chief Constable

In May 2013, following the retirement of Jim Barker-McCardle, the PCC appointed Stephen Kavanagh as the new Chief Constable of Essex. Mr Kavanagh has exceptional experience of policing, having held many high profile and demanding positions during a long career in the Metropolitan Police Service.

The Police Reform and Social Responsibility Act sets out the operational independence of the police by making it clear that the Chief Constable retains direction and control of the force's officers and staff. The Chief Constable is accountable in law for the exercise of police powers, and is accountable to the PCC for the delivery of efficient and effective policing, management of resources and expenditure by the police force.

### SECTION 3: ROLES AND RESPONSIBILITIES

#### The Police and Crime Panel

The Police and Crime Panel (the Panel) holds the PCC to account on behalf of local people. The Panel provides a 'check and balance' to the workings of the PCC.

The Panel is made up of representatives from each of the district and unitary authorities plus independent members. There is a requirement for political and geographical balance amongst the elected members of the Panel.

The Panel has a number of powers and responsibilities, including:

- Agreeing, and potentially vetoing, the proportion of council tax in Essex which goes towards policing
- Reviewing the Police and Crime Plan
- Reviewing and scrutinising the decisions and actions of the PCC
- Holding confirmation hearings for the proposed appointment of a Chief Constable, Deputy PCC, Chief Executive and Chief Financial Officer.

In 2013, the Panel convened eight times, scrutinising the PCC's work and the Police and Crime Plan for Essex in lively, thorough and engaging public sessions.

Briefing papers prepared for the Panel and minutes of meetings can be read at the Essex Police and Crime Panel website here:

<http://cmis.essexcc.gov.uk/essexcmis5/Committees.aspx>



### SECTION 4: THE PCC'S APPROACH

The PCC has sought to support, develop, and energize partnership working across Essex, Southend and Thurrock to reduce crime and improve community safety, so that agencies can provide the best possible service to the people of Essex.

#### **Ensuring a local focus:**

The PCC works closely with the local authorities in each of the districts and unitary authorities to ensure a partnership focus on community safety and crime reduction. In each area, the Essex Police Commander has a pivotal role to play in deploying their teams to respond effectively to local concerns. Policing teams work closely with local Community Safety Partnerships (CSPs) who have a statutory role to address crime and safety issues.

#### **Championing partnership working**

Working in partnership is central to the PCC's approach to tackling crime across the county. This becomes even more important within the challenging financial environment. By working with other agencies and collaborating on a range of cross cutting initiatives, the PCC delivers good value for money for the public, and seeks to identify innovative solutions to tackling crime and anti-social behaviour.

Some examples of effective partnership work include:

- Chelmsford, Colchester and Southend-on-Sea have all been awarded Purple Flag status for their exceptional work in ensuring their night time economy areas are safe and welcoming, and this represents national endorsement of some of the excellent partnership working across Essex.
- The Domestic Abuse Strategy Board, chaired by the PCC and involving partners from across agencies, has helped strengthen a partnership approach to tackling domestic abuse, increasing support to high risk victims to keep them and their families safe.
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### SECTION 4: THE PCC APPROACH: FUNDING

#### **Community Safety Funding:**

The PCC continues to support community safety priorities through his Community Safety Fund, which supports a range of initiatives including:

- Funding to each of the 14 Community Safety Partnerships to enable them to deliver against local community safety outcomes
- Funding to the 3 Youth Offending Teams to support further reductions in youth reoffending and the prevention of youth crime
- Funding to the 3 Drug and Alcohol Action Teams to support reductions in drug and alcohol use and associated harm
- Funding of Independent Domestic Violence Advocates (IDVAs), Independent Sexual Violence Advocates (ISVAs) and the Essex/Southend/Thurrock Safeguarding Children's Board and Vulnerable Adults Protection Committee to support victims and help them to access the support services they so badly need.
- Wider crime prevention initiatives.

#### **New Initiatives Fund:**

During 2013-14, the PCC has allocated £500,000 to the New Initiatives Fund. This money has been used to support a wide range of groups delivering services in each of the eight areas of focus of the Police and Crime Plan to reduce crime and improve the safety of our communities. Details of grants made can be seen on the PCC website: <http://www.essex.pcc.police.uk/income-and-expenditure/new-initiatives-fund/>

#### **Partnership funding:**

The PCC continues to support the work of Safer Essex and the Whole Essex Community Budgets programme to ensure that funding and services are joined up to deliver the best outcomes for the people of Essex.

#### **Victims and Restorative Justice Commissioning:**

From 2014 onwards, the PCC will be responsible for commissioning victim support services and restorative justice services across the county. The PCC is preparing for this important development by consulting victims on the services they need, and working with agencies to ensure that high quality services are commissioned to meet these needs. More information on this is set out on page 15 in the Supporting Victims section.

### SECTION 5: THE PCC'S AREAS OF FOCUS

The driving aim for the PCC is to reduce crime and ensure there are fewer victims of crime. Whilst Essex Police must retain its ability to respond to crime, it is essential that it continues to remain much more than just a response organisation. Preventing crime from occurring in the first place must remain an essential task for Essex Police, as well as for local partners, businesses and communities. Everyone needs to work together to prevent crime and the harm that it causes.

The Police and Crime Plan focuses in particular on those issues and crimes that cause most harm and concern in our communities. Consistent and committed work across these areas by the police, partner agencies and communities themselves have already made demonstrable reductions in crime and have helped to reduce the harm caused. By targeting efforts on cross-cutting issues such as youth offending, re-offending, alcohol and drugs misuse, and mental health issues, it is possible to make a real impact on crime, and the underlying causes of crime. In doing so, we make our communities safer.

As highlighted in section one, the PCC's key areas of focus are:

- Ensuring local solutions meet local problems
- Reducing domestic abuse
- Supporting our victims of crime
- Reducing youth offending and all types of re-offending
- Tackling the consequences of alcohol and drugs abuse and mental health issues
- Improving road safety
- Improving crime prevention
- Increasing efficiency in policing through collaborative working and innovation

The next section of the Plan seeks to expand on each of these areas, setting out what has been achieved to date alongside plans for the future.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### 1. Ensuring local solutions meet local problems

In a county as large and diverse as Essex, one size most definitely does not fit all. The PCC is committed to ensuring that Essex Police works with local partners and across local communities to identify and solve problems on a local basis.

##### Areas of progress include:

- **Renewed local focus:** Local police District Commanders are working alongside Community Safety Partnerships (CSPs) to help deliver on local priorities. Working together, they have developed clear plans for tackling crime and anti-social behaviour. These build on CSP priorities, which are outlined in Appendix A.
- **Watch Groups:** The PCC increased funding by fifty per cent in 2013-14 to help support the work of Neighbourhood Watch. Twenty-one different types of Watch organisations, including Farm, Business, Pub, Caravan and Horse Watch also provide excellent crime reduction support to communities across our county.
- **New Initiatives Fund:** To encourage local initiatives which have a measurable impact on crime and community safety, the PCC allocated £500,000 to his New Initiatives Fund. This fund has been set up to provide start-up and 'seed' funding for innovative crime prevention projects run at a local level. Examples include: *Only Cowards Carry* in the north of the county working to prevent and deter young people from carrying knives; a new Street Pastors group in Saffron Walden helping keep the town centre safe in the evenings; 'Operation Home Safe' in Epping Forest and the "Safe as Houses" project in Southend-on-Sea which tackled specific burglary trends in their local areas.
- **Rural Specials:** Working closely with Special Constabulary Chief Officer Leon Dias, the PCC has provided £40,000 from the New Initiatives Fund to help create and equip a Special Constabulary Rural Crime Team, consisting of officers with a strong knowledge of rural communities, dedicated to tackling crime in our countryside.

Many other innovative, local projects have been funded through the New Initiatives Fund. A full breakdown can be seen at the PCC website: <http://www.essex.pcc.police.uk/income-and-expenditure/new-initiatives-fund/>

##### Next steps include:

- **New community messaging system:** This project aims to improve the flow of information and intelligence between Essex Police and the many Watch groups across our county, so helping to prevent and reduce crime. It is jointly funded by the PCC and from funds seized from local criminal networks.
- **Supporting and building on success:** The PCC has committed to extending the New Initiatives Fund into 2014/15. This will include evaluating the success of all funded projects, to maintain the focus on local solutions.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### 2. Reducing domestic abuse

During July 2013, Essex Police received over one hundred domestic abuse related emergency calls every single day, and in the nine months from April to December 2013 the average was 80 calls each day.

These statistics are shocking. A more detailed analysis of incidents is equally disturbing. Between 1 April 2013 and 30 September 2013, more than three quarters of all domestic offences where a crime was recorded involved actual violence against a person. There were 3627 such offences during that time period. That equates to 20 crimes of domestic violence against a woman or a man every single day in our county. The front line is now all too often the front room.

Most tragically, during an eight week in the autumn of 2013, three women were killed in their homes. As a community, we cannot accept this level of harm. The scale and impact of domestic abuse make this a continuing and key area of focus in the Police and Crime Plan for our county.

The PCC is clear that whilst Essex Police has a crucial part to play, it cannot solve the problem of domestic abuse alone. In July 2013, the PCC and Chief Constable led a Domestic Abuse Summit bringing national and local partners together to review the issues involved and agree an approach to solving these. The PCC now chairs the pan-Essex Domestic Abuse Strategy Board and is leading on an ambitious programme of work across police, social care, health and the voluntary sector to tackle domestic abuse in a co-ordinated fashion.

#### Areas of progress include:

- **Joint Domestic Abuse Triage Teams:** During 2013-14, Domestic Abuse Triage teams were created across Essex, Southend and Thurrock with involvement from Essex Police, social care, health, probation and housing. These multi-agency hubs will ensure that victims at high risk of harm will be identified at the earliest opportunity, with information shared across agencies and support packages quickly put in place.
- **Joint commissioning:** Agencies are now sharing resources and pooling funding to jointly commission services to support domestic abuse victims. For example, this will ensure that funding is available for a comprehensive Independent Domestic Violence Advocate (IDVA) service across the county, to help support victims at high risk of domestic abuse.

- **SECTION 5: THE PCC'S AREAS OF FOCUS**

- **Reducing domestic abuse: Areas of progress include:**

- **Police response:** The Chief Constable has led a review across Essex Police to ensure that its response to domestic abuse is effective, putting victims at the centre of operations. In January 2014, the Home Office announced an award of £440,000 to Essex and Kent Police towards the cost of body worn cameras. This means that Essex Police can now equip its response officers attending domestic abuse incidents with body worn cameras which can capture evidence immediately and automatically.
- **Health:** The local charity *Safer Places* has secured National Lottery funding to place specialist domestic abuse professionals in Maternity and A&E services at Princess Alexandra Hospital, Harlow.
- **Funding:** The PCC has awarded over £580,000 of funding in 2013-14 to reduce domestic abuse. This has included:
  - - £260,000 to Victims Support to help fund the IDVA service for victims of domestic abuse
  - - £92,000 for a Community Budget pilot in Basildon & Braintree, to provide increased support for victims of domestic abuse
  - - £88,000 for the Sexual Assault Referral Clinic (SARC)
  - - £50,000 to the DAISY project to provide awareness training, support and advice to medical staff and midwives
  - - £27,000 to Basildon's Women's Aid to increase domestic abuse support in the multi-agency domestic abuse Hub
  - - £26,000 to Colchester and Tendring Women's Refuge
  - - £33,000 to Braintree, Castle Point, Colchester, Epping, Rochford, Southend and Uttlesford CSPs for domestic abuse awareness and training projects, including over £3,000 for the 'Cut It Out' campaign in Braintree.
- **Next steps to include:**
- **Leadership:** The PCC will continue to champion the reduction of domestic abuse across the county. He will support the embedding of new approaches such as "Clare's Law", where police can inform victims of domestic abuse of their partner's previous convictions for violence or abuse where the victim is considered to be at risk, and also offer access to multi-agency support services.
- **Perpetrator programmes:** The PCC will build on strong work with Essex Police, Probation, Youth Offending Teams and the courts to ensure that effective programmes are in place to tackle domestic abuse perpetrators and help reduce their offending.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### 3. Supporting victims of crime

Victims of crime and their families can experience significant trauma following a crime. Often crime can impact whole communities and leave people feeling vulnerable and unsafe. Victims tell us that most of all they want to be listened to - to be given a voice in the criminal justice system. This will include having access to information and updates on their case, and receiving support and advice after a crime. The PCC sees championing and supporting victims of crime as being one of his key responsibilities.

##### Areas of progress include:

- **Listening to victims:** The PCC has created a dedicated Victim's Forum, which includes representation from both local and national victims groups. The PCC has visited a range of victims support groups across the county, such as Safer Places in Harlow, the Colchester and Tendring Women's Refuge and Victim Support in order to better understand and respond to the need of victims.
- **The Victims Code:** The PCC has used the launch of the new national Victims Code as an opportunity to focus on the voice and rights of victims in Essex. The new code marks an important watershed for victims of crime, meaning **all** victims can now receive support after a crime, with enhanced support available for victims of the most serious crimes and their families. All victims will now get the chance to make a 'Victim Impact Statement', which allows them to tell the court how the crime has affected them. The PCC will monitor the implementation of the Victims Code in Essex Police and throughout the criminal justice system.
- **Business crime:** The PCC wants to ensure that the impact of crime on any business, whether big or small, is taken into account by the police and criminal justice system. The PCC is pleased that businesses can now also make Victim Impact Statements to courts where appropriate. This is something that he has personally championed at a local and national level.
- **Victim support services:** In preparation for his new role as commissioner of victim supports services, the PCC has begun to scope the types of services that victims in Essex need, and to work with the voluntary sector, health and wider partners to ensure that these services can be effectively commissioned from October 2014 onwards, when the funding for victims services is transferred from central government to PCCs.
- **Hate crime:** in December 2013, a "Stop the Hate" conference was held, led by the Chief Constable and PCC, with a clear message from police and partners of "Report It To Stop It". The PCC recognises that we must be prepared to see an increase in hate crime if it means more people have confidence in reporting such crimes, enabling more perpetrators to be brought to justice.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### Supporting our victims of crime: Areas of progress include (continued):

- **Essex Police service to victims:** The number of emergency response incidents attended by Essex Police within 20 minutes in rural areas and 15 minutes in urban areas has increased from 84.8 percent in 2012 to 91.5 per cent in 2013 (April to December 2013 compared with the same period in 2012). This is a welcome improvement. The PCC has also initiated a review into the 8.5 per cent of emergency incidents not attended by police within the national target times, to ensure that improvements can continue to be made.

#### Next steps include:

- **Restorative Justice:** The PCC has a new role to play in commissioning restorative justice services across police and wider criminal justice agencies. Restorative justice is an approach that enables offenders to make amends for some of the harm caused to victims and communities, and gives victims a voice by supporting them to tell offenders, either directly or indirectly, the impact of the crime on their lives.
- **Internet-enabled crime and fraud:** These are growing and under-recorded areas of crime. The PCC will encourage greater focus on tackling and preventing internet-enabled crime and fraud perpetrated against both the public and business.
- **Essex Police service to victims:** The PCC will continue to champion improvements to the 101 non-emergency call number. Essex Police is introducing a variety of new processes to improve customer satisfaction, and the PCC will monitor their success.
- **Hidden harm:** The PCC considers it essential that the extent and impact of serious sexual offences, child sexual exploitation, human trafficking and other largely hidden harms in Essex is much better understood in order that victims, many of whom are young or vulnerable, get the support and services they need and that offenders are properly identified and brought to justice. The PCC is encouraging the police and wider partners, including local Safeguarding Boards who have a critical role to play in this area, to work with local communities to increase understanding and awareness, improving the effectiveness of their response.
- **Evaluation and building on success:** The PCC has provided financial support to groups working with many different types of victims. For instance, funding of £175,000 has been given to the Essex/Southend/Thurrock Safeguarding Children's Board and Vulnerable Adults Protection Committee. The PCC will continue to evaluate the success of all these projects, and build on support to successful initiatives such as the South Essex Rape and Incest Crisis Centre and SOS Rape Crisis.



### SECTION 5: THE PCC'S AREAS OF FOCUS

#### 4. Reducing youth offending

A key area of focus for the PCC is preventing and reducing youth offending. Many young people who commit offences come from troubled families and have been excluded from school. Whilst this can never take away from the harm they have caused victims and communities, nevertheless they can face a bleak future, grow increasingly isolated from their families and fall into increasing cycles of crime. There are often links to alcohol and drugs, and mental health issues. Research demonstrates that early identification of problems and intervention to address concerns is much more effective at reducing offending than intervening later on in the process.

##### **Areas of progress include:**

- **Reduction in number of young people entering the CJS:** In 2013-14, the PCC provided over £440,000 to Youth Offending Teams and local agencies to deliver a proactive regime of early intervention to help stop young people on the cusp of offending from falling into a cycle of crime
- **New Initiatives Fund:** PCC funding has supported innovative projects aimed at preventing youth offending. Examples include: Essex Youthbuild, the Wakering Young People's Community Project, and the Witham Boys Brigade. Family Solutions piloted a Boot Camp in Lamburne End, and the Essex Boys and Girls Club delivered four diversionary boxing programmes.
- **Firebreak:** the PCC commissioned three pilot programmes from Essex County Fire and Rescue Service engaging with a total of 30 young people. The early results of these pilots have been encouraging in stopping young people reoffending. They will be closely monitored over the next 12 months to measure success.

##### **Next steps include:**

- **Continued focus on prevention:** The PCC will continue to support initiatives such as the triage programme in Southend, which aim to intervene effectively and create the opportunities for a life away from crime.
- **Increasing awareness of risk amongst young people:** The PCC sees this as an important area of activity and will continue to support existing and new early intervention initiatives, including those taking place in schools. Examples include Crucial Crew and the Risk Avert programme which seek to educate younger children about the impact of crime and increase awareness of risk.

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### SECTION 5: THE PCC'S AREAS OF FOCUS

#### Reducing all types of re-offending

Preventing and reducing re-offending remains a priority. It leads to fewer victims of crime and reduces the demand upon police and wider criminal justice and social care resources.

#### Areas of progress include:

- **Reduction in re-offending:** The PCC leads on reducing re-offending under the Essex Partnership Board and his office works in close collaboration with all criminal justice agencies. The most recent Ministry of Justice figures show that all re-offending has reduced throughout the county from 9.42 per cent to 8.45 per cent over the 12 months to March 2013, with the number of repeat offenders falling from 12,818 to 11,617. Overall crime rates have reduced and the number of offenders has also reduced in line with this trend.
- **Joint working between agencies:** The PCC continues to support the Integrated Offender Management (IOM) programme which is a multi-agency approach to identifying, monitoring and intervening with those repeat and persistent offenders causing the most harm and damage to our communities. IOM provides support to repeat offenders who want to move away from crime, and utilises police, probation and partner resources to target those offenders who are continuing to commit crime. The success of IOM has made a significant contribution to lower offending rates across Essex. An integral part of the IOM programme is supporting offenders who have drug or alcohol dependencies.

#### Next steps include:

- **Transforming Rehabilitation:** In the next 12 months provision of probation rehabilitation services will change significantly as a consequence of the government's new "Transforming Rehabilitation" initiative. This seeks to deliver rehabilitation services to all offenders leaving prison (offenders who serve short custodial sentences currently receive no supervision), and seeks to further reducing offending rates. The PCC's office is taking a lead role in bringing local partners together to develop this initiative throughout the county. This involves a significant role for the voluntary and commercial sectors, as well as the public sector, in delivering services to offenders.
- **SET Reducing Reoffending Board:** The PCC will support the roll-out of the Southend, Essex and Thurrock (SET) Reducing Reoffending programme, and monitor its progress.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### Tackling the consequences of drugs, alcohol abuse and mental health issues

##### 5. Drug and alcohol abuse:

Excessive alcohol consumption can fuel violent crime, including domestic abuse. There are links between drug abuse and acquisitive crime, including burglary, vehicle crime and robbery. Tackling alcohol and drug abuse in conjunction with partners brings significant benefits to communities, including having a positive impact on reducing crime and disorder, and helping create healthier communities.

Essex, Southend and Thurrock have a number of vibrant town centres with night time economies providing employment to tens of thousands of people and enjoyment to hundreds of thousands of residents and visitors to our county. The PCC will continue to encourage innovative initiatives to address the adverse effects of the night time economy and ensure there is shared responsibility for safety between police, partner agencies, the voluntary sector, licensing authorities and the hospitality industry.

##### Areas of progress include:

- **Essex Police and Night Time Economy:** In November 2013, the Chief Constable hosted a conference to address issues around the night time economy, identifying innovative approaches and encouraging even closer partnership working. In the near future, Essex Police intends to introduce a technology led licencing system which will enable better and tighter supervision of licenced premises.
- **Continued support for community initiatives:** SOS buses and Street Pastors are making our towns and city safer places to be at night. Through New Initiatives Funding and other means, the PCC will encourage the police and partners across the county to build on these and other community safety initiatives which have earned Chelmsford, Colchester and Southend Purple Flag status.
- **Drug testing of detained suspects:** During 2013-14, with £16,000 of PCC New Initiatives Fund money, Open Road has run a pilot project in police custody suites to test arrested suspects for the use of Class A drugs. A positive test for a banned substance triggers early intervention with drug users to address their use of illegal substances and any links to their offending behaviour. This project will be fully evaluated with a view to expanding its geographical reach across Essex.

### Drug and alcohol abuse (continued):

#### Areas of progress include (continued):

- **Targeting Class A drug suppliers:** In the year to 31 December, 2013, the Essex and Kent Serious Crime Directorate has brought 87 Class A (primarily heroin, cocaine and crack cocaine) suppliers to justice. The PCC and the Chief Constable are clear that whilst the objective is to reduce all crime in Essex, a continued focus on targeting Class A drug dealers and working with CPS to secure charges is welcomed because it demonstrates proactive policing to prevent overall crime and reduce harm. Essex Police will continue to act robustly to seize the funds and assets of those involved in such criminality. A proportion of this money is returned to the force to be used in the fight against crime. An example is the funding of a dedicated domestic abuse champion within the witness care office, providing expert evidence to support vulnerable victims.

#### Next steps include:

- **Late Night Levy:** The PCC will work with councils and unitary authorities to ensure that all money raised through the potential introduction of the Late Night Levy in parts of our county is used to enhance the safety of our night time economies.
- **“Legal Highs”:** Essex Police and local licensing authorities will continue robust monitoring of businesses which supply so-called “legal highs”, working within the national regulatory framework to intervene and enforce the law wherever possible. The PCC believes it is essential to continue early intervention work in schools, educating young people about the risks and dangers both of banned substances and of so-called “legal highs”.
- **Transforming Rehabilitation:** Strong partnership working with Chelmsford prison will ensure that where offenders with a history of drug abuse are released into the community, they will continue to receive treatment for their drug abuse and support with the aim of preventing any return to offending.
- **Evaluating and building on success:** In 2013-14, Essex County Council, the unitary authorities of Southend and Thurrock, and the PCC provided almost £500,000 in funding to enable specialist agencies to intervene and treat offenders who are abusing drugs. Essex DAAT received £18,000 from the New Initiatives Fund to run a Risk/Avert programme for vulnerable young people from complex families. These programmes will be fully evaluated.

### Mental health:

Mental health issues can result in those affected becoming both offenders and victims of crime. This is an issue of significant concern for the PCC, Essex Police and wider partners. Some national estimates suggest that between 15-25 per cent of police time is spent on managing mental health incidents. To improve understanding in this area, the PCC has asked Essex Police to gather more evidence of police involvement in cases with a mental health element.

The PCC is determined to focus police and partner efforts on tackling this important issue, to support victims and reduce harm.

### Areas of progress include:

- **Working with partners through the Essex Health and Wellbeing Board:** The PCC is supporting work to enhance links between the police, the North Essex NHS Partnership Foundation Trust, the South Essex Partnership University NHS Foundation Trust, and the wider NHS.
- **Police custody suites:** The PCC and his office closely monitor cases where Essex Police exercises the power (under section 136 of the Mental Health Act) to take to a place of safety anyone suspected of suffering from a mental health illness.

### Next steps include:

- **Conference:** The PCC will be closely involved in supporting the mental health charity MIND in their mental health and criminal justice conference in the summer of 2014, which aims to improve understanding of these issues and highlight successful initiatives.
- **Early and specialist intervention:** From early 2014, a pilot project is being run in south Essex involving specialist mental health nurses working alongside police officers to provide early support and intervention. The PCC welcomes this initiative, and has asked for evidence of the impact of the project to be gathered and compared with the experience in north Essex which is not part of the project.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### 6. Improving road safety

Essex has some of the busiest roads in the country, including sections of the M25 and M11 motorways. In the year to 31 December 2013, 541 people have been killed or seriously injured in incidents on Essex roads, a small decrease on the same period for 2012. Sadly, 32 people have been killed, one less than last year. Whilst the numbers of those killed or seriously injured on the road has fallen significantly since 2006, these figures are still too high, with serious road incidents remaining one of the highest causes of early death and life-changing injury in Essex.

#### Areas of progress include:

- **Improving driver behaviour and disrupting travelling criminality:** In 2013, Essex Police and partner agencies have conducted a minimum of two 'Surround a Town' operations each month. These multi-agency operations are focused on improving road safety and disrupting those who use the road network to commit crime.
- **Driver re-education courses:** the National Driver Offender Retraining Scheme (NDORS) has been fully implemented across our county. Figures to 30 November 2013 show that 20,115 drivers and riders have attended a recognised course, focusing upon the use of mobile phones whilst driving, seat belt wearing, careless driving, excess speed and red light offences
- **Speeding:** A programme of mobile roadside enforcement focusing upon road collision hotspots is now underway. The PCC welcomes the continued work of Community Speed Watch volunteers which complements this police activity and provides a vital role in promoting road safety in their local areas.
- **"Cruisers":** Strong proactive policing led to the prosecution of over 50 drivers involved in "cruiser" activities in the Lakeside and Thurrock area. Determined community and multi-agency work will see the introduction of CCTV to combat illegal street racing in Roscommon Way, Canvey Island.
- **Motorcyclists:** Following a range of Essex Police and partner initiatives, the PCC welcomes a reduction in the number of motorcyclists killed or seriously injured from 151 to 120 in the year to 31 December 2013 compared with the previous year.

#### Next steps include:

- **Joint working between partners:** The PCC will re-energise partnership working around road safety in coming months. There will be an additional focus on preventing long delays and gridlocks in the aftermath of traffic collisions on our major road arteries.
- **Young people:** an increase in the number of young car drivers (aged 17-25) killed or seriously injured in road traffic collisions from 85 to 115 in the year to 31 December 2013 is of significant concern. The PCC supports national initiatives to introduce a graduated licensing system for young drivers to help them gain experience before receiving a full license.
- **Cyclists:** An increase in the number of cyclists killed or seriously injured from 62 to 72 in the year to December 2013 compared with the previous year is of concern. The PCC welcomes an Essex Police publicity campaign around safe cycling, supported by professional cyclist Alex Dowsett. The Tour de France's visit to Essex in July provides opportunities for road safety campaigns for both cyclists and drivers.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### 7. Improving crime prevention

The PCC abolished a plethora of targets for the county's police force, replacing them with a clear and simple ambition: to reduce all crime to ensure there are fewer victims of crime. The figures for April to December 2013 show a further reduction of all crime in Essex of 1.2 per cent, 891 fewer crimes, and a welcome increase in the number of crimes solved of 2.8 per cent – both compared with the same period last year.

Against a background of budget cuts and a major restructure of operational policing, this is a significant achievement. Chief Constable Kavanagh is clear that ensuring criminals who inflict real harm on victims are brought to justice is a matter of professional pride for Essex Police. The force and partner agencies must continue to work hard to reduce crime, and there is an ongoing responsibility for individuals, communities and businesses to take appropriate measures to help reduce the chance of becoming a victim of crime.

#### Areas of progress include:

- **New Initiatives Fund:** To ensure a greater proportion of the overall policing and community safety budget for Essex was spent on crime prevention, the PCC created the New Initiatives Fund, using half a million pounds to commission crime prevention activities. As a part of this, the sum of £25,000 was given to Crimestoppers, an organisation which allows people to report crime and suspicious behaviour anonymously.
- **Business crime:** The PCC has created a business crime forum including representation from the business community, Essex Police and partner agencies. Eight out of the ten police districts now have a Business Against Crime (BAC) group and five of the police districts have a Town Link Radio system, enabling evidence of suspicious or criminal behaviour to be rapidly shared, in place.
- **Rural crime:** The PCC rural crime forum regularly meets, with representation from rural and farming communities, Essex Police and partner agencies. There is now a Farm Watch scheme in every police district. Crime prevention advice and recruitment activity was undertaken at major events such as the Ernest Doe Shows held in February 2013 and 2014, the PCC-Farming Community meeting in April 2013 and the Rural Crime Awareness Day in November 2013. Farmers' Action Panels have been re-launched in Uttlesford, Braintree and Maldon. The PCC has used New Initiatives Fund money to help create the Special Constabulary Rural Crime Team, dedicated to using specialist knowledge to combat rural crime, and its impact will be closely monitored.

### SECTION 5: THE PCC'S AREAS OF FOCUS

#### Improving crime prevention (continued)

##### Areas of progress (continued):

- **Older or vulnerable people:** Essex Police PCSOs, Crime Prevention Advisors and Essex Watch Liaison Officers regularly work with older people to help create strong, supportive, neighbourhoods. The New Initiatives Fund has helped support several projects designed to increase the safety of older people, as well as the Support 4 Sight project which enhances road safety awareness for visually impaired people.

##### Next steps include:

- **Predictive policing:** In response to a countywide increase in burglary, Essex Police introduced Operation Insight which uses predictive policing methods to identify hot spots at risk of burglary, and then engages partners such as CSPs and approved organisations in patrolling areas. Local residents are encouraged to report any suspicious behaviour and address any vulnerabilities in their property such as unlocked doors and windows.
- **Shoplifting:** There has been an increase in shoplifting of 13.2 per cent (a total of 848 offences) when comparing April to December 2013 with the same period in 2012. Essex Police Crime Prevention Advisors have conducted customised retail crime prevention training in various parts of the county. As an example, training at Freeport in Braintree led one store to report that they had the highest shoplifting reduction of 48 stores across UK and other parts of Europe.
- **Restorative Justice:** The PCC will develop Community Payback initiatives working with local councils, rural communities and with businesses.
- **Safeguarding children:** The PCC recognises that it essential to raise awareness of risk amongst our young people. The PCC will continue to be involved in and provide funding to safeguarding boards, and to work with schools, colleges and young people themselves to help support and promote personal safety messages.
- **Community messaging system:** The flow of information and intelligence from local people to the police is an essential part of preventing crime, and the introduction of a PCC and Proceeds of Crime Act funded community messaging system will ensure information also flows from the police to our Watch groups.



### SECTION 5: THE PCC'S AREAS OF FOCUS

#### 8. Increasing efficiency through collaborative working and innovation

Essex Police is on course to deliver around £44 million in savings as part of the organisational restructure undertaken in response to the government's first Comprehensive Spending Review. The force faces further reductions in central government grant and cost pressures amounting to around £28 million by 2016-17. The PCC expects Essex Police to continue to make efficiency savings and to explore further partnership and collaborative opportunities, acknowledging that HMIC, the police independent inspectorate, has found Essex to be one of the leanest and most efficient forces in England and Wales.

##### Areas of progress include:

- **Collaboration with Kent Police:** joint IT, HR and other shared support services have been created serving both Essex and Kent Police. The collaboration began in 2010-11, and by the end of 2013-14 will have delivered around £6.3 million of savings for Essex Police.
- **Essex and Kent Serious Crime Directorate (SCD):** the joint SCD enables greater tactical and strategic capability to be deployed across both counties to target and disrupt serious and organised criminality.
- **Implementation of new technology:** Mobile Data Terminals, essentially modified laptop computers, are being rolled out enabling officers to have better access to information and to make reports whilst out on patrol.

##### Next steps include:

- **Collaboration across the region:** the PCC will support further collaboration opportunities with other police forces, particularly in the eastern region and Kent, ensuring these deliver benefits for the people of Essex.
- **Evolve:** Essex Police has created the Evolve programme to examine how the force can make the best use of its talents and capabilities while becoming a more efficient and still leaner organisation. The PCC will work closely with the Chief Constable as Evolve develops firm proposals.
- **Fleet, IT and property:** the PCC will continue to ensure that a strategic, medium term, approach is taken to ensure that Essex Police vehicles, information technology, police stations and offices provide an effective and professional service for both the force and the people of our county. Tight scrutiny of capital expenditure will also continue.
- **Innovation:** The PCC will encourage the force, partners and wider sectors to help identify innovative solutions to drive both efficiency and effectiveness, particularly in areas such as technological enhancements and co-siting, building on existing arrangements with Essex County Fire and Rescue Service.

### SECTION 6: POLICING IN ESSEX

#### Overview of Crime in Essex (based on 1 April 2013 – 31 December 2013 compared with 1 April 2012 - 31 December 2013)

Essex remains a very safe county and has seen a 1.2% reduction in crime during this performance period compared to the same period last year (891 fewer victims). The longer term trend has seen crime reduce by around 30% since 2003/04.

Anti social behaviour (ASB) covers a wide range of unacceptable activities from nuisance neighbours and vandalism, to intimidation. Essex has experienced a decrease of 0.6% (256) in the overall number of ASB incidents recorded over the nine month period and a 3.8% (424) decrease in incidents of criminal damage. This continues a longer term downward trend.

There has been a small increase in serious violent crime of 8.2% (50 incidents), but there have been 3.3% (214) fewer assaults resulting in less serious injury. Alcohol continues to be a factor in almost half of all violent offences and continued policing and partnership activity in areas with vibrant night-time economies will continue to be a priority.

There has been an increase in reports of serious sexual crime of 37.7%, representing an additional 302 crimes. In part, this is believed to be due to the so-called “Savile effect”. Evidence suggests that serious sexual crime is an area of historic under-reporting and it remains a priority to encourage the reporting of all offences.

There were 5571 burglaries of people’s homes in the nine months to 31 December 2013, a reduction of 184 or 3.2% on the same period in the previous year. Burglary remains a challenge for Essex Police, and the introduction of predictive policing techniques as part of Operation Insight will be closely monitored by both the Chief Constable and PCC.

Essex Police faced significant challenges during the reporting period, with changes continuing to be made to the organisational structure following major reorganisation in 2012. Good progress has been made in reducing overall crime and certain categories of crime, but challenges remain.

Detailed reports of Essex Police performance, in each Area of Focus, with essential contextualising information, can be found on the PCC website on a quarterly basis. Details of performance against specific crime types, broken down to a district level can also be seen here: <http://www.essex.pcc.police.uk/>

### SECTION 6: POLICING IN ESSEX

#### Complexities and demands of policing

The complexity and demands of the world in which policing and criminal justice operate have increased significantly. Police responsibilities span tackling local anti-social behaviour through to dealing with organised crime and global terrorist threats.

#### Tackling Serious and Organised Crime

National threats such as terrorism, large scale internet-enabled crime and civil emergencies may require a coordinated response where information and resources are shared between a number of police forces. For instance, Essex Police provided officers to support the Metropolitan Police Service during the civil disorder in London in 2011.

The PCC continues to have regard to the Strategic Policing Requirement, set out by the Home Secretary to determine national policing capabilities. The PCC expects the police to maintain their readiness and ability to respond to these national threats, and to engage day by day with the fight against serious and organised crime. Essex Police is the lead force for the Eastern Region Counter Terrorism Network and maintains a strong capability to disrupt extremism and prevent acts of terrorism.

The ability of Essex Police to tackle serious criminality and deliver a range of other policing services is strengthened through collaboration programmes with Kent Police and other forces in the region. The Kent and Essex Serious Crime Directorate (SCD) is one of the largest in UK policing and works across both counties to combat the threats from serious and organised crime.

The force will continue to enhance certain capabilities, particularly its investigative capability against cyber crime, and strengthen the links between neighbourhood teams, partner agencies and SCD, to further reduce the impact of organised crime groups on local communities.

#### Local policing

To make Essex ever safer, the police have to be responsive, visible and close to communities. They must deliver a service that inspires public confidence and meets the needs of our diverse communities. Local policing and public service will continue to be at the heart of the Essex Police operating model. Local policing means officers and staff working from local bases, with a good local knowledge, responding to the needs of local communities in conjunction with local partners. Local policing tasks will include: responding to calls for assistance, investigating local crime and anti-social behaviour, dealing with local offenders and working with partners to solve local problems.

During the coming year, the PCC will encourage an open and public dialogue between Essex Police and the communities it serves about the shape of local policing across our county. There is a commitment from the Chief Constable and the PCC that PCSOs will continue to be an integral part of local policing teams, and there needs to be increased focus on their role, particularly in community engagement and problem solving.

The PCC also expects Essex Police to be open to modernisation of the contact between the public, victims of crime and the force. Opportunities for the creation of multi-agency hubs in the heart of our communities, providing access to a range of services including policing, should be explored, as well as enhanced use of telephony and internet technology.

### SECTION 7: HOLDING THE CHIEF CONSTABLE TO ACCOUNT - PERFORMANCE AND ACCOUNTABILITY

#### Performance

The Police Reform and Social Responsibility Act (2011) outlines the PCC's responsibilities for holding the Chief Constable of Essex to account. The PCC recognises the impact police performance has on public trust and confidence. The PCC has worked with Essex Police to develop a sophisticated performance framework for evaluating Essex Police performance in the areas of focus of the Police and Crime Plan. A detailed summary of progress within this performance framework is presented to the Police and Crime Panel each quarter for review, and is published on the PCC website to ensure openness and transparency.

#### 'All Crime' Measures

Measures for assessing Essex Police performance will include crime reduction and crime solved figures. Public confidence, victim satisfaction and emergency response times, will also be scrutinised by the PCC as key measures of police performance. In November 2013, the PCC gave evidence to parliament's Public Administration Select Committee hearing into the reliability of recorded crime statistics. The PCC is fully aware of the perverse and unintended consequences that target cultures can produce. This is one reason why he has not imposed strict performance targets on Essex Police. The PCC is broadly reassured that crime is recorded ethically and professionally in Essex. He shares Chief Constable Kavanagh's judgement that accurate crime recording is an essential tool both for ensuring that police resources are deployed where they are most needed and in providing intelligence that enables criminals to be arrested and brought to justice.

#### Accountability and governance framework

From April 2014, the PCC will introduce a new accountability framework for Essex Police, as part of the formal Stage 2 transfer arrangements. The centrepiece of this new framework will be a Strategic Policing Board, whose members will include expert independent advisors and Essex Police Chief Officers. There will also be a Financial Scrutiny Committee and an Ethics and Integrity Committee. It is proposed that each board will meet two to three times a year.

#### Police Professional Standards and Quality

Police integrity is an important and topical issue. Effective PCC scrutiny of Essex Police conduct will improve public confidence and trust in the police. The PCC receives quarterly reports from the Essex Police Professional Standards Department, and his team regularly reviews a sample of completed disciplinary processes. The PCC is committed to making the police disciplinary process more transparent, to ensure that it retains the confidence of the public, police officers and police staff.

### SECTION 7: HOLDING THE CHIEF CONSTABLE TO ACCOUNT - PERFORMANCE AND ACCOUNTABILITY

**Financial scrutiny:** The PCC must ensure the Chief Constable runs an efficient and effective force. The PCC will continue to undertake robust and rigorous scrutiny of Essex Police budget management, efficiency monitoring and the reporting and controls of financial matters. A joint independent audit committee with Essex Police has been created to examine processes for financial performance, risk management, internal controls and audit that apply to both the Office of the PCC and Essex Police.

**Partners' Performance:** The PCC also evaluates the performance of key partners. This has included work with the Essex Criminal Justice Board in the development of new data monitoring systems, ensuring those agencies who receive funding from the PCC can provide evidence of how their work has produced effective outcomes in areas of focus of the Police and Crime Plan.

**PCC and Chief Constable formal meetings:** during 2013, the PCC held regular, weekly, meetings with the Chief Constable and his senior team to scrutinise subjects such as finance, performance, current issues and future challenges are reviewed. The minutes of these meetings are published on the PCC website. In 2014, these meetings will be complemented by the new accountability framework, including the Strategic Policing Board.

**The Essex Police Challenge:** the PCC has created a new event, known as the Essex Police Challenge, where both he and residents can ask questions of Chief Constable Kavanagh in a public forum four times a year. A recording of the Essex Police Challenge is published on the PCC website, providing a permanent record for those unable to attend:

<http://www.essex.pcc.police.uk/essex-police-challenge/>

**PCC public meetings:** during 2013, the PCC held two public meetings in each district and unitary authority, reviewing crime and community safety issues with the Essex Police District Commander and members of their local policing team, the Community Safety Partnership, and other key stakeholders. A full briefing on crime and community safety issues in the local area is published on the PCC website and distributed at the meetings to ensure the public and press are informed of local crime and ASB trends in an open and transparent fashion. In 2014, the PCC will hold at least one public meeting in each district and unitary authority, with a complementary programme of meetings seeking to engage with different parts of our diverse communities.

### SECTION 7: HOLDING THE CHIEF CONSTABLE TO ACCOUNT - PERFORMANCE

#### Headline Indicators

The PCC is conscious that aggressive target setting can have unintended and unhelpful consequences. He expects Essex Police and partner agencies to work to achieve the best outcomes for the people of Essex over time in the eight Areas of Focus in the Police and Crime Plan. The headline indicators will provide evidence of the degree of progress in each of those areas.

**Reducing domestic abuse:** The overall aim must be to reduce domestic abuse, and tackling historic under-reporting will see the number of reports increase. The PCC is prepared to accept this as an indicator that victims are more prepared to report the crime. Over the medium term, the PCC will expect to see a decrease in the number of repeat victims, who tend to be at the greatest risk of serious harm. There will continue to be a strong focus on bringing to justice those who commit domestic abuse.

The headline indicators in this area are:

- Number of incidents of domestic abuse
- Number of repeat incidents of domestic abuse
- Number of repeat offenders of domestic abuse (under development)
- Domestic abuse solved rate

### SECTION 7: HOLDING THE CHIEF CONSTABLE TO ACCOUNT - PERFORMANCE

#### Headline Indicators (continued)

##### Supporting victims:

- Number of repeat victims of crime
- Satisfaction of victims of dwelling burglary, vehicle crime and violent crime with:
  - Making contact with the police
  - Action taken by the police
  - Being kept informed of progress
  - Treatment of staff
  - Overall service

##### Reducing youth offending and all types of re-offending

- First time entrants to the youth justice system
- Percentage of offenders aged under 18 who go on to reoffend
- Percentage of adult offenders who go on to reoffend
- Re-offending rates for those under Youth Offending Service (YOS) supervision
- Re-offending rates for those under Probation supervision

##### Tackling the consequences of drug or alcohol abuse, and mental health issues

- Engaging in effective alcohol and drugs treatment
- Leaving alcohol and drugs treatment in a planned way
- Prison to community – continuity of alcohol and drugs care
- Number of Night Time Economy (NTE) crimes
- Number of S136 enactments

### SECTION 7: HOLDING THE CHIEF CONSTABLE TO ACCOUNT - PERFORMANCE

#### Headline Indicators (continued)

##### Improving road safety

- Number of people killed and seriously injured in road collisions
- Overall
- Motorcycle / powered two wheel vehicles
- Young car drivers (17-25)
- Pedestrians
- Cyclists
- Children and young people (0-17)
- Drink drivers

##### Improving crime prevention

- Number of recorded crime offences
- Solved crime rate
- Percentage of people who think the Police are doing a good job in their area
- Percentage of residents feeling safe outside in their local area (day/night)
- Percentage spend on crime prevention (to be developed)



## SECTION 7: HOLDING THE CHIEF CONSTABLE TO ACCOUNT – ESSEX POLICE PERFORMANCE

Crime trends comparing 1 April 2013 to 31 December 2013, with the same period in 2012

Offences		Last Year	This Year	Year on Year	Year on Year
		Cumulative	Cumulative	# Difference	% Difference
All Crime		76074	75183	-891	-1.2
Domestic Burglary incl. Attempts		5755	5571	-184	-3.2
Other Burglary incl. Attempts		4860	4642	-218	-4.5
Vehicle Crime excl. Inter'ce		9327	8876	-451	-4.8
Other Theft & Handling		9610	9444	-166	-1.7
Shoplifting		6415	7263	848	13.2
Criminal Damage		11026	10602	-424	-3.8
Robbery		919	836	-83	-9.0
Serious Violent Crime		609	659	50	8.2
Serious Sexual Crime		802	1104	302	37.7
Assault with Less Serious Injury		6440	6226	-214	-3.3
Other Violence Against the Person		15282	16316	1034	6.8
Racially-Aggravated Crime		566	637	71	12.5
Anti-Social Behaviour		43378	43634	256	0.6

## SECTION 7: HOLDING THE CHIEF CONSTABLE TO ACCOUNT – ESSEX POLICE PERFORMANCE

Crime solved rates comparing 1 April 2013 to 31 December 2013, with the same period in 2012

Solved Rates %	Last Year Cumulative	This Year Cumulative	Year on Year % Pt. Difference
All Crime	26.48	29.28	2.8
Domestic Burglary incl. Attempts	12.01	17.41	5.4
Other Burglary incl. Attempts	7.78	5.97	-1.8
Vehicle Crime excl. Inter'ce	4.76	5.28	0.5
Other Theft & Handling	10.62	12.53	1.9
Shoplifting	63.04	66.18	3.1
Criminal Damage	16.96	17.60	0.6
Robbery	15.02	21.53	6.5
Serious Violent Crime	33.66	40.82	7.2
Serious Sexual Crime	17.96	17.48	-0.5
Assault with Less Serious Injury	40.03	39.61	-0.4
Other Violence Against the Person	44.73	44.40	-0.3
Racially-Aggravated Crime	35.87	40.82	5.0

## SECTION 8: FINANCE AND RESOURCES

The total overall budget to fund policing and crime reduction work in Essex amounts to around **£300 million**. This budget has been presented as in previous years, showing the main sources of funding and broad categories of expenditure.

**NB THE FINANCIAL DATA WILL BE PRESENTED IN THE SAME FORM AS LAST YEAR'S DATA. PAGE NOT UPDATED**

The PCC's overall approach is to maintain continuity with the current Medium Term Financial Strategy (MTFS).

Essex Police Proposed Budget by Subject Area (£m)	2013/14
Police Officer Pay and Allowances	178.5
Police Staff Pay and Allowances	70.4
Police Pension (injury and ill health award)	4.0
Other Employee Expenses	0.7
Premises	11.0
Transport	9.1
Supplies and Services	27.1
<b>Gross Police Expenditure</b>	<b>300.8</b>
Office of the Police and Crime Commissioner (PCC)	1.2
Grants awarded by the PCC	2.5
<b>Gross Police and Community Safety Expenditure</b>	<b>304.5</b>
Income generated and received by Essex Police	(23.9)
Depreciation	(6.2)
Contribution from General Reserves	(2.7)
<b>Budget Requirement</b>	<b>271.7</b>
<b>Funded by (£m)</b>	<b>2013/14</b>
Government Core Grant	188.5
Grants for Community Safety	1.2
Proposed Council Tax Precept	82.0
<b>Sources of Finance</b>	<b>271.7</b>

## SECTION 8: HOLDING THE CHIEF CONSTABLE TO ACCOUNT - PERFORMANCE AND ACCOUNTABILITY

Funding wider partner work and community safety activity: **NB THIS IS LAST YEAR'S DATA.**

The proposed funding for community safety activity totals **£2.528m**. This is made up of the existing community safety fund allocations, proposed precept and current grant allocations that the force makes to partners. This is **less than 1%** of the total PCC's budget. This is the first time funding for partners, crime disorder initiatives, drug services and youth offending teams have been consolidated through the PCC, providing clarity, greater levels of transparency and accountability to the process.

Table 2. PROPOSED FUND (£m)	TOTAL	£ 2.528
Community Safety Fund 13/14		£ 1.246
Reinstatement of 2012/13 CSF Shortfall		£ 0.130
New PCC community safety commissioning		£ 0.500
Current force grants brought into 2013/14		£ 0.362
Support Whole Essex Community Budget		£ 0.290

From this fund, the PCC is committed to continuing those existing and contracted 'services' that roll beyond the current financial year. In addition the PCC has made a commitment to maintain the current levels of funding into 2013/14 on those projects and initiatives that have an impact on reducing crime and disorder. These are outlined in table 3 below and equates to **£1.738m.**

Table 3. EXISTING SERVICE PROVISION	TOTAL	£ 1.738m	
SERVICE	AREA	COST	DESCRIPTION
Drugs Intervention Programme (Adults)	Essex	0.269	Pathway into treatment and recovery for drug using offenders (adults and youth) at the earliest stages of their entry into the criminal justice system
	Southend	0.054	
	Thurrock	0.049	
Young People's Substance Misuse Treatment	Essex	0.130	
Support to victims	All Essex	0.263	Independent domestic abuse advisors supporting repeat domestic abuse victims and those at highest risk. Includes Essex Police further contribution to Victim Support.
Youth Offending Teams and Services	All Essex	0.443	Includes <b>£321k</b> current statutory contribution from Essex Police, £85k from Essex CC, £18.6K from Southend and £18.9k from Thurrock CC
Other Community Safety initiatives (which will be reviewed as part of PCC new commissioning).	All Essex	0.530	This includes existing Safer Essex work, CSP funding and initiatives for Thurrock and Southend

## SECTION 8: FINANCE AND RESOURCES

### New PCC community safety commissioning **NB THIS IS LAST YEAR'S DATA. PAGE NOT UPDATED.**

An initial review has been carried out with stakeholders, outlining indicative areas and amounts for new PCC commissioning. Over the coming weeks, further analysis, planning and consultation will be carried out to detail this picture.

**Table 4. INDICATIVE AREAS FOR NEW PCC COMMISSIONING TOTAL £790k** *(includes £290k assigned to Whole Essex Community Budgets)*

	AREA	PROVISIONAL	DESCRIPTION OF SERVICE
<b>PCC Priority Areas</b>			
• Ensuring local solutions meet local problems	All Essex	<b>0.100</b>	Additional funding for Community Safety Partnership (CSPs), local police teams, voluntary and wider sectors - to bid for further funding to support localised projects and initiatives.
• Victims of crime	All Essex	<b>0.080</b>	Additional funding for victim services. Strong focus required on victims of domestic abuse and serious sexual offences
• Youth offending and youth re-offending	All Essex	<b>0.050</b>	The PCC will be assigning an additional <b>£50k</b> for more preventative work.
• Drugs and alcohol	All Essex	<b>0.050</b>	The PCC will assign an additional <b>£50k</b> for more preventative work
• Crime Prevention	All Essex	<b>0.030</b>	Further support to business, rural and neighbourhood schemes in activities around crime prevention
• Road Safety	All Essex	<b>0.020</b>	Support to road safety education programmes and campaigns
<b>Building research capability</b>	All Essex	<b>0.040</b>	Build research capability across Essex, to support areas such as joint strategic assessment, wider public consultation , focus groups and specific research commissions
<b>Safer Essex Partnership</b>	All Essex	<b>0.060</b>	Additional <b>£60k</b> to support Safer Essex priority areas. The PCC would look to build on the current commissioning approach, funding has been assigned to support
<b>Southend</b>	Southend	<b>0.010</b>	Additional support to specific crime issues or initiatives
<b>Thurrock</b>	Thurrock	<b>0.010</b>	Additional support to specific crime issues or initiatives
<b>Criminal Justice</b>	All Essex	<b>0.050</b>	Support to criminal justice initiatives, particularly restorative justice, swift and sure justice, witness and protection care
<b>Whole Essex Community Budget Pilot</b>	All Essex	<b>0.290</b>	Contribute to Whole Essex Community Budget programme, particularly on cross agency delivery in areas of families with complex needs, health and wellbeing, reducing domestic abuse, reducing reoffending and skills for growth (one off funding)

### SECTION 8: FINANCE AND RESOURCES - COMMUNITY SAFETY FUND

#### Commissioning Mechanisms

The PCC has commissioning powers to support him in his remit to reduce crime and disorder.

The PCC is currently working with Essex County Council and other partners to detail a robust commissioning approach, and ensure the Office of the PCC (OPCC) has the right skills and capacity to support this role.

Part of this work will be to investigate innovative approaches to commissioning, including joint commissioning, flexible contracts, payment by results, participatory budgeting and other approaches that may be developed locally.

As part of the commissioning approach, partners will be required to detail their delivery, outcomes, costs and performance reporting.

This approach will bring about more transparency and clear accountability. The PCC will ensure any approach adopted will be non – bureaucratic and proportionate to levels of funding.

The PCC will build on the work of new and existing groups, including Safer Essex and the Whole Essex Community Budgets Programme Board, and seek further specialist commissioning expertise as necessary.

The PCC intends, wherever possible, for crime reduction initiatives to be commissioned directly with Community Safety Partnerships in the Essex county districts and two unitary authorities.

## ANNEX B –Community Safety Partnerships (CSPs) Priorities 2014/2015

CSP District	Anti-Social Behaviour	Domestic Abuse and Violence	**Vehicle Crime	Alcohol/Drugs	***Reducing Crime and Reoffending	Community Engagement	Burglary Dwelling	Shoplifting	Night Time Economy	Fear of crime	Hate Crime	Youth Offending (O-17yrs)	Criminal Damage	Violent Crime	Protecting Vulnerable People	Road Safety	Assaults – Serious and Other	Sexual Offences	Robbery	RATIFICATION DATE
Basildon	√	√	^√	√#	√		√		√"	√	√							√		28/01/14
Braintree		√	^√	√#	√		√											√		18/12/13
Brentwood	√	√	^√		√	√	√													Feb 14
Castlepoint	√	√			√		√													03/12/13
Chelmsford	√	√		√	√		√		√					√	√					12/11/13
Colchester		√		√%	√					√					√					11/12/13
Epping Forest	√	√	^√		√		√										√			03/12/13
Harlow	√	√		√	√		√										√			25/11/13
Maldon	√	√	√	√	√		√								√	√				18/10/13
Rochford	√	√			√		√													03/12/13
Southend	√	√	^√		√	√	√		√										√	10/02/14
Tendring	√	√		√	√		√			√										12/11/13
Thurrock	√	√++	√		√		√				√	√								30/01/14
Uttlesford	√	√			√		√							√		√				06/01/13

### Key

# Drugs only

% Alcohol only

√" NTE (Alcohol)

^ Theft From Motor Vehicle

\*\* Vehicle Crime includes Theft From Motor Vehicles and Theft Of Motor Vehicles

\*\*\* Reducing Crime and Reoffending is a statutory responsibility for Community Safety Partnerships

✓++ Violence Against Women and Girls (VAWG)

*Produced 28 Oct 2013, Correct as at 07 January 2014*



Essex Police and Crime Panel	<b>EPCP/029/14</b>
Date: 20 February 2014	

### **Police and Crime Panels: the first year**

Report by the Secretary to the Panel

Enquiries to: Colin Ismay: 01245 430396 colin.ismay@essex.gov.uk

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### **Purpose of report and background**

Attached is a copy of a report produced by the Centre for Public Scrutiny on the first year of operation of Police and Crime Panels.

Rather than investigate the duties of Panels in turn, the report draws out some key themes from the experiences of those working with, and sitting on, Panels, and from a desktop study of publicly-available information on each of the 41 Panels. It uses this evidence to make suggestions on how Panels, and those with whom they work, can plan their business in future.

It has already been suggested that the Report be used as one of the resources at the Panel's training event.



# Police and crime panels: the first year



# Contents

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Introduction 03

Methodology 05

Main findings 06

What does “good” look like? 08

Detailed analysis 09

## **CfPS**

The Centre for Public Scrutiny is an independent charity, focused on ideas, thinking and the application and development of policy and practice for accountable public services. CfPS believes that accountability, transparency and involvement are strong principles that protect the public interest. We publish research and practical guides, provide training and leadership development, support on-line and off-line networks, and facilitate shared learning and innovation.

# Introduction

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In November 2012, the landscape of policing underwent its biggest change certainly since the creation of police authorities in 1964, and possibly since the creation of watch committees to oversee policing in 1835. This change was the creation of the post of directly elected Police and Crime Commissioner (PCC) – someone to be elected every four years with a mandate to direct the strategic priorities of the police force in a given area.

The Police Reform and Social Responsibility Act 2011, which brought in this change, also created Police and Crime Panels (PCC's) – bodies made up of local elected councillors and independent members with the responsibility to scrutinise and support the work of the Police and Crime Commissioner. These Panels are not local government committees, but they are obliged to meet in public, to publish their agendas and minutes, and to fulfil certain key statutory responsibilities. The main responsibilities are:

- To consider the PCC's Police and Crime Plan ("the Plan") in draft. The Plan is a document setting out the PCC's priorities for a three year period, and how those priorities will be delivered
- To consider the draft policing budget and draft policing precept. The precept is the amount of money that the PCC proposes to levy on council taxpayers for the local force. The budget will set out how both the money raised from the precept will be spent, and also how other funds will be spent for which the PCC has overall responsibility
- To consider the PCC's annual report, setting out their activities in the previous year
- To carry out hearings when the PCC proposes to appoint a new chief constable, a deputy PCC, a chief of staff/chief executive or a chief finance officer
- To work to resolve (but not investigate) non-criminal complaints made about the PCC.

More detail on these responsibilities can be found in three sets of guidance produced jointly by CfPS and the LGA in 2011 and 2012. With a year having now passed since the creation of PCCs and Panels, this research aims to establish how PCPs have delivered their statutory duties, and how they have carried out their work more generally.



[http://www.legislation.gov.uk/  
ukpga/2011/13/contents](http://www.legislation.gov.uk/ukpga/2011/13/contents)

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## The law

There are a number of statutory instruments, laid in Parliament further to the Police Reform and Social Responsibility Act, which directly refer to Panels and their powers. They are:

- Police and Crime Panels (Precepts and Chief Constable Appointments) Regulations 2012, SI No. 2271 (laid before Parliament 6 September 2012)
- Police and Crime Panels (Application of Local Authority Enactments) Regulations 2012, SI No. 2734 (laid before Parliament 1 November 2012)
- Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012, SI No. 62 (made 10 January 2012)
- Police and Crime Panels (Nominations, Appointments and Notifications) Regulations 2012, SI No. 1433 (laid before Parliament 7 June 2012)
- Police and Crime Panels (Modification of Functions) Regulations 2012 SI No. 2504 (made 2 October 2012).

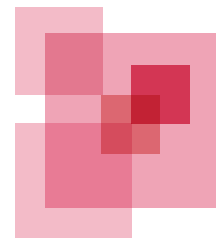
## Note on the text

References in the text to “officers” should be interpreted as local government officers or employees of associated institutions, not to police officers.

We have referred throughout to Police and Crime Panels as “Panels” and to Police and Crime Commissioners as “PCCs”.

We have used the words “hold to account” and “scrutinise” interchangeably in this research. We are aware that some in the sector consider that the two words/phrases have different meanings and that there is some discomfort about Panels being seen as bodies which hold Commissioners to account. However, we consider that this is the practical effect of the legislation, even if the specific words are not present in the Act itself.

We refer to “a few”, “a number of”, “some” Panels or Panel members to make comments about practice. There are two reasons for this. Firstly, more specificity would reveal the identity of individual Panels, and secondly, we have not carried out a quantitative analysis of Panel operations because the sample size is only 41, and giving percentages or proportions of this figure would more likely than not be misleading to the reader.



Rather than investigate the duties of Panels in turn, the report draws out some key themes from the experiences of those working with, and sitting on, Panels, and from a desktop study of publicly-available information on each of the 41 Panels. It uses this evidence to make suggestions on how Panels, and those with whom they work, can plan their business in future.

This research is based on a number of evidence sources:

## Telephone interviews

We have carried out phone interviews with Panel support officers in 39 of the 41 affected police areas in England and Wales. We have also spoken to eight PCP Chairs and to six independent Panel members. Interviewees were asked a standard list of questions, but supplemental questions were also asked to explore the context of their answers.

## Desktop analysis of information available online about Panel activities

CfPS has looked at meeting minutes and agendas to form a picture of typical Panel activity in each of the 41 areas affected. This has involved making an assessment of the online visibility of Panels.

## Surveys

CfPS submitted a number of questions to a survey being carried out by the Association of Police and Crime Commissioners (APCC) of its members, with thirteen detailed responses having been received. A survey of members of APACE (the Association of Police and Crime Commissioner Chief Executives) was also carried out, resulting in a similar number of responses.

## Meetings, events and online discussion

CfPS has attended meetings in March, July and November 2013 organised by the LGA, and an event in October 2013 organised by CoPaCC, which involved around fifty face-to-face conversations with Panel members and Panel chairs, which were recorded and used to form part of the evidence base for this research. CfPS has also been involved in delivering training, development and support to seven English Panel areas, funded by the LGA. Information from these events has been fed into the research as well.

The LGA curates discussion spaces on the Knowledge Hub where Panel issues are discussed, which we have looked at.

## The wider debate about Panels and PCCs

CfPS has looked at research in this area carried out by a range of other people. We have had discussions with doctorate candidates engaged in work in this area, with the National Audit Office, with the Association of Police and Crime Commissioners, the Association of Police and Crime Commissioner Chief Executives and the Home Office. We are also grateful to Bernard Rix and CoPACC for assistance in understanding the transparency and information issues relating to PCCs.



[www.apccs.police.uk](http://www.apccs.police.uk)



[www.apace.org.uk](http://www.apace.org.uk)



[www.copacc.org.uk](http://www.copacc.org.uk)



<https://knowledgehub.local.gov.uk/>

# Main findings

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**The success or failure of Police and Crime Panels owes itself, in every area, to the quality of the relationship between the Police and Crime Panel, the Police and Crime Commissioner and the Office of the Police and Crime Commissioner.**

Where flaws or shortcomings in this relationship exist it is not impossible for the Panel's duties to be carried out, but it is significantly more difficult. Importantly, these shortcomings have a significant impact on the Panel's effectiveness. In many areas, relationships do not appear to be at a level where the Panel is able to make a positive contribution – often because of disagreements relating to the kind of information about Commissioners' activities which they are entitled to see. We think that a first step to resolving such issues would be for the Home Office to strengthen the statutory instrument setting out what information Commissioners are required to produce around decision-making – subject to what we also say about local agreement on mutual responsibilities (see below).

**Shortcomings in the relationship between Panels, Commissioners and PCCs' offices often seem to stem from mutual misunderstandings about the Panel's role.**

A key factor in the early PCC-Panel relationships in many areas was disagreement over role and remit. In some areas, these initial difficulties have been overcome, but elsewhere, poor relationships persist. We think that the Home Office should provide clarity to Panels and Commissioners on their mutual role in ensuring accountability, transparency and good governance. The statutory duties of the Panel do not go far enough in providing this clarity. A lack of certainty has led in some areas to fundamental confusion and disagreement about what the Panel is for.

**Resourcing is a further constraint, but only where Panels are seeking to be more ambitious about their role. Authorities should give serious thought to making more money available to provide additional support to Panels where there are particular concerns, and to reduce the pressure on lead authorities, who are in many instances providing "in kind" support which exceeds the £53,000 provided centrally.**

It is difficult for Panels who wish to bolster their "supportive" role by carrying out their own research and gathering evidence to influence Police and Crime Plans and budgets to do so within the financial envelope set out by the Home Office. This reflects the fact that the Home Office figure was reached on the basis of bodies which would meet infrequently and only to carry out a narrow range of roles. However, it is becoming increasingly apparent that this minimal vision of how Panels should work is unsustainable. In order to carry out their statutory duties effectively, Panels need a broader understanding of policing and crime issues across the Force area, which requires more work and an increased level of resourcing. A contribution, in many areas, of £2,000 per authority in addition to the funding already committed would make a significant positive difference. We recognise that in many areas the commitment of this extra funding will prove a challenge.



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**Panels should come together with PCCs, Community Safety Partnerships (CSPs), CSP scrutiny committees and Chief Constables to agree ways of working that go beyond the Policing Protocol.**

Fundamental issues about the transparency of decision-making, expectations around information sharing and the ability of Panels to transact their statutory duties can only be resolved by discussion and agreement, locally, about the mutual roles and responsibilities of the various individuals, bodies and partnerships with a stake in partnership policing. Such agreement need not be bureaucratic and should focus on values, attitudes, behaviours and culture more than on arbitrary deadlines and time limits. This will also provide a means to resolve common areas of friction around the “balance” between supportive work and scrutiny, and the meaning of the operational/strategic division. This will also help to resolve concerns where PCCs themselves have set up their own “policy development” groups which seem to duplicate the roles and functions of Panels.

**Panels should consider how they can carry out their role with more proactive work, where proportionate and where such work relates directly to their statutory role.**

Proactive work – investigations of key strategic priorities with a view to supporting the PCC’s work – will be one key way for the Panel to demonstrate its effectiveness. This work will need to be planned carefully to reflect the PCC’s own work, to minimise duplication and to ensure that the focus is on those areas where the Panel’s intervention can add the most value.

In some areas, Panels may be unwilling or unable to carry out work in this way. We should emphasise that although we consider the transaction of such work as highly productive, Panels may wish to think about other methodologies to achieve the same ends – for example, seeking to review the priorities in the Police and Crime Plan across the year, through the use of themed meetings.

**Panels should consider how they can better engage the public.**

A more consistent approach to how Panels present themselves to the public should address many Panels’ low visibility, on the internet in particular.

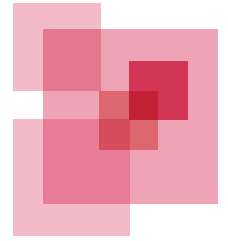
# What does “good” look like?

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## **On the basis of our research, good Panels:**

- Have sought to engage constructively with their PCC from the outset, and usually have some kind of agreement in place with the PCC about information-sharing and joint working which goes beyond the terms of the Policing Protocol
- Use information from a range of sources intelligently, bringing that knowledge and understanding to bear on their strategic, statutory duties
- Have a clear idea of their role and responsibilities, which translates into a focused approach to work programming
- Are well resourced – but more than that, use what resources they have proportionately, using the individual skills and expertise of Panel members to drive its work forward
- Are visible – usually by having a dedicated web presence, and having plans in place to understand the public’s views, and to bring those views to bear on the scrutiny process
- Work well with others, usually CSPs and CSP scrutiny committees but also with a range of other partners where appropriate
- Where relevant, appropriate, and where resources permit, carry out proactive work to actively support the PCC, and to challenge their assumptions and priorities as they develop policy.

The job of ensuring Panels’ effectiveness sits with Panels and PCCs. While we think that there are a couple of practical policy contributions that the Home Office can make, the fact that the new arrangements work in a number of areas demonstrates that they can and should be made to work everywhere without significant Government intervention. We consider that the tools and resources already exist to make Panels effective.



## **Preparation: getting ready for November 2012**

Panels reported varying success in getting ready for 22 November 2012, when the new structural arrangements in policing took effect. While some were putting plans in place two years in advance (following the publication of the policing consultation in July 2010 that subsequently led to legislation) others did little work before June 2012. Wrangles around responsibility for taking the lead authority role and disagreements over composition led to problems in some areas. Of greater significance was the delay in laying in Parliament statutory instruments which clarified the legal position of Panels, and made clear various points fundamental to the agreement of Panel arrangements. Only available in October and November 2012, the late preparation of this material led to entirely avoidable last minute activity, causing authorities significant expense and inconvenience.

While all Panels met the statutory deadlines and were in a position to meet formally for the first time shortly after the election, there were elements of preparation that may have been overlooked. Principal amongst these was the need for member induction. A large number of Panels took no steps to formally induct members into their new roles. There seem to have been a number of reasons for this:

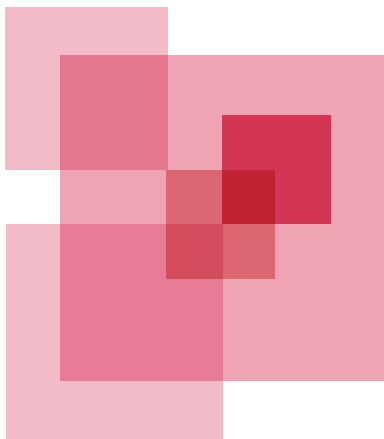
- Logistical reasons (Some Panels only agreed final membership in July and had to spend time transacting business in shadow form, such as refining their panel arrangements. This made a more reflective induction exercise difficult)
- Financial reasons (with there being no money in budgets for training and development)
- Practical reasons (principally a feeling that most Panel members – especially those who previously sat on Police Authorities - would have a comprehensive understanding of the local policing landscape, and that further induction and training was not necessary).

## **The transition from police authorities to PCCs and Panels**

The successor bodies to Police Authorities are Police and Crime Commissioners. However, a significant number of former police authority members now sit on the Police and Crime Panel. We were interested to see how they had made the transition to the new role.

In a few instances it seems to be the case that former police authority members are finding it difficult to adjust to their new role. Their expectations of their power, responsibilities and the kind of work they should be doing (particularly as seen through the minutes of meetings) suggests a desire to focus on Force performance - which is more properly the business of the Commissioner. We discuss this confusion around the Panel's role in more depth later in this report.

This is not the case in all areas. In many parts of the country former police authority members have adapted to their role, and are using the skills and expertise they gained from having sat on those bodies to good effect in their scrutiny of the PCC. However, some ambivalence remains from those former Police Authority members who opposed the introduction of elected Commissioners in the first place. While this is partly an inevitable result of the transition process, and a theme that is likely to recede in the coming months, it is still likely that more effective training and induction, and more Governmental clarity, prior to last November would have resolved any confusion about the Panel's role and remit.



Later in this report, we note the experience of some who have resigned from their position on Panels, either because they have felt that it is not as effective as the old system or because the Panel has a different role to that which they were expecting.

## **Powers, resourcing, capacity and composition**

### **Powers and the role**

#### **The role in general**

In many instances, there has been mutual confusion between Panel members, Panel support officers, Commissioners and Commissioners' offices about what the role of the Panel actually is.

This has coalesced into disagreement on a number of areas:

- Disagreements over the balance between the Panel's supportive role versus its scrutiny role. Panel members and support officers have advised us that some PCCs, and some PCCs' offices, have expressed concern that the Panel is not being sufficiently supportive, or have stated that its principal role is one of support. We don't consider that there is a "balance" to be reached between scrutiny and support. The two are not different ends of a spectrum, but a single concept – Panels should be critical friends to their PCC, acting as an independent voice to constructively challenge their plans in order to deliver strategic and operational improvements.
- Concern over the strategic/operational split. In some areas, there has been concern that Panels are seeking to focus on operational issues, or seeking information about operational matters. However, there is no easy distinction between the two concepts. In order to understand whether the PCC has succeeded in fulfilling his objectives under the Police and Crime Plan, and to assess whether previous budgets have been value for money in terms of outcomes (an assessment that will be critical when it comes to looking at the following year's budget) there must be consideration of operational outcomes. Experience suggests that this evidence must be used to support scrutiny of the PCC's strategic role, rather than looking at operational issues for their own sake. As a matter of practice, this might be resolved by Panel members having access to a range of operational performance information, but using that information as background for its strategic work, rather than bringing such data to Panel meetings to ask the PCC direct questions on it. This detailed accountability around Force performance is the core element of the PCC-Chief Constable relationship.

#### **An increase in powers?**

Over the past year it has been suggested by numerous people that Police and Crime Panels should have more powers, or should use their existing powers "more effectively". The Home Affairs Select Committee has been especially forthright on this point, having taken evidence from three Panel chairs in May, reporting that, "All three of the PCP chairs we heard from believed that their Panels did not have strong powers to hold a PCC to account" (although Cllr Peter Box, one of the three Panel chairs in question, gave evidence to the committee stating that he did *not*, in fact, believe that powers needed to be increased).



<http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/69/6910.htm>

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Overwhelmingly, Panel support officers felt that no further powers were necessary, and that the challenge lies in Panels using their existing statutory powers (particularly around the Police and Crime Plan and the budget/precept) more effectively. The feedback from Panel members themselves has been more mixed. Many of those to whom we have spoken have expressed strong opinions in favour of more powers – particularly a strengthening of the powers of veto over the precept, and also increased powers to direct PCCs’ policies. However, others have been more equivocal.

With more powers, Panels would risk becoming mini-Police Authorities, bodies with the power to veto more of the PCC’s decisions, and to direct PCCs’ work, but with arguably less democratic legitimacy than PCCs themselves. Panels are scrutiny bodies, which exist to hold the PCC to account, not to make decisions in concert with the PCC or to overturn decisions made by a democratically elected individual. Their supportive role (further to the definition of the Panel’s responsibilities in the Act) means that – ideally – they will provide constructive challenge which supports the Commissioner’s development of policy, and to help to deliver the priorities in the Police and Crime Plan. The Panel’s principal power lies in its ability to influence, on the basis of evidence, rather than to direct. There is of course a challenge here for Panels to have the resource to gather and analyse evidence in such a way to make a positive contribution.

We consider that an enthusiasm for increased powers arises from a misapprehension about what the role of the Panel should be, and the difficulty that some former Police Authority members are finding in making the transition between that body and the Panel. This misapprehension arises, in part, from the lack of clarity from the Home Office themselves about the broad role that they consider Panels should be playing in the new landscape.

There are two areas where increased powers could be seen as sitting within the terms of the existing role of the Panel:

- Powers to “call in” the purported suspension or dismissal of the Chief Constable by the PCC, as a check on the PCC’s power to do this unilaterally. The PCC’s chief of staff / chief executive will have a role in assuring that does not occur, and HR and legal advice from within the Force should mean that, when the PCC does choose to exercise his or her powers to fire or suspend the Chief Constable, this will be on the basis of clear professional advice. Under these circumstances, it is difficult to see what the Panel could do, other than delay the implementation of the PCC’s decision. In such a circumstance the working relationship between the PCC and the Chief Constable would have irretrievably broken down. It is possible however that the existence of such a long-stop power for the Panel could dissuade PCC’s from taking such serious action without first considering what other options might be available to resolve the situation
- Powers to refer particular issues to the Home Secretary. Under the Health and Social Care Act 2012, a health overview and scrutiny committee may make a reference to the Secretary of State where the committee feels that a consultation into a substantial variation in local NHS services has not been adequate. This is a tightly defined exemption. It is possible that this could be introduced as a secondary step to the Panel’s veto on the policing precept, or as a possibility where the Panel feels that the Police and Crime Plan is inadequate. However, rules for the operation of such a power would need to be tightly circumscribed for the purposes of certainty.

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Both of these possible powers would need to be treated as “long stops”. Although both have been raised as options by practitioners there would be substantial legal and technical hurdles to jump for them to be feasible – particularly reference of matters to the Home Secretary. However, if attempts were made to fit these new powers in with the existing role, they could be made to work.

We consider that any attempt to increase powers would be a medium to long term ambition. It is too early to make accurate judgments about whether new powers would fit comfortably within Panels’ existing role, and what the impacts of this would be on the wider accountability and decision-making structures within which Panels operate. We have considered the issue here only insofar as it has been raised by those we’ve interviewed, and do not consider that a change in powers is necessary for Panels to be successful or effective.

### **A reduction in powers?**

Conversely, it is possible that Panels’ powers could be reduced.

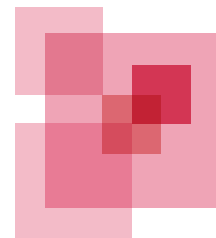
The Panel’s principal role sits around the budget and policy cycle for the PCC’s strategic activities. There are two Panel roles which sit outside this cycle – confirmation hearings, and the resolution of non-criminal complaints against the PCC.

We explore some of the practical difficulties that Panels have experienced around both of these issues later in the research.

Given the resource constraints under which some Panels find themselves, there may be sense in Panels relinquishing their complaints role – with complaints being dealt with at initial stage by the PCC’s office, and if unresolved by the Independent Police Complaints Commission. The Panel could retain strategic oversight of the process, rather than being responsible for resolving individual complaints (i.e., it would be responsible for assuring the inherent fairness of the complaints system). In doing so, the Panel would also be able to identify whether any broad patterns were emerging from complaints being submitted.

Confirmation hearings have presented a challenge for many Panels. Their purpose is unclear, although it could be argued that they represent a high-profile way for the Panel to act as a check on the PCC, and while many Panels have struggled to find a way to carry them out so that they add value, they are still seen as an important part of the role.

It is difficult to understand, in practical terms, how the Panel is being expected to contribute to the appointments process for the selection of a new Chief Executive, Finance Officer or Deputy PCC. For the appointment of the Chief Constable, the Home Office have recognised that the process is more critical, giving the Panel a veto. But it is difficult to envisage a circumstance in which such a veto – which would be potentially career-ending for any Chief Constable against which it was exercised – would be used, and a number of the Panel support officers and Panel members to whom we spoke expressed scepticism as to whether it would ever be a realistic option. It would suggest that the PCC’s and the Force’s appointment system for senior officers was fundamentally flawed, which would arguably be a systemic matter, only soluble through the intervention of Her Majesty’s Inspectorate of Constabularies.



While we do consider that these are the parts of the Panel's role that use up disproportionate amounts of resource for the impact they have on strategic policing in the area, for the reasons set out above we consider that such a reduction might be something for policymakers to consider in the medium to long term only. Such a change in powers is not required in order to secure the effectiveness of Panels in the short term.

### **Resourcing and capacity – councillors and independent members**

Councillors and independent members sitting on Panels have been expected to engage with a significant amount of work over the course of the past year.

Most Panels have met more frequently than the four times envisaged by the Home Office. In some respects this reflects a need to do so to meet statutory requirements (in the case of large numbers of confirmation hearings, for example) and a determination to carry out their statutory duties effectively (for example, those Panels who have held multiple meetings to consider the PCC's budget). As such it may be that in 2014, the number of meetings will reduce. However, among the Panel members and chairs to whom we have spoken there is a strong view that four meetings per year will be insufficient, and that the Panel will need to meet more frequently to conduct its business effectively. This is reflected in the views of Panel support officers as well. This is an issue to which we will return later, but it has an obvious implication for members' time commitment.

This time commitment has led the membership of some Panels to change over the course of the past year. It is not a consistent national trend, but around a dozen council leaders have stood down from Panels. This may be because of a lack of capacity to engage fully with Panels' work. In some instances, this has also been driven by a disenchantment with Panels, which are seen as ineffective as a means to effect change. Leaders tend to have other, more informal, "routes in" to liaise with and influence the PCC. We are aware of a number of leaders who have stepped down from Panels because of a feeling that they are "toothless", and/or who have stepped down because they consider attending Panel meetings to be less important than they had expected.

For independent members, resourcing and capacity constraints are different. Independent members are brought on to Panels to provide valuable expertise and a different perspective to elected members. Many independent members to whom we've spoken talk positively about their experiences, and what they've been able to bring to the Panel. However, in some areas they do not receive support from the lead authority to enable them to transact their role properly. In some areas little thought seems to have been given to the particular needs of independent members – who will not have access to the range of background information which might be available to elected members, certainly when those elected members on the Panel are predominantly Cabinet members and/or Leaders. For example, it is the practice for many such members to receive briefings from their authority's community safety manager in advance of Panel meetings, but this approach tacitly excludes independent members, who are not tied to a single authority. Assumptions are also made about independent members' familiarity with the broader local government context in which Panels sit (for example, the way in which community safety, and broad strategic policing priorities, engage with local government policymaking in issues such as health, children's services, environmental services and so on).



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Independent members may need more support. But the availability of such support will continue to be subject to constraints itself, as we will go on to see in the next section.

### **Allowances/expenses**

Currently, there is provision for Panels to make £920 available to cover expenses for Panel members.

Many Panels have not supplemented this by putting in place an allowances scheme for members, but some have done so (with levels of allowances having been set by Independent Remuneration Panels). Levels of allowances vary considerably – from nothing at all to as much as £10,000. This variation does reflect the significant regional differences on allowances for local government committees.

It has been suggested to us that the provision of allowances would help to support councillors and independent members who are subject to considerable pressures on their time and both attending, and travelling to, meetings. There is not enough evidence to determine whether Panels making provision for allowances are more effective than those who do not (or whether, if that is the case, such effectiveness is down to other factors). As with other aspects of resourcing, this is an area where Panels and their constituent authorities will have to make an appropriate local determination.

### **Resourcing and capacity – support from councils**

Most Panels have made use of the £53,000 made available by the Home Office to backfill existing posts in Democratic Services, rather than to appoint a new dedicated officer to support the Panel. We have been told that this is because lead authorities are unwilling to commit to a permanent member of staff when there is no guarantee that Home Office funding will continue indefinitely. There is significant worry that the Home Office will withdraw Panel funding imminently, leaving lead authorities with the responsibility to develop local agreements on funding themselves. We do not think that local authorities will be in any position to commit a substantial resource to supporting PCPs indefinitely, although a handful of PCPs have managed to secure the agreement of their constituent authorities to supplement the £53,000 with additional contributions from councils in the area. Such an approach seems to be most prevalent in areas with pre-existing positive working relationships between the councils in the area. On the other hand, in some areas, the suggestion that an additional contribution might be made by authorities has been explicitly rejected.

Those areas under the most pressing resource constraints are those where minimal provision has been made for officer support for the Panel. Home Office funding is not ring-fenced, and it is for the lead authority to decide how to finance the Panel. But this situation has caused some challenges – particularly around the requirement to resolve non-criminal complaints against the PCC, which take up a disproportionate amount of time.

There are a range of different approaches that have been taken by lead authorities to resource Panels. Broadly speaking they fall into one of the following options:



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- A dedicated officer, or officers, who have a responsibility to provide support to the Panel. This is a person who has been recruited specifically for the role on a permanent contract
  - Backfilling of the lead authority's Democratic Services function to fund existing officers to provide support to the Panel, alongside other duties
  - Support from the lead authority's Community Safety team, with the community safety manager (or similar) providing the primary means of support
  - No single focus for support, with assistance being drawn in from Democratic Services, a scrutiny team (if there is one), community safety and other places, with arrangements being overseen by a Head of Legal Services or similar.

Under all of these arrangements, there have been challenges around the range of skillsets required by officers providing support to Panels. A mixture of officers provide support –community safety managers, democratic services officers and scrutiny officers being most common. High level HR, legal and financial support has also been needed. The wide range of professional expertise which this implies suggests that it will be difficult to continue to provide adequate support to Panels within the existing funding envelope. Lead authorities are not generally keeping detailed records, but it seems likely from what we have heard that lead authorities are expending resources in excess of the £53,000 grant to provide this wider range of support. This bears out the reasoning behind the unwillingness of many authorities to commit to taking on “lead authority” status when Panels were set up.

Resourcing issues have an impact wider than just the Panel. We've been advised that an increase in resources to Panels will have a knock on impact on OPCCs, as the quantity of requests for information from Panels increases with their workload. We will discuss information sharing later in this report, but we consider that more resourcing for Panels could actually result in a decrease in the call on the time of OPCCs. Better resourced Panels will be more able to directly access information and will not have to rely on the OPCC for it.

At the outset, we hypothesised that the resource issue would be felt most acutely by those lead authorities which were shire districts, but this is not the case. This may be because community safety responsibility in two-tier areas sits formally with district councils, meaning that community safety officers can provide some support to Panels in a cost-effective way.

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### **How can resourcing be managed better?**

- **Authorities could make available additional discretionary resources where there seem to be concerns about the level of funds available. In many areas, even a commitment of an additional £2,000 per council would, for the average Panel with seven to ten authorities represented on it, work to defray some of the additional costs to lead authorities, and make it more easy for Panels to take a more forensic, strategic and proportionate approach to their activities. It is important that this money should not be seen as a transfer from local scrutiny functions to the PCP, because well-resourced local scrutiny (as we will note below) in the form of strong and effective community safety scrutiny committees provides a key means to ensure the Panel's**

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effectiveness. We recognise that this option has been specifically excluded in many areas, and that for other Panels any further financial commitment would be exceptionally difficult to negotiate, but it is an issue that is worth raising in advance of the 2014/15 budget

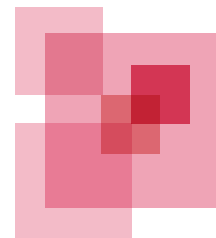
- More business could be transacted in smaller work groups. We do not recommend the creation of large numbers of standing sub-committees but giving responsibility to focus on particular issues or areas to smaller groups of Panel members, or individual Panel members, might afford a more proportionate way to prepare for major set-piece meetings. This will work against what may otherwise be a natural tendency to schedule more full Panel meetings
  - Clearer prioritisation and a focus on core tasks may be necessary. We look in more detail into this issue later in the research
  - As a matter of some urgency, the Home Office should provide some clarity over the financial commitment it proposes to make to the support of Panels. We are aware that an ongoing commitment has been given to the extent that this is possible within central Government accounting rules, and taking into consideration inherent political uncertainty, but the resourcing and powers of the Panel should be seen as going hand in hand.
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### **Capacity and ability to carry out effective financial scrutiny**

Many Panels found scrutiny of the budget and precept especially challenging in early 2013. With Panels only having been in operation for a couple of months, and with Commissioners themselves only having had a few weeks to develop fully costed proposals for 2013/14 to support their planned precept, it is unsurprising that many told us that they felt that their scrutiny of the budget was only superficial.

Some Panels have carried out no further financial or budget scrutiny other than that specified in the Act, but some have tried to take and analyse quarterly budget information produced by the PCC. In most cases, thoughts are turning to the budget for 2014/15. Most are aware that this will be the first year in which the PCC is able to stamp his or her personality on policing plans.

While some Panels are planning to undertake budget scrutiny training, many are not, and a substantial number of Panels have yet to engage substantively with their PCC to decide how budget scrutiny will be carried out. While some now expect to have relevant information on options, budget outlines and priorities provided to them in November 2013, and while most expect to have at least some information by the New Year, others have assumed that no information will be shared until late January 2014, in line with the statutory requirements. This is likely to place a significant constraint on a Panel's ability to carry out their statutory duties properly in January and February 2014. What contribution these Panels are, in the end, able to make is likely to be minimal. However, we do consider that the majority of Panels will, for the 2014/15 financial year, be able to make a tangible, practical contribution to the budget and precept-setting process.



It is unfortunate, however, that in a number of instances PCCs and their officers seem to be taking a doctrinaire approach with regard to the sharing of financial information with the Panel. This actively hinders the Panel's scrutiny role. It is based on an erroneous view of the strategic/operational split in the PCC's, and the Panel's, role. It is also based on an unreasonably restrictive interpretation of the Panel's statutory duties. We will return to the issue of information – sharing later.

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### **How can Panels carry out financial scrutiny most effectively?**

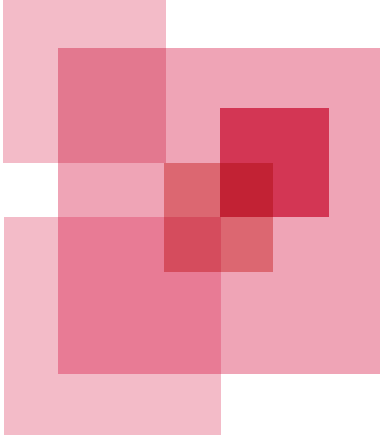
- **Meaningful early engagement is critical. PCCs cannot expect Panels to be able to engage constructively with the budget and precept if key information is not shared until the end of January 2014**
  - **Panel members should receive quarterly finance, performance and risk monitoring reports against the PCC's priorities. This information should not be tabled at a Panel meeting, but should form a source of background evidence for Panel activity**
  - **Panels should engage more closely with CSPs, and CSP scrutiny committees, to better understand how the PCC's budget is allocated to deliver against community safety priorities. We explain more on this later**
  - **Panels should think seriously about training on police and community safety budgeting, even if they have some experience on this issue.**
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### **Capacity, ability and willingness to carry out “proactive” scrutiny and investigative work**

Just over half of Panels are now actively planning to engage in what some call “proactive” scrutiny work. This is detailed work investigating issues of priority to both the local area and the PCC. This work can be seen as supportive of the PCC's policy development process. Of the remainder, only a handful have been categorical in saying that they do not plan to undertake such work. The main reason given for this is that Panel chairs in those areas hold the view that investigations into specific policy issues are not the role of the Panel, but should be for the PCC to lead on, with the Panel holding the PCC to account on concrete plans being implemented. Such Panels are focusing their work on post-hoc scrutiny of PCC decisions and their core statutory duties.

Where it is being carried out, such proactive work is only getting under way now because of the high pressure and pace of statutory work being conducted in the early part of the year. Many sitting on, and supporting, Panels feel that there have been two distinct phases of operation for them:

- **a first phase, running from November 2012 to early summer 2013 dominated by statutory activity**
- **a second phase running from summer 2013 onwards, where the Panel is able to take a more strategic approach to its work.**



There seem to be three principal mechanisms of carrying out “proactive” scrutiny work:

- Thematic Panel meetings. Each meeting of the Panel (other than the meeting to consider the budget, precept, plan and so on) will be themed to a single priority in the PCC’s Police and Crime Plan, allowing for in-depth discussion. This is a low-cost means of ensuring that the Panel can carry out more proactive work, but the thematic approach means that the Panel’s scrutiny may be quite broadbrush in nature
- Task and finish working. This will be familiar to those officers and councillors who work with local government scrutiny committees. Small time-limited working groups are established to investigate particular policy issues, and to make recommendations. This can be a focused and effective means of working, but is resource-intensive. Around ten Panels are planning to operate in this way, or have already set up T&F groups
- Setting up a small number of standing subgroups to look at specific issues. A few Panels have set up standing groups to look at the Police and Crime Plan and the budget as they are developed.

These approaches to proactive scrutiny are not mutually exclusive.

Given the fact that many Panels are only now beginning to undertake this proactive work, we have been able to find out little about planned topics, and it is too early to talk about outcomes. However, PCCs have on the whole seemed to be positive about this work, and its potential to support the way they develop their plans and policies. It has significant potential to bolster both the profile and effectiveness of Panels as they enter their second year in operation. However, from our experience and research on local government scrutiny, it will be critical that Panel’s programmes for such proactive work link closely with PCCs’ own plans. Where relationships between Panels and PCCs are less well developed, it has been suggested to us that such work might constitute a “pinch point” in that relationship, on account of the potential for Panels’ proactive work to overlap with that of the PCC. It will be important to resolve any of these wider issues relating to the PCC-Panel relationship before more proactive work is undertaken.

Panels’ proactive work will be undertaken by support officers within the lead authority, being financed for the most part through the £53,000 made available by the Home Office for Panel support more generally. This will provide a constraint, and where authorities in a given area find themselves unable to make further funding available Panels will have to be extremely discriminating about how, when and why they undertake such work.

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### Using proactive scrutiny work to make Panels more effective

- Proactive scrutiny has the potential of bolstering the Panel’s conduct of its core statutory duties, and should be carried out with this primary objective in mind. It will be important that the Panel does not, in carrying out this work, create an “industry” that sees it straying away from its core statutory duties

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- Effective work programming and close liaison with the PCC will make proactive work easier to manage and resource, and will enhance its ability to support PCC decision-making
  - A focus on the content of the Police and Crime Plan will ensure that proactive work feeds directly into the Panels statutory duties, but must be undertaken in such a way that it focuses on those areas where the Panel can add most value
  - Work programming should involve a robust approach to prioritising work, defined by the Police and Crime Plan and by background data to which the Panel might have access. Having a way to transparently determine the Panels priorities will help to manage limited resources.
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## Composition

In our guidance on composition in October 2011 we suggested that Panels should be comprised only of non-executive councillors (i.e. the Cabinet members or Leaders should not be included). We made this suggestion because of a feeling that Panels would be involved in investigating decisions made by the PCC that related to community safety funding. Because many community safety Cabinet members, and council Leaders, sit on and in some cases chair Community Safety Partnerships, we were concerned that if those people also held the PCC to account, it might constitute a conflict of interest.

We note that most Panels still have at least some executive members sitting on them. However, there is a distinct trend towards more non-executive members, as some Cabinet members and Leaders have stepped down from Panels and been replaced by others. We commented on this trend in more detail in the section above on member capacity.

Most Panels have “top up” members – multiple members from a single authority, selected to meet the objective of balanced representation in terms of political parties, geography and population. Although this makes most Panels quite large, there is no evidence that their size makes them less effective (supported by findings from our annual survey of overview and scrutiny in local government, which looked in detail at the effects of committee size on the effectiveness of scrutiny bodies in local councils). However, as Panels seek to engage in more detailed and proactive work, the logistical limitations in conducting “whole Panel” work may become more apparent. Some Panels have already sought to circumvent this problem by doing some work in task and finish groups (see section above), or setting up informal sub-panels – for example, a smaller group to prepare for the scrutiny of the PCC’s budget. A couple have also used the opportunity to assign specific responsibility for various subject areas to individual Panel members, bringing this knowledge to bear on Panel discussions in plenary. This represents a pragmatic approach to using the skills and time of all on the Panel effectively. Again, however, it is too early to say what the broader impact of this will be on the Panels overall effectiveness, and it is important to note that some Panels feel that resourcing considerations make work of this kind impossible, or will at least severely limit it.

As well as councillor members, all Panels have two independent members. Open recruitment processes were carried out for these over the course of summer 2012

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in most instances. For some Panels, this process was quite rushed. However, Panels have attracted a high calibre of independent member. We have only been able to speak directly to a handful, but most do seem to be fully engaged in the business of the Panel, and are able to deploy their particular skills and experience effectively. However, in a minority of instances this does not appear to be the case, and Panels might do more to understand what their independent members can contribute, and the additional support that they may need over and above the information and advice all members of Panels receive.

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### Using Panel composition to make the Panel more effective

- Although we recognise that having Leaders and Cabinet Members sitting on Panels helps to ensure that strong links are made between them and councils, experience continues to suggest that non-executive members are more likely to have the time and capacity to commit to making Panels a success as scrutiny bodies
  - Larger Panels should take the opportunity to consider how they can conduct proactive scrutiny in task and finish groups, and also carry out preparatory work for their statutory duties in smaller groups (recognising the fact that some of those duties must be carried out by the Panel as a full body)
  - The use of “rapporteurs” – individual members of Panel who can be tasked to keep a watching brief on key areas of PCC policy and performance – will help to ensure that all members play an active role. It will also reduce the need for the submission of reports to the Panel “for information”. Again, this is a step that has already been undertaken in a minority of areas.
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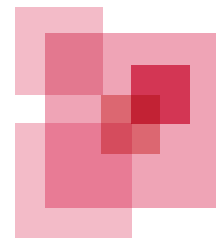
## Relationships between the Panel and other bodies

### Relationships with the PCC

In many areas, relationships with PCCs are positive and productive. In these areas, significant work has been undertaken to ensure that PCCs and Panels do work well together. Some areas have formal protocols to define how the relationship will operate – for most, however, arrangements are based on close liaison between the OPCC, PCC and the Panel.

While relationships are now settling down, at the start and for some time after there were some instances where difficulties occurred. In some areas, these difficulties continue. Some include:

- A PCC and most members of a Panel being from the same party, with a number of councillors on the Panel knowing the PCC socially, leading to a perception that they might be “getting an easy ride” (although the situation in many areas appears more complex than this, and some Panels who share their dominant political affiliation with their PCC have been able to be robust, challenging and supportive)



- A PCC and most members of a Panel being from different parties, with the Panel using meetings as a political platform (although in some instances this may derive from conflicting priorities between the PCC and the CSPs in the area, rather than exclusively a party political disagreement)
- Panel members in some areas being opposed to the concept of PCCs, and using their role to try to obstruct the work of the PCC
- PCCs being unused to public sector accountability “norms” (such as reporting to boards and committees) and seeing the Panels work as interference
- Particular issues causing flashpoints – especially confirmation hearings
- Misunderstandings and disagreements about the Panel’s role
- Circular and legalistic arguments about what information the Panel is “entitled” to have access to, and which areas they should and shouldn’t look at, based on a restrictive interpretation of the division between strategic and operational policing.

We should make it clear that, in many areas, most of these issues have been resolved. Where disagreements occurred, they seemed to be as the result of early misunderstandings about function and role, and a byproduct of the necessary speed of PCC and Panel activity in the early days. However, problems relating to the above points do persist in a minority of areas, and suggest the existence of fundamental differences of opinion over the Panels role and remit.

### Political issues

Political affiliation appears to make little difference on its own to the PCC/Panel dynamic. Relationships seen as “cosy” may owe themselves more to personal relationships between the PCC and Panel members (for example, where some members were previously on the Police Authority, or the same council, as the PCC) as they are owing to political affiliation. More fractious relationships may come down to reasons other than political disagreement – in some instances, clashes in personal style (see below) are more obvious causes.

Difficulties have also occurred with the engagement of PCCs and Panels in the new arrangements in an ideological sense. A minority of PCCs and a number of Panel members and chairs appear to remain opposed to the whole concept of directly elected police commissioners and a number of Panel members bemoan the demise of the Police Authority. There is a sense, in some areas, that participants are biding their time until the structures are either fundamentally redesigned or abolished by Government. As a consequence, there is an unwillingness to put efforts into making those structures work. The perceived ineffectiveness of Panels has, in some areas, become a self-fulfilling prophecy, as members and PCCs who regard them as “toothless” have not sought to think creatively about their role, instead becoming disengaged from the arrangements as they cannot achieve with them that which they had originally hoped.

Some of those to whom we spoke – officers, councillors and other stakeholders – felt that the new arrangements for strategic policing are fundamentally flawed, which has limited their willingness to engage more fully in the work of Panels over the past year.



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A majority of officers supporting Panels have expressed the view that Panels are effective only insofar as they are complying with their statutory duties, but that they have yet to prove themselves in terms of making a clear difference on the ground. However, a substantial minority do consider that the Panels they support have been effective in bringing about real local change (for example, bringing about changes to the Police and Crime Plan or helping the PCC to engage more effectively with partners).

### ***Getting hold of information from the PCC***

Commissioners are required to publish information in line with the Elected Policing Bodies (Specified Information) Order 2011.

### ***Information on PCC decision-making***

A minority of Panels have found it difficult to get hold of even basic information about PCC decision-making. For these Panels, there have been two principal problems.

Firstly, Panels have been unable to find out about planned decisions. This may be because of the lack in some cases of a published forward plan of such decisions by the Commissioner and an unwillingness on the part of the Commissioner, or the Commissioner's office, to engage the Panel in policy development. The Commissioner is obliged to publish information on decisions which are of a "significant public interest", but the legislation does not define what this means. Some Commissioners themselves have not sought to decide what the definition of such a decision might be. There is no national consistency on this matter.

Secondly, Panels are unable to find out detail of decisions once they are made. The guidance notes issued further to the 2011 Order did suggest that background papers should be made available (following guidance previously issued on this subject by the Information Commissioner for public authorities). However, there is no legal requirement to do this and we have been told that in a number of instances requests for such information has been refused.

### ***Information on the budget and precept***

The timescales in place for the setting of the 2013/14 budget were exceptionally challenging. PCCs had around six weeks (including the Christmas and New Year period) to put their plans in place and to develop a credible and implementable budget and plan for 2013/14. As such, most plans and budgets bore a close resemblance to plans and budgets adopted by the Police Authority.

In almost all instances Panels had to wait until the deadline, or very shortly before the deadline, before seeing any information from the Commissioner. In a few instances all Panels knew before the meeting when they had to examine the precept itself was the level of that precept. There does not seem to have been any consistency in the way that background papers have been provided to Panels to allow them to conduct this important work effectively.

We hope that most of these difficulties relate to the exceptionally short timescales which were imposed upon PCCs to develop their budget and precept plans around the New Year of 2013. A small number of Panels were in fact able to conduct constructive scrutiny of the budget, but such an approach required foresight and



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a quick commitment from the newly elected PCC to make it happen. In a few areas, liaison over the future budget started as soon as the PCC was elected (and in one or two instances, shadow Panels liaised with the Police Authority on plans before November), which led to much more productive experiences when the formal meeting on the precept came around in January or February.

There is a risk that this year's experience, where it has been less than positive, may influence attitudes and behaviours in future years. While in a majority of areas conscious efforts are being taken by Panels and PCCs to carry out more work in advance of formal meetings next January and February, a substantial minority of Panels have resigned themselves to seeing partial information very late in the day. Where this has happened, PCCs and their offices have justified their decision not to share information earlier on the basis of the legislation. This reflects the legalistic approach to some PCCs' engagement to which we referred earlier, which is serving to actively harm the Panel/PCC relationship and to diminish Panels effectiveness.

### *Information to support confirmation hearings*

Informal guidance issued by the LGA and CfPS to support confirmation hearings suggested that key information would need to be shared with the Panel by the Commissioner to ensure that confirmation hearings would complement the internal assessment processes being used to select a preferred candidate for appointment. In most instances, the information that we suggested be shared – relevant CV and biographical information of the candidate, questions asked at interview – has been shared. However, there have been some instances where PCCs have refused to share this information, making it very difficult for confirmation hearings to be carried out properly.

We are particularly aware that information to support the confirmation hearings of deputy PCCs has been difficult to come by. In some instances PCCs have even been unable to furnish the Panel with information about the job description for their deputy, because the role is ill-defined and/or has not been through the usual process of job design and evaluation. It is of course the case that the position of Deputy PCC does not need to be advertised and is, effectively, in the gift of the PCC.

Many Deputy PCC positions have been overtly political appointments – which is unsurprising, given that this is allowed for in the legislation and that a PCC may want to delegate some of their powers to people who they know, trust and who share their political outlook.

However, the essential informality of such arrangements makes confirmation hearings exceptionally difficult. For the most part, confirmation hearings for deputies have been described to us as unproductive. A number of Panel support officers, and members to whom we spoke, described the exercise as “tick-box” or “going through the motions”.

A number of Panels have asked PCCs to share with them questions that appointees have been asked during the final interview process. However, in some instances PCCs have refused to comply with these requests. This raises the significant likelihood that the same questions will be asked in both forums unnecessarily. There is no legal justification for such a refusal to share information, as demonstrated by the experience of PCCs who willingly share such information, and a couple where a Panel member has even been invited to shadow the recruitment process as an observer.

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### ***General issues around information sharing***

Research carried out by CoPACC has found that, at the time of their research (November 2013) none of the 41 Police and Crime Commissioners fully published the primary and secondary information they were required to by law.

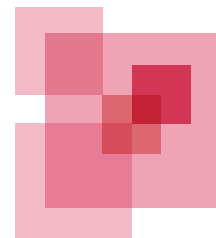
A minority of Panels have found it difficult to get information from the PCC following direct requests. For some, information is only provided after repeated requests, and is incomplete. In some instances the PCC has refused to publish information about forthcoming decisions until after the decision has been made. This reflects a lack of consistency nationwide in the way that PCCs publish information about decisions they have made, or the background information that informs those decisions.

This makes it more difficult for the Panel to support the PCC's decision-making activities.

Where Panels are able to consider PCC decision-making, the results of such work are ambiguous. In many cases the lack of supporting information has made it difficult to discern where PCC decisions do, or don't, relate to the Police and Crime Plan, which makes it difficult for Panels to prioritise their work.

A consideration of decisions made by the PCC should form the background of the Panel's work ( i.e. it should help the Panel to direct which areas it should and should not focus on), but the inadequacy of information being provided on a wide range of issues (not just decision-making) has pushed it to the foreground as the only way many Panels feel that can have a concrete influence on PCC activity. Inevitably, this has the potential to produce tension and frustration on the PCC side, as the Panel's objectives for wishing to look at certain decisions is therefore unclear. There has been a tendency in some areas for Panels to undertake regular post-hoc scrutiny of PCC decisions, which is not an effective use of time and which has little impact. A lack of information about the context in which PCC decisions sit exacerbates this problem. Even if more information were to be available, we do not consider that regular consideration of PCC decisions, without any discrimination as to which are or are not tabled at the Panel's meetings, will be anything other than a superficial exercise. More advance warning of decisions will allow the Panel to select issues (rather than decisions) where they feel they can seek to influence what the PCC eventually decides to do.

The inconsistent approach to provision of information has wider consequences. Without easy access to information it is very difficult for the Panel to decide where it directs its resources. Some PCCs and their offices have resisted requests to access information on Force performance, and quarterly performance and financial information – with such attempts being interpreted as an attempt by Panels to carry out the role of the Police Authority. But without this background information, Panels will be unable to understand how the Police and Crime Plan is being implemented and how operational delivery is having an impact on the strategic context of the budget (and area-wide community safety priorities). Again, this is derived from a mutual misunderstanding about what the role is, and about what kind of information and support is required for the Panel to transact that role. A more open approach – whereby a core set of information is provided by PCCs as a matter of course – will decrease the call on the time of OPCCs (because they will not be responding to individual requests for information) and Panels (because they will not have to waste their own time making such requests).



Where these problems are present, they have at their core a risk aversion which has infected the whole PCC-Panel relationship. PCCs are unwilling to provide Panels with more information than they feel they are obliged to do by law. It is difficult for Panels to then use what information is provided to draw strategic conclusions about the PCC's work, which makes it more likely that they will look at scorecards and primary operational data in isolation – further fuelling PCC scepticism about their effectiveness and a feeling that they have misunderstood their role in the new structures.

Where it exists, this vicious cycle must be broken for the new arrangements to work. There is no intrinsic fault in the system that makes such problems inevitable, but the requirements of trust and understanding on both sides are challenging. A substantial number of Panels have been able to successfully build relationships with their PCC that have seen information provided on request, and used in a proportionate and timely way. For example, some Panels have been provided with financial information and projections which is allowing them to conduct work in advance of their formal consideration of the budget and precept in early 2014. In these areas, the dispute over the difference between strategic and operational issues has been sidestepped – there is an understanding that the Panel needs access to operational data in order to carry out its strategic role.

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### **Managing decision-making and the sharing of information more effectively**

There are a number of steps that we believe can be taken to build and maintain better relations between the PCC and the Panel, with a view to strengthening decision-making and information sharing arrangements.

1. An undertaking of openness (going beyond the existing legislation) in the way that PCCs make decisions. For example, an undertaking would take the form of a presumption that all information held by the PCC would be made public unless there were a clear and overriding reason not to do so.
2. Agreements, supplementing the undertakings in the Policing Protocol (as defined in the Policing Protocol Order 2011), to establish how and when various kinds of information may or may not be shared between the PCC, Panel and other partners, with a view to reducing duplication and the burdens inherent on OPCCs and Panels from the making of ad hoc requests for information at different times of the year. This will be particularly valuable for the Panel's statutory duties, such as confirmation hearings and scrutiny of the precept.
3. A move, by Panels, away from direct monitoring of individual PCC decisions, towards using PCC decisions as background for more detailed scrutiny of a smaller number of strategic issues.
4. The development of a presumption (further to the agreement mentioned in the second bullet point) that Panels should be able to access operational information to provide background to their strategic role – both from the Force and the PCC's office. This would need to take account of the fact that the Panel would not necessarily be able to expect the PCC to provide narrative reports (in writing) to the Panel prepared for its specific use.

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**5. The use of the process of coming to such an agreement to iron out any lingering misapprehensions or misunderstandings about the mutual roles of the PCC and the Panel.**

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Discussions focusing on improved information-sharing have taken place in a number of Force areas, but in many others agreement is badly needed. It has been suggested that a change in the legislation is required to impose further information publication duties on PCCs. While we can see the value in this as a limited approach – for example, in obliging PCCs to publish a forward plan of key decisions (the definition of which should be set out formally), what information is available to the Panel should be subject to local discussion and agreement, depending on how the Panel plans to support and scrutinise the PCC in practice. This may demand a slightly different approach from area to area, which a detailed national scheme may not be able to provide on its own. However, we do think that a national, consistent scheme providing for the publication of a wider range of information by PCCs – which goes beyond the existing statutory instrument – would form an important framework for such further work.

### **Relationships with Community Safety Partnerships and CSP scrutiny committees**

#### **CSPs**

For 2013/14, Commissioners have provided funding to Community Safety Partnerships to deliver on a number of their priorities. From next year, this will change – but for the moment, CSPs in all areas remain fundamental to the success of PCCs.

There is one CSP for every local authority area in England and Wales. CSPs are usually chaired by the council's Portfolio Holder for community safety, although sometimes the council's leader acts as the chair. They are held to account by local overview and scrutiny committees using powers given by the Police and Justice Act 2006.

Relations between Panels and CSPs, and CSP scrutiny committees, appear to be sporadic and ad hoc. There is often not an effective mechanism for intelligence and data to be shared between Panels, CSPs and their corresponding scrutiny committees. In many instances, the fact that many Panel members sit on CSPs is the only reason that any liaison does occur. For example, a number of authorities have systems in place whereby the Community Safety Manager (or similar officer) will brief their Panel member on CSP activity prior to the Panel meeting. However, this does not occur for every Panel and every authority. Even where it does occur, it can lead councillors sitting on the Panel to focus unduly on operational matters that are specific to the geographical area which they represent.

Where Panel members are also senior members of CSPs, they have in a couple of isolated instances used the Panel to argue for more CSP funding for their own areas. In the vast majority of areas, however, Panel members clearly understand

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the need for the Panel to work more strategically. But even in these areas, more formal arrangements for the sharing of information do not exist.

This will be a difficult challenge for Panels to overcome. On the one hand, Panels' investigations of the Commissioner's work will involve a focus on CSPs, as (for the moment) they are a key delivery agent. On the other hand, a focus on the operational business of CSPs – rather than how their work contributes to the fulfilment of the PCC's election promises – will risk the Panel straying onto business that it has no legal role in considering. We consider that the reticence in engaging with CSPs may be due in part to this concern. There are also difficulties around the question of ownership of CSP policies and priorities, given the transition between protected funding, pre-PCCs, and the new situation whereby PCCs will have far more freedom to disburse money to CSPs, or not, at their discretion.

However, in many areas, the primary reason for the lack of engagement so far has been, we think, more prosaic – it is simply an issue of the availability of time and resources.

### **CSP scrutiny**

Community Safety Partnerships are held to account locally by CSP scrutiny committees under the Police and Justice Act 2006. A committee must be designated to carry out this role in unitary and lower-tier authorities. In two-tier areas (i.e., those areas for which there is a county and a district council) there is often a county-wide CSP, which is sometimes shadowed by a scrutiny committee of the county council. CSP scrutiny, and scrutiny by the Panel, needs to be well integrated. This is because PCCs' principal means of tackling broader priorities around crime is the funding which, currently, is transferred to community safety partners.

Few Panels have had any kind of meaningful contact with the CSP scrutiny committees in their area. Where discussions had taken place there were usually two reasons:

- The officer supporting the Panel also supported the CSP scrutiny committee in the host authority, and as such was aware of issues under discussion by their committee, and others in the area, and to plan accordingly, or
- The Force area shares the same boundaries as the county council, and there is a county CSP scrutiny committee, meaning a single point of contact on both sides. There are a few instances of quite close integration following this model
- Most PCPs do recognise the need to engage with CSP scrutiny in the future. Most of those we spoke to were planning to develop more formal mechanisms for information sharing with these bodies, or were in the process of doing so. A minority, however, have no clear plans. Usually this is down to a lack of resources, although it has been suggested to us that a lack of interest amongst some Panel members, and from some CSP scrutiny committees, is a factor as well
- Building meaningful relationships between CSP scrutiny committees and Panels will be critical in ensuring that the right kind of scrutiny is undertaken at the right level. Where Panel members might feel that there is a reason to undertake work into operational matters, effective links with CSP scrutiny committees will mean that those matters can be passed down for them to consider instead. Equally, where Panels are aware of the work programmes of CSP scrutiny committees,

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they will be able to draw links between operational matters which may help to identify broader strategic issues.

### **Relationships between Panels themselves – collaboration arrangements**

Not many Panels have thought in depth about how they might work together with Panels in neighbouring areas.

There are an increasing number of police forces entering into arrangements for the sharing of services with their neighbours. These arrangements are often expressed in terms of collaboration on operational matters – sharing back office functions, for example. However, they will usually have strategic implications, in terms of the freedom available to the PCC to design services that fit around such joint arrangements, and the necessity to work together with the PCCs of neighbouring areas to define the scope and nature of those agreements.

This may mean that Panels themselves need to co-ordinate some of their work with their neighbours. We are not aware of any consistent approach being taken to the scrutiny of such joint arrangements, even where they are significant. This is worrying, because collaborations are expected to become more widespread, having been promoted strongly by both HMIC and the Home Office, and being seen as a key means of identifying more efficiencies in the face of shrinking budgets.

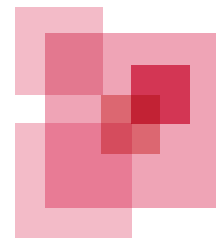
Joint work between Panels would be difficult to arrange. Physical joint meetings would be cumbersome and logistically complex. It is likely that informal co-operation in areas of mutual interest will be a more proportionate approach. Information sharing could take a similar form to that which we have proposed for CSPs above. Where such informal co-operation takes place, the Panel should probably take steps to make public its processes and outcomes.

Certainly, there is a case for co-operation and discussion of mutual interests where collaboration arrangements are being proposed and developed. Panels' input into this exercise – which will presumably be led by the PCC – will help to challenge the assumptions that PCCs might make about such arrangements, along with helping to identify, discuss and mitigate any risks.

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### **Building relations between Panels, CSPs and CSP scrutiny**

- Joint work between Panels in different areas – where required because of joint arrangements between neighbouring forces – can be carried out informally rather than through the establishment of formal joint structures
- Practical information sharing between Panels and CSP scrutiny committee should be undertaken, which could be as straightforward as ensuring that the Panel chair and support officer are on the agenda distribution list for CSP scrutiny committees in the area
- The agreement between the PCC and Panel mentioned in the previous section should include sections on the division in accountability between Panels and CSP scrutiny committees, and covering the ways in which Panels will engage in CSP-related issues (given the high likelihood of overlap, further to the PCC's funding responsibilities)



- Where the Panel proposes to look at issues relating to the CSP, such matters should relate back to the PCC's strategic priorities, to the Police and Crime Plan, and to the budget, rather than to local concerns best dealt with by CSP scrutiny committees
- Arrangements for briefing members on community safety issues in advance of Panel meetings should be more consistent and formalised, rather than (as occurs in a few instances) relying on individual community safety officers in separate councils to provide this advice to their representative(s) on the Panel.

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## Making a difference

It is difficult to demonstrate the effectiveness of Police and Crime Panels after just one year. Commissioners themselves are only now able to stamp their individual personalities on their planned budgets, plans and precepts for 2014/15. We're of the view that it's as part of this planning exercise – between now and March 2014, and beyond – that Panels will come into their own as a strong, challenging and supportive voice to Commissioners – where Commissioners choose to listen and bring them on board.

### Visibility, and representing the public voice

#### Visibility

In order to establish Panels' visibility to the public we have looked at their web presence. Doing so tells us something about how easy it is to find out information about their work. Of course, the amount of information available online about Panels cannot tell us a definitive story about how well they engage with the public, as it does not take into account any wider public engagement work which Panels might choose to undertake.

A number of Panels have no distinct web presence. Most do have a dedicated page on the website of their lead authority, setting out their role, remit, membership and responsibilities. For some, however, the only public evidence of the Panel's existence is the presence of its agendas and minutes in the public agenda management system of the lead authority.

The majority of meetings are not webcast. Given that many Panels cover wide geographical areas, the presumption in favour of webcasting might be seen as higher than with standard council meetings. We recognise that some lead authorities still have no facilities in place for webcasting and that the financial outlay for this is significant. We are also aware that some Panels move around, holding meetings in different locations, some of which do not have webcasting facilities.

We are aware of instances where members of the public have sought to record and broadcast footage of the Panel in session, something that ought to be encouraged in the absence of official facilities to do this.

It is vital that Panels are visible to those in the local community. The Panel must have a relatively high profile in order to provide local people with the information they will need in order to make an informed choice at the ballot box – quite apart from the role in assuring the public that the PCC is being effectively held to account between elections.



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### Getting the views of the public

Up to this point, most Panels have focused on formal set-piece meetings. As we have seen, this is likely to change. With this change will come, we expect, a more focused approach to public engagement. A number of the Panels aiming to carry out more “proactive scrutiny” are specifically planning to carry out such work in the coming months. It goes without saying that such work should be complementary to similar work being undertaken by the PCC, and that the justification for carrying out such work should directly reflect the Panel’s core role in holding the PCC to account. Panels should, as we highlighted earlier, be wary of creating an “industry” around their responsibilities that uses up a disproportionate amount of resource.

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### How can Panels go about engaging with, and representing, the public voice?

- It is likely that the PCC will receive digests of issues raised at neighbourhood beat meetings; the Panel could use this information to help to direct some of its work
- When the PCC proposes to formally consult or engage the public, the Panel could be directly involved in this work as part of its supportive role
- Steps – such as webcasting and better engagement with the media – could be taken around major set piece meetings (such as debates around the budget and precept, and the police and crime plan)
- As a matter of course, the web presence of Panels and their general “accessibility” to the public, both physically and virtually, must be addressed
- Where Panels plan to undertake “proactive scrutiny”, the subjects chosen should reflect both the Commissioner’s priorities and the priorities of local people (which are likely to be very similar). Such proactive scrutiny needs to be planned so as to actively seek the involvement of the public
- Steps to involve the public need to take account of the fact that Panels cover large geographical areas, making traditional public meetings and face-to-face contact difficult to achieve (and costly for Panels with resource constraints). Use of social media, and contact with representative groups (such as residents’ association) might provide a more targeted approach.

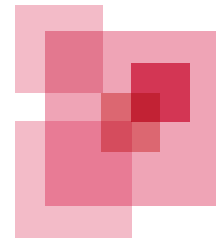
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### Securing meaningful change

The question, “are Panels effective?” is a difficult one to answer. Here, we will judge effectiveness in two ways:

1. Successfully fulfilling the statutory duties of the Panel (a minimal description of effectiveness).
2. Securing a tangible, positive impact for local people – bringing about, through their work, change that would not have occurred but for their involvement (a maximal description of effectiveness).





Most Commissioners have yet to make their mark on the policing landscape, and most Panels have recently come to the end of a six to eight month period dominated by frequent meetings to review the Police and Crime Plan, proposed Chief Constable appointments, senior OPCC appointments, the appointments of Deputies, and budget and precept setting. This work, driven by necessity, has led to some early positive outcomes. We are aware, for example, of the content of several Police and Crime Plans being changed as a direct result of Panel suggestions – but by and large it is still too early to say if Panels are effective, mainly because it is too early to say whether PCC's themselves are effective.

Many Panel chairs, independent members and Panel members are very positive about the future of Panels and their successes to date, and have a general desire to make things work, and to make them work well. However, there are a substantial number of dissenting voices. A number of Panel members and chairs to whom we have spoken, from all parties, have expressed cynicism about the likelihood of Panels having a long term effect. Some support officers, too, are dubious about how much Panels will be able to achieve in the future.

We think that a clear focus on mutually-agreed core tasks for Panels will help to secure their success. As we have noted previously, in some areas there is too much of a tendency to look at decisions after they have been made, and to focus on PCC decision-making as the central component of Panel's work. We don't consider that this presents the most effective and value for money use of the Panels time. A clearer focus on the Panels statutory duties – and the undertaking of work designed to directly feed into those duties – will, we consider, make Panels more effective within their existing financial constraints. But this will itself require close co-ordination with PCCs.

**Ultimately, effectiveness comes down to making a difference on the ground. All the Panels in England and Wales are effective in that they have successfully concluded their statutory duties over the course of 2013. But few can yet demonstrate a tangible impact on the local community. We think that it is too early to expect this, but it should be Panels' ultimate aim to make a difference – to result in positive things happening that would not have happened but for their involvement. We do think that most Panels are on this trajectory, as they begin to undertake more proactive scrutiny and as relationships bed in. We are, therefore, confident that when researchers return to this issue in future years, they will see concrete examples of Panels bringing about this positive change. But it is not guaranteed, and in some areas more work will be required to make this happen.**



**AGENDA ITEM 10**

Essex Police and Crime Panel	<b>EPCP/030/14</b>
Date: 20 February 2014	

**Forward Look**

Report by the Secretary to the Panel

Enquiries to: Colin Ismay: 01245 430396 colin.ismay@essex.gov.uk

**Purpose of report and background**

To plan the business of the Panel.

Meetings of the Panel are scheduled for 2.30pm on 19 June, 18 September and 27 November.

Business proposed to be taken to the meetings is as follows:

<b>Date</b>	<b>Performance for period up to</b>	<b>Other business</b>
Send out to Panel in April	Performance: End December 2013 (Q3)	
19 June	Performance: End March 2014 (Q4) – Linked to Annual Report Estates and IT	<ul style="list-style-type: none"> <li>• Part-Night Lighting</li> <li>• Safeguarding issues</li> <li>• Further analysis of Domestic Abuse statistics</li> <li>• Using the Panel's Budget / Publicity for the Panel</li> </ul>
18 September	End June (Q1)	<ul style="list-style-type: none"> <li>• Commissioner's Annual Report</li> <li>• Commissioner's Public Engagement Strategy</li> <li>• to present to the autumn meeting of this Panel a revised capital programme to reflect the new capital strategies</li> </ul>
27 November	End September (Q2)	

Potential Future items:

Police Integrity and ethics; Establishment of Strategic Policing Board; the impact of Transforming Rehabilitation and the changes to the Probation Service

The Panel is asked to indicate any other business it would like to consider and approve the schedule of meetings.

