



Cumbria Police Authority

Corporate Plan

2008-2011

and

Business Plan 2008-09



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Chairman's Foreword



I am pleased to be able to introduce you to Cumbria Police Authority's first Corporate Plan, covering the period 2008 to 2011. The fact the Authority has produced this Plan shows the progress made over the last few years in growing from a public body mainly reactive to outside events to one more demonstrably setting the agenda for policing in Cumbria - sometimes on a wider, regional or national stage as well. To do that, we need to have set clear goals for ourselves, goals we have more widely shared with others in turn.

Part of our moving forward involves thinking carefully about what we have succeeded in already, including the achievements reflected in this Plan.

That is why this Corporate Plan sets out to define more clearly our vision and purpose and to identify what challenges and drivers will influence the work of the Authority in the foreseeable future. The Corporate Plan in turn informs and shapes the Authority's Business Plan, a document which details key areas of work the Authority has identified and set itself to complete during the coming year. (Copy attached at the end of this document). Some of that work set out in the Business Plan is work we must do anyway, required by law, whilst other areas of work are decided on by the Authority itself. All of them are designed so we can – in the words of The Police Act 1996 – “secure the maintenance of an efficient and effective police service” for the people of Cumbria.

The outstanding and continuing results we have been seeing from Cumbria Constabulary, especially in the last few years and to date, only support my sincere belief that - never in the hundred and sixty year history of the Constabulary - has Cumbria ever been better policed; by more officers and staff who are better trained and equipped and using better methods and more technology to bring more criminals to justice than ever before.

No wonder the people of Cumbria are telling us they have such a high level of confidence in our police. This is good news for us when our overriding aim as an Authority remains one of inspiring trust and confidence in our policing services so everyone in Cumbria can feel safe, satisfied and reassured. We will continue to strive towards this demanding goal over the coming years and the purpose of these plans is to help us succeed in doing just that.

Reg Watson
Chairman
Cumbria Police Authority

Introduction by Chief Executive



This is the first time Cumbria Police Authority has produced a formal Corporate Plan. It is a statement of intent, designed to cover the 3 years from 2008 to 2011 and includes our annual Business Plan for 2008/09. Two more Business Plans will be produced during the life of this Corporate Plan, which will itself then be renewed. Taken together, these Corporate and Business Plans set the direction for and identify the key tasks to be undertaken by the full Authority.

Cumbria Police Authority is one of 43 geographic police authorities in England and Wales. We are a free-standing local authority in our own right, quite independent of the Government, of the Constabulary, or County and District Councils. This Authority, like all police authorities, is part of what is known as “the tripartite system” – a constitutional safeguard which sees the Home Office, Chief Constables, and police authorities all working together in a partnership of equals to deliver policing services. A system which ensures that no one partner has too much power and influence over what is a vital public service, and that the job of policing is always carried out with the support and consent of those people and communities being policed.

For our part, Cumbria Police Authority is committed to its vision for policing in Cumbria, which is *“to assist Cumbria Constabulary to be one of the country’s leading police forces, inspiring trust and confidence so that Cumbria is policed to the highest standards of public satisfaction, safety and reassurance”*.

Through this plan, we are thinking how best to understand and then respond to complex policing challenges and changes in the nature of those demands which the Authority and its Constabulary will undoubtedly face together during the coming years. (Partnership working and joint assessments included).

To achieve their vision of a policing service that keeps improving, we have an Authority made up of 17 Members whose job is to reflect the Cumbrian communities they serve and provide a critical friend to the Constabulary. Our professional team of 6 full-time staff (and 4 part time or occasional staff) are

here to give Members all the support they need in carrying out the complex oversight role which Parliament has given them in the policing of Cumbria.

Given this limited resource and our shared commitment to achieving both high quality and cost-effectiveness, the Business Plan underpinning this Corporate Plan is undoubtedly ambitious, but it is through aiming for excellence and setting challenging targets for both ourselves and the Chief Constable and Constabulary that this Authority can be sure that the people we serve can remain confident of receiving the high standards of policing service they are entitled to expect.

Clive Alcock
Chief Executive

About Cumbria

At 676,780 hectares Cumbria is England's second largest geographic county and its fourth largest police area. However its character as a place is about a lot more than size, because its distinctive and daunting topography has major implications not just for the communities who live there but also for the effective practice of professional policing.

To the west of the County is the Irish Sea and to the east lie the Pennines, the 'spine' of England and its highest mountains outside the Lake District. Found within the county is not only the entire Lake District National Park itself; the North Pennines; the Solway Coast Area of Outstanding Natural Beauty and the Arnsdale-Silverdale Areas of Outstanding Natural Beauty, but also a substantial 'chunk' of the Yorkshire Dales National Park. 37% of the County is therefore National Park and another 30% of it classified as Areas of Outstanding Natural Beauty, which is why people always think first of these aspects when envisaging Cumbria. However, whilst Cumbria undoubtedly is a beautiful place; one which attracts strong loyalties and affection in both those who live there and the large numbers of visitors it attracts all year round, it also contains very significant pockets of real urban deprivation, particularly in the west of the county where the decline of traditional industries such as coal, steel and chemicals have taken a heavy toll and created a high alternative dependency upon the nuclear re-processing industry, at sites like Sellafield.

Running north-south through the county are the M6 Motorway and West Coast Mainline Railway, while the A66 crosses west to east as the only main road access across England's watershed. These are strategic arteries of the United Kingdom, giving principal routes into Scotland or for the ferry crossings to Ireland, but much of the rest of the county is only accessible using sinuous 'B' and 'C' roads whose nature greatly affects journey times, especially during bad weather or peak holiday periods. Our ports do take commercial traffic and some passenger services, whilst proposals to develop the airport near Carlisle to serve the county and Scottish Borders are awaited. This means that in many parts of Cumbria journeys by private motor vehicle are the only realistic option, whilst the sheer size of Cumbria can be difficult for outsiders to comprehend when imagined at a distance in the context of the average English county. For instance, even travelling at motorway speed, the journey between the two largest population centres in Cumbria (Barrow and Carlisle) will take a minimum of two hours. There is often no direct land route available between places which, when viewed on a map, could otherwise seem close by and this reality has great practical implications for operational policing.

Cumbria has an estimated population of 494,800 –
241,900 females; and
252,900 males.

	Population (2004 mid year estimates)	% BME Groups (2001)	Unemployment Rates (2005) %
Cumbria	494,800	0.7	1.9

Cumbria's population density is just 0.72% per hectare, compared to England's at 3.77% and the northwest's at 4.77%. This provides some idea of exactly how sparse the county is, though population density within Cumbria does vary from 0.2 persons per hectare in Eden to 9.2 in Barrow. Agriculture and tourism remain core activities.

As well as the resident population, every year at least one million visitors come to Cumbria over a tourist season that is increasingly extending to become year-round. Visitors tend to be concentrated in specific parts of the county. This further impacts on the county's essentially rural road network; increasing congestion, placing additional burdens on the county's infrastructure and significantly modifying the constituent make-up of the area's population at any one time.

Cumbria has an ageing resident population. It has a higher proportion of residents within the 60yrs and over category at 24.8% (compared to the national average of 21%). The average age of a Cumbrian hill-farmer is 56. Conversely, Cumbria is experiencing a decline in the proportion of children and young people living in the county. For example, Cumbria is under represented in the under 4's category at 4.9% (compared to England's 5.7% and the North West's 5.6%). Similar results are found amongst Under 14's, Under 19's and Under 24's.

Cumbria has a relatively low proportion of visible ethnic minority groups: 99.3% of Cumbria's population are classified as White, 0.3% as Mixed, 0.2% are Asian, 0.1% are black and 0.2% are Chinese. In England as a whole, 90.9% of the population are White whilst 94.4% of the North West's population are White. Since the last census, the largest single minority group in Cumbria are currently Polish, with Eastern Europeans as a whole generally predominant amongst minority groups.

For further information on the demographic makeup of the county please visit www.cumbria-investment.co.uk or www.statistics.gov.uk

Constabulary strength

As at 31 March 2008, Cumbria Constabulary had –

- Police officers (all ranks) - 1,243
- Police staff (including PCSOs) - 984
- Special constables - 142

In this distinctive operating environment, Cumbria Police Authority is rightly proud of the sustained professionalism of Cumbria Constabulary, the police force overseen by this Authority. Cumbria Constabulary is consistently one of the best performing police forces in England and Wales; setting a quality of performance and achievements which has to be seen in the demanding context set out above, with geography being just one of several significant factors to how the county must be policed.

About Your Police Authority

Cumbria Police Authority's main responsibility is to ensure an efficient and effective police service for the whole of Cumbria. In its present form the Police Authority was set up under the Police Act 1996, as amended by the Police & Justice Act 2006. Its principal functions are:

- To manage the financial resources of the Authority.
- To set the strategic framework for managing Authority land and assets.
- To set the strategy and priorities for policing and hold the Chief Constable to account for the delivery of them.
- To provide an effective, independent performance management framework through scrutiny of all aspects of Constabulary performance.
- In partnership with the Constabulary, to drive improvement to policing services in Cumbria through the management and oversight of improvement activity, risk, inspection and internal audit.
- To ensure effective management and leadership of the Constabulary.
- Through consulting and engaging with communities to improve policing services for the people of Cumbria on an informed basis.
- To build effective relationships with partner agencies which improve the governance framework and contribute to delivering operational policing objectives about reducing crime and disorder.
- To use these relationships with partner agencies so as to achieve more effective local and strategic involvement of the Authority within Cumbria.
- To ensure the Constabulary and Authority deliver the race and diversity agenda for the benefit of all the communities of Cumbria.

Cumbria Police Authority is made up of 17 members, of whom 9 are Councillors appointed by Cumbria County Council, 5 are Independent Members selected through public advertisement and 3 are Lay Justice Members drawn from serving magistrates in Cumbria.* (At the time of writing, 59 per cent of Members were male and 41 per cent female; all were white and two non-British). All 17 Members of Cumbria Police Authority meet formally as one body at least 7 times a year to discuss and make decisions on strategic policing issues. Their key meetings are the Annual Meeting in June and the budget-setting meeting in February.

***NOTE:** With effect from 1 October 2008 the composition of the Police Authority's membership changes. The number of Independent Members on the Authority increases to eight, one of whom must be a Lay Justice. (From that date, Magistrates cease to be a separate category of member).

The Authority also carries out much of its work through individual committees, panels and working groups, which are set up to focus on particular aspects of Authority business. These are described in further detail below:

Committee roles

- *Governance Committee*
The purpose of the Committee is to provide independent assurance of the adequacy of the Authority's Risk Management Framework and associated control arrangements. It also scrutinises the Authority's financial and non-financial performance, to the extent that it affects the Authority's exposure to risk and weakens the control environment, and oversees the financial reporting process.
- *Policing Plan & Performance Committee*
The purpose of this Committee is to oversee the planning process and to monitor police performance.
- *Standards Committee*
The purpose of this Committee is to promote and maintain high standards of conduct amongst the individual Members of the Police Authority.
- *Communities, Equality & Diversity Committee*
This Committee oversees the Police Authority's responsibilities with regard to equality, diversity, disability and community engagement on policing issues.
- *Professional Standards Committee*
This Committee carries out the Police Authority's functions in relation to complaints about the conduct of police officers and police staff.
- *Personnel Committee*
This Committee acts on behalf of the Police Authority with regards to personnel matters, including policy and recruitment of staff/members.

Working Groups

The Police Authority currently has four groups which are responsible for reviewing and developing particular elements of the authority's work (for example, the Estates Working Group which looks at all aspects of the Authority's property portfolio).

Such working groups do not have delegated powers to make decisions on behalf of the Police Authority, but they can make recommendations to the Police Authority for decision.

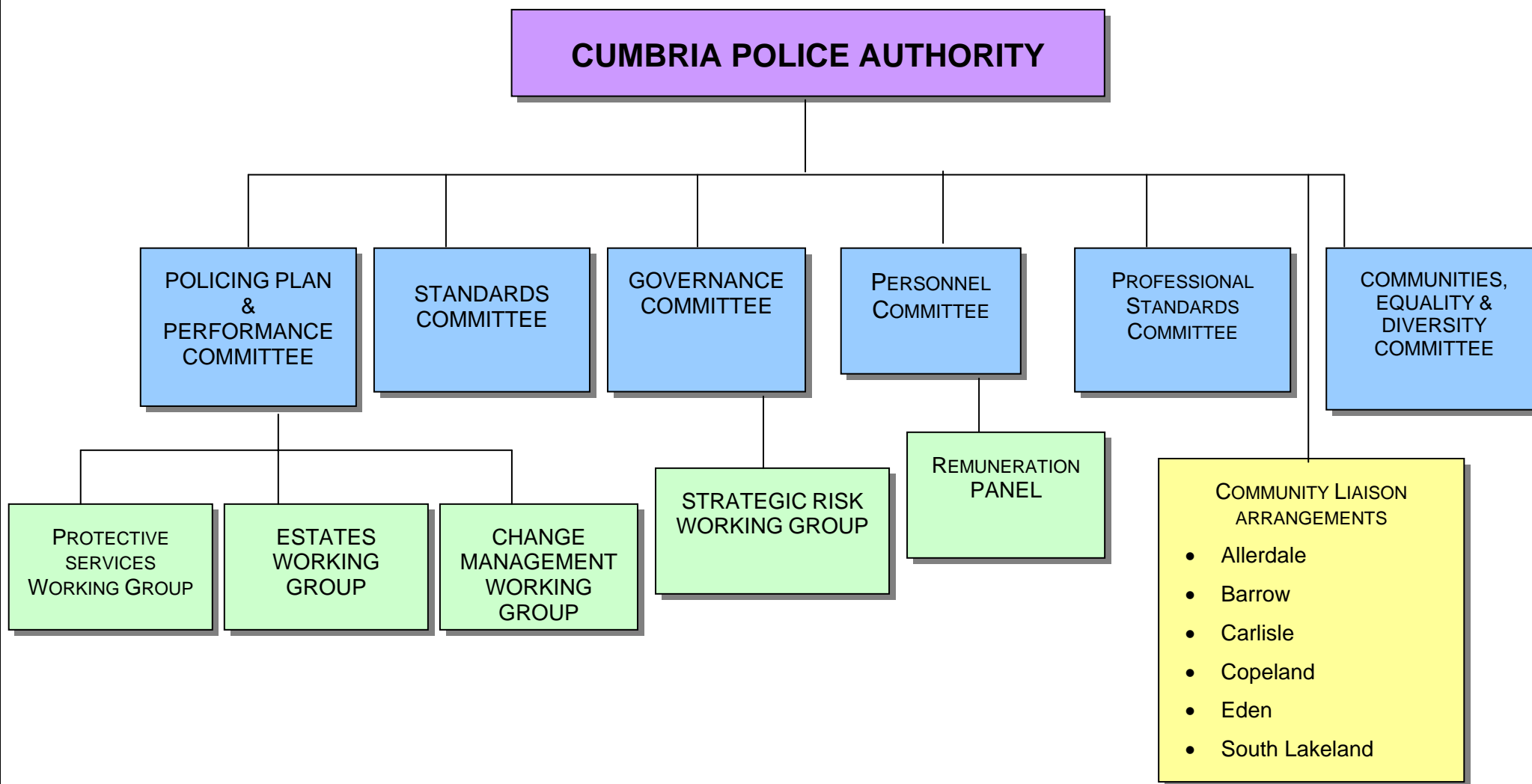
Committee and working groups structure

The overall committee structure of the Authority is shown diagrammatically overleaf:

Community Liaison Forums

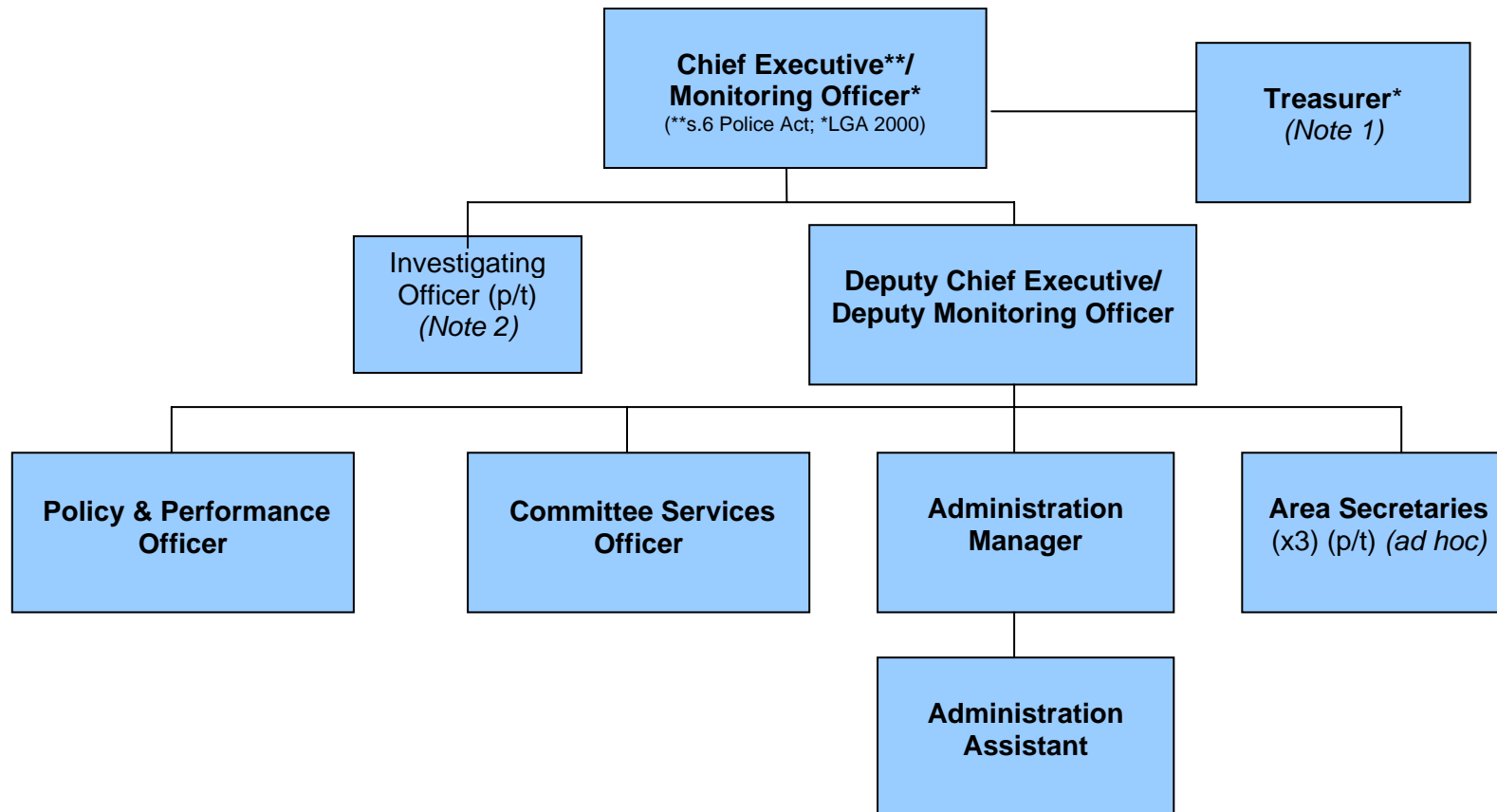
These are described in the section on Consultation (page 21).

The diagram below illustrates the **Police Authority Committee structure for 2008/09**



The Authority is supported administratively by 6 full-time and 1 part-time staff, plus 3 occasional staff who support external consultation meetings.

The diagram below illustrates the **Police Authority staffing structure for 2008/09**



*Note 1: Treasurer – statutory s.151 LGA officer (part-time 2.5 days per week, reports direct to the Police Authority)

Note 2: Investigating Officer – on a retained basis, ad hoc.

Achievements of the Last Few Years

Historically, the Authority was run from offices at the Courts, Carlisle, under a service level agreement with Cumbria County Council. A Best Value Review in 2002 suggested the Authority should establish its own independent administration in accommodation made available at Police Headquarters, Penrith. These recommendations were adopted by the Authority and a team of three full-time staff (Clerk, Deputy Clerk and Administrative Assistant) and one part time officer (Treasurer) began work at Carleton Hall in March 2003. This level of support was reviewed in 2004 on the basis of 12 month's experience and slightly augmented over following years through an increase in the Treasurer's hours; the appointment of a specialist Policy & Performance Officer, a designated Committee Services Officer, and a part-time Administrative Assistant (made full-time from 1 April 2008). Even so, the Authority's establishment is still one of the smallest in the North West. It benefits greatly from access to on-site Constabulary facilities at Carleton Hall, like printing or I.T. support, and specialist advice/support in specific areas of joint activity, like consultation, diversity, media/marketing or personnel.

The establishment of its own dedicated, professional support team has enabled the Authority successfully to meet several major external challenges occurring on a national 'stage' (including the 2004 Boundary Commission proposals for force merger; its nomination for 'capping' in relation to the 2004-05 Council Tax; and the 2005-06 Home Office force mergers agenda) from within its own staff resources. It has also given the Authority independent advice and information, addressing (e.g.) any perceived over-dependence on the Constabulary for information about police performance management.

Over this same period, the Authority thoroughly reviewed its governance arrangements; including bringing in a new scheme of delegation, developing a new committee structure, updating its standing orders, financial standing orders, financial regulations and contract standing orders; all of which are now reviewed annually. In addition a strategic risk management strategy has been introduced, whose action plan is reviewed constantly by those committees owning specific risks. Importantly, the Authority has also adopted and promoted its own race, disability and gender equality schemes; all of which are monitored quarterly by the Communities, Equality & Diversity Committee.

The Authority, in conjunction with the Constabulary, has considerably enhanced its budget development processes. Much more information is now made available to Members and at much earlier stages in the financial planning process. This budget process is also now properly aligned and integrated with the planning process for policing itself. Budget monitoring of both revenue and capital is significantly enhanced too, and the Governance Committee receives quarterly reports on treasury management activity.

As a result of severe floods which hit Cumbria in January 2005, the North Cumbria BCU Headquarters at Rickergate in Carlisle was very extensively damaged, forcing the Constabulary to vacate the premises immediately in favour of temporary accommodation around the city. Once the Authority had

decided not to restore and re-commission Rickergate, officers from the Authority played a crucial role in complex (but eventually successful) negotiations for sale of the former police station to Her Majesty's Court Service. After an extensive search for an appropriate site, first a state-of-the-art custody facility was provided in January 2007 at Durranshill, Carlisle, and then construction work began to provide a replacement BCU HQ on the same site, estimated for completion by December 2008. This project represents the most significant capital scheme ever undertaken by the Authority and stands in the vanguard of a major capital programme over the coming years.

Over the last few years there have been many other significant achievements obtained by the Authority. Other more recent examples are listed below:

- Renewed and re-established the Authority's Independent Custody Visiting Scheme, so that it now complies fully with Home Office guidance and has sixty active Custody Visitors visiting all of the designated police stations in Cumbria at least once a week.
- Established (in 2006) a new Animal Welfare Scheme, which has now been operating successfully for over 18 months.
- Developed a comprehensive Estates Strategy to cover all the property and premises held within the Police Authority's real estate portfolio.
- Undertook (from 2003) three successful ACPO Chief Officer appointment processes including the most recent, for a new Chief Constable, in 2007.
- Established (in 2007) a key statement of the Authority's purpose, vision and values, as prelude to shaping this plan.
- Developed (in 2008) a Members Training Policy and Plan to support Members in maintaining and enhancing their skills so that they can contribute more effectively yet to the overall vision and values of the Authority.

The Authority and Constabulary will continue to work together to mutual benefit. Examples of this 'joined-up' working include developing joint policies and strategies for crime-recording, public consultation, and preventing fraud or corruption. An Estates Strategy, itself also developed with the Constabulary, has been introduced successfully and we will work hard together to complete introducing government's new "APACS" performance management regime.

Over the last few years, the Authority has by invitation been able to increase its representation on a wide range of Constabulary internal boards, so it can monitor the Constabulary and contribute towards specific projects or areas of activity. The Authority's conscious decision wherever possible to work closely in partnership with the Constabulary, for coherent outcomes and economies of scale, will not prejudice its independence or prevent the Authority from developing policy or undertaking work in its own right where appropriate.

Following the Home Office's 2006 decision to end its force mergers programme – where Cumbria had been a pathfinder authority working with Lancashire to join these two forces and authorities – this Authority has had a positive lead in the new collaboration agenda which took its place instead. We participate in a new and ground-breaking 14 force/authority Forensic Science

Consortium and have provided both a Chair and secretarial support to regular joint meetings of all North West Chairs, Chief Executives and Chief Constables; meetings specifically established to identify and drive forward collaborative police-working across the whole north west. The authority's Chief Executive has also taken the lead in establishing a wider Northern Chief Executives Group to further enhance professional collaboration and information-sharing between all the police authorities of northern England and Wales, plus the creation of a policing special interest group within SOLACE (Society of Local Authority Chief Executives) which will foster valuable national links with local government - just as CAA and LAAs (Comprehensive Area Assessment and Local Area Agreements) come 'on stream' to make their presence felt across all fields of public service delivery.

The Authority already works in strategic partnership with a wide range of local agencies and public organisations contributing towards efficient and effective policing across the whole of Cumbria, just as we contribute to 'Safer & Stronger Communities'.

The Authority recognises it cannot work in isolation and that only by working in successful partnership with others can it plan to deliver the most effective and long-lasting solutions to crime and disorder, or fully reduce fear of crime in Cumbria.

It is this commitment which has led to the development of a 'Partnerships Guide' for Authority members and officers, a new handbook designed to shape our corporate approach to a type of working likely to re-shape public service landscapes over the period of this Plan, a commitment further reflected in the sections of this Plan which follow:

Vision and values

Cumbria Police Authority refreshed and refined its Vision and Values in 'workshops' held during autumn 2007 and they are set out below in the form finally adopted by the full Authority on 19 December 2007 –

Cumbria Police Authority's vision is to assist Cumbria Constabulary to be one of the country's leading police forces - inspiring trust and confidence so that Cumbria is policed to the highest standards of public satisfaction, safety and reassurance

Our values are based on our being:

Accountable – to Government and the people of Cumbria for how we deliver a police service not just within Cumbria but also operating right across the UK

Ambassadorial – so our Members can respect and represent wider community interests, as well as those of the police service itself.

Collaborative – to work jointly with the Constabulary, our partner agencies and everyone else we work closely with to develop the strategic direction of the police service, so that together we can keep Cumbria as a safe place to live, work in, and visit.

Committed – so the Authority and our Members have a role and commit to it.

Independent – both of the Constabulary and other public bodies.

Innovative – so we are always willing to embrace new ideas.

Realistic – always working within legal frameworks and available resources.

Supportive – of the Constabulary we oversee, as their 'critical friend'.

Strategic Planning

The Authority is responsible for approving the overall policy framework for the delivery of the police service; agreeing the budget requirements and setting the precept; approving the overall allocation of resources proposed by the Chief Constable; and monitoring financial plans. It is also responsible for approving the overall framework of delegation, accountability and control, and for monitoring compliance.

The Authority is responsible for agreeing a number of key planning and governance documents which define the policy framework and budget for the police service in Cumbria. Some of these documents are required by law, while others are a matter for the Authority to determine:

- Policing Plan
- Corporate Plan
- Business Plan
- Three-year Policing Strategy
- Three-year Budget
- Capital Programme
- Medium Term Financial Plans
- Treasury Management Strategy
- Borrowing limits and Prudential indicators
- Annual investment strategy
- Scheme of Delegation
- Financial Standing orders
- Standing Orders in relation to Contracts
- Anti-fraud and Anti-corruption Policy (including 'Whistleblower' statement)
- Systems of Internal Control, including an Annual Statement on Internal Control (SIC)
- System of Internal Audit and annual review of its effectiveness
- Costed Annual Human Resources Plan
- Information Communications and Technology (ICT) Strategy
- Risk Management Strategy
- Joint Consultation Strategy
- Partnerships Guide
- Members Code of Conduct
- Members Training Policy and Training Plan
- Race Equality, Disability Equality, and Gender Equality Schemes

The Authority's current Policing Plan, 'Safer and Stronger Cumbria 2008-2011', is its key and over-arching document. This fundamental plan for the delivery of the police service in Cumbria will constitute the primary basis used by the Authority to hold the Constabulary and Chief Constable to account for their performance and achievements.

In addition, there are a number of external documents developed in partnership to address local needs. These documents will form part of the

Authority's policy framework; for example, the Local Area Agreement (LAA). As already stated, this Authority recognises it cannot work in isolation and that working in partnership with others will deliver more effective solutions yet for tackling crime and disorder and reducing the fear of crime in Cumbria.

The Authority will regularly review its plans and strategies to ensure that they are fit for the purposes envisaged and that they conform with all relevant local, county, regional and national plans and strategies.

The Authority will continue to work in close conjunction with the Constabulary to develop certain joint policies and strategies, something it has consciously adopted to ensure 'joined-up' thinking and achieve economies of scale. However, when appropriate, the Authority will still develop policy and undertake work on its own.

The Authority's Corporate Plan is where it more clearly defines its vision, values and purpose and is used to identify those strategic challenges and drivers which will influence the work of the Authority most in the foreseeable future.

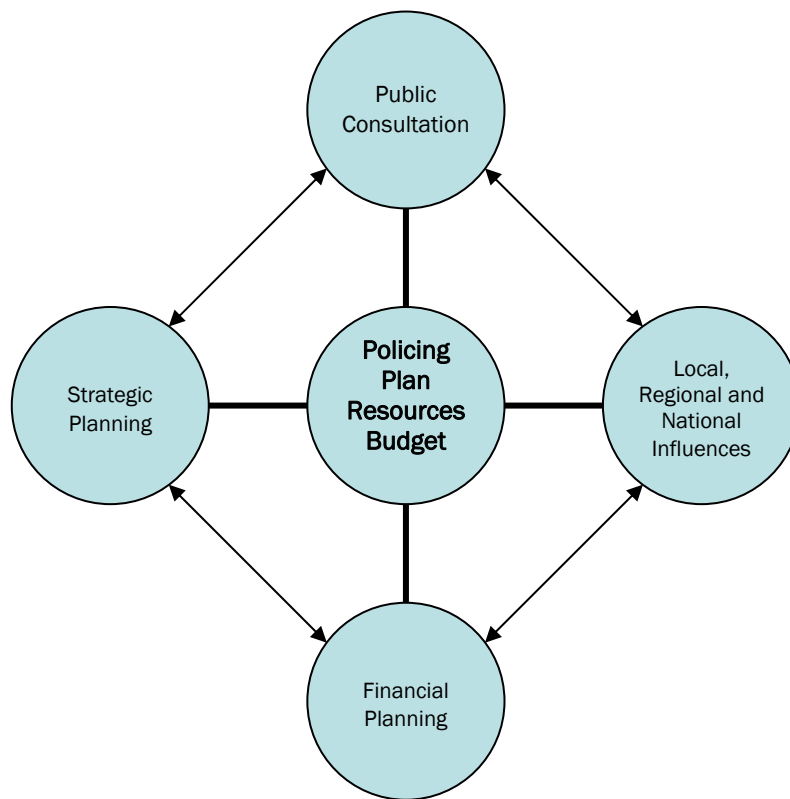
This Corporate Plan will in turn inform the Authority's annual Business Plan, which will detail those key areas of work that the Authority will undertake in the coming year. Some of that work is mandatory, whilst other areas of work will be determined by the Authority on its own initiative so that it can secure the maintenance of an efficient and effective police service for the people of Cumbria.

This Corporate Plan and the Business Plan will be approved every March by the full Police Authority. The Corporate Plan will be reviewed only annually but the Business Plan will be reviewed quarterly by the Police Authority's Governance Committee, to ensure good progress against the Plan and to consider how best to incorporate effective responses to those challenges and drivers emerging along the way which appear most likely to impact on the continuing work of the Authority.

Budget and Priority Planning Framework

The Authority has a robust approach to its budget responsibilities. These are integrated with the Constabulary's business processes so as to be sure that all aspects of the changing financial and policing landscape are taken into account, when assessing budget and resource requirements for the financial year against new pressures or changes in national and local policing priorities.

The Authority's (current) revenue budget of £94m is highly dependent on the level of grant (£64m) received from Government, so much so that this features in the Authority's Strategic Risk Register. The balance of funding (£30m) is met by council tax payers, and in 2007-08 was limited to increases not exceeding 5%, the Authority's increase being 4.9%.



The budget is projected ahead for a four-year period and updated twice a year for changes in anticipated costs and known policing requirements. This enables the financial pressures to be factored-in to savings and efficiency requirements, whilst also identifying the range of potential increases in council tax as a basis for public consultation. In line with requirements of the Code of Financial Management published by the Home Office, the Authority delegates the management of the Constabulary budget to the Chief Constable and monitors his spending by requiring regular reporting to the Governance Committee, against agreed criteria. The Authority's capital budget, the management of which is also delegated to the Chief Constable, is subject to the same rigour, with an added requirement for robust business cases to be provided in support of any new development.

The Authority's financial planning timeframe is designed to integrate with the Constabulary's strategic planning arrangements, as follows:-

Governance Committee	Reporting Requirement
30 June 2008	Submission of Annual Statement of Accounts 2007-08 and Annual Governance Statement
Police Authority	
24 June 2008	Annual Report and Local Policing Summaries for publication
	Strategic Policing Plan for 2008- 2011
	Updated three-year Medium Term Financial Plan
30 September 2008	Draft Strategic Plan for 2009 – 12
	Budget Outlook Report and updated MTFP
19 November 2008	Draft Efficiency Plan and other savings for period to 2010-11
	Business case for any revenue growth for period to 2011-12
	Business case for any capital projects for period to 2011-12
15 December 2008	Strategic Policing Plan 2009-12
	Provisional Financial Settlement and capital resources to 2010-11
	Annual policing priorities 2009-10
	Draft budget options for public consultations
21 January 2009	Strategic issues to be considered in setting a budget for 2009-10 and its impact and requirements in period to 2012-13.
	Feedback from Chairs of Area Liaison forum meetings
18 February 2009	Report on the Final Settlement for 2009-10.
	Final 3 Year Efficiency Plan for 2009 - 12
	Revenue and Capital Budget Report for 2009-10 and impact for later years
	Treasury Management Strategy and Prudential Indicators 2009-10 – 2011-12

Governance

Cumbria Police Authority recognises how important corporate governance is to the health and well-being of any corporate organisation, particularly in a policing context, and why Parliament has entrusted all police authorities with considerable responsibilities in the strategic governance of policing.

"Corporate Governance" is the term used to describe the systems and processes that organisations have in place for managing both their own internal affairs and relationships with their communities. The reassurance of having good governance arrangements in place provides safeguards vital to effective, equitable and ethical policing and for ensuring communities have confidence in their police service. It also affects much joint working occurring with partners at a local level. Governance is the core business of all police authorities, but it cannot be done in isolation from their partner police forces and is integrally linked to how good governance is implemented in forces themselves. It is the means by which the Police Authority holds their Chief Constable to account for ensuring it is implemented within the force.

On 16 January 2008, Cumbria Police Authority approved a Code of Corporate Governance which the Chief Constable has accepted as being equally applicable to the Constabulary. The Police Authority's Code of Corporate Governance, as adopted, aims to detail and explain its underlying principles for corporate governance, according to a framework developed by the Chartered Institute of Public Finance and Accountancy (CIPFA) in association with the Society of Local Authority Chief Executives (SOLACE). It sets out, for each of the six core principles identified by CIPFA, those aspects of Corporate Governance to be achieved by the Authority to demonstrate best practice, with measures current or to be introduced to comply with best practice.

The **six core principles** identified by **CIPFA** are -

- (1) Focusing on the purpose of the Authority and on outcomes for the community, including citizens and service users, and creating and implementing a vision for the local area;
- (2) Members and officers working together to achieve a common purpose with clearly-defined roles and functions;
- (3) Promoting the values of the authority and demonstrating the values of good governance through behaviour;
- (4) Making informed and transparent decisions, which are subject to effective scrutiny, and managing risk;
- (5) Developing the capacity and capability of members to be effective and ensuring that officers - including the statutory officers - also have the capacity and capability to deliver effectively; and
- (6) Engaging with local people and other stakeholders to ensure robust local public accountability.

Consultation

The Police Authority has a legal duty (under the amendments made to section 96 Police Act 1996 by Schedule 2, Police & Justice Act 2006) to consult with the public about their views on policing and, from 2007, specifically about anti-social behaviour too. The sort of public engagement identified above by CIPFA as one of the six 'pillars' of corporate governance is therefore a specific legal duty for police authorities at least, in any event.

Although the Authority is subject of this as a formal requirement, this Authority has always recognised the importance of engaging and consulting with its communities and its partners, as a way of helping to improve the effective delivery of a successful policing service. This engagement occurs both at an informal and a formal level. By understanding and being in touch with what services communities say they need, the Authority will make sure that what is delivered is efficient and effective. Most importantly, it will help us to make sure that the public feels safe, satisfied and reassured by that policing service.

Our overall aim in consultation is:

To understand how communities in Cumbria feel about our services, and to involve them in service development, so as to be sure we are providing the best possible policing services

Our objectives

- To encourage members of the public to join with us in the process of consultation;
- To make sure we are talking to people who will provide real feedback;
- To give those people confidence that we are listening;
- To use community members' views to improve our services to them; and
- To work together with others for best use of consultation opportunities.

Our promise

- Consultation with the public is constant, an ongoing part of how we work;
- We will only consult with communities if it is capable of resulting in service developments and improvements they can truly exercise influence over. (For example, we would not consult on matters prescribed for us by legislation, since we cannot change fixed legal requirements of us).
- We will avoid raising expectations that we are unable to meet.
- We will tell people involved what the purpose of our consultation is.
- We will be honest about how and how far we will take account of peoples' views and why their views may still not be conclusive.
- We will provide people involved in consultation with the information they need to take part effectively.
- Where we cannot resolve an issue, we will explain why not.
- We will make sure that the results of our consultations are assessed objectively.
- We will publish the results of consultation and how it has influenced our decisions and actions.

To help deliver on these promises, the Authority and the Constabulary together have developed a Joint Strategy and Action Plan which details how we will continue to consult and engage with members of the public and their partners. The Action Plan is monitored quarterly by the Authority's Communities, Equality and Diversity Committee, and will be reviewed on an annual basis.

Every year, the Authority applies information it obtains via consultation as part of a structured and sequential planning process for approving an annual budget for policing, which the Chief Constable is subsequently responsible for delivering. This approach also helps the Authority meet its statutory duties. To demonstrate this commitment to consultation and ensure a consistent approach, the Authority and Constabulary have worked together to develop a Joint Consultation Strategy which sets out the Authority's and the Constabulary's overall aims and objectives, including how they will undertake consultation and engagement with the various communities they both serve.

The Authority's key consultations include our (24) Police Community Liaison Forum meetings a year and an annual consultation survey, together with those important Constabulary consultations which we also draw upon.

The Authority's own 'Police Community Liaison Forums' (also referred to as 'Section 96 meetings') are each constituted to help the Authority meet its obligations under Section 96 of the Police Act 1996, which states that,

"arrangements shall be made for each police area for obtaining

- a) the views of people in that area about matters concerning the policing of the area, and*
- b) their cooperation with the police in preventing crime in that area."*

These local Forums will continue to provide one of several essential links between Police Authority and public, invaluable to strengthening mutual understanding of policing issues causing most concern. They will be held at least 4 times a year in each of the County's 6 district council areas. Two members of the Police Authority are appointed on an annual basis as local Chair and Vice-Chair to each of these meetings.

The first aim of our annual consultation survey will be to get public views about policing and anti-social behaviour. In the last few years, it also enabled us to gauge public understanding of the role of the Police Authority itself or to get their views on funding. This annual survey will remain one of the first steps in the Authority's annual planning cycle, as a vital step in our priority-setting process where public attitudes are taken into account.

The Authority will continue to value opinions and feedback it gets from partner agencies. In January 2008, the Authority and Constabulary jointly ran a one-day conference – 'Policing Cumbria Together'. The purpose of this annual event is to present to partner agencies and organisations the latest drivers and national challenges to policing and to share with them what pressures we need to respond to. We discuss together what should be the main priorities for policing Cumbria in the coming year and, in 2008, it was good to see how

many key people took time to attend this important conference, with representation from every influential partner organisation/group working in Cumbria. We intend to hold a joint event like this every year.

The high levels of diligent application and wide experience that Authority Members can bring to the organisation will make a good foundation for the important partnerships they can build between the police force and local communities.

Our Members working out in their communities will provide the Authority with the opportunity to engage more directly yet with the public, so as to improve even further upon the quality of policing services being provided for people within Cumbria on the basis of valuable extra insights obtained through public consultation.

Partnerships and Collaboration

It follows that partnership working and collaboration will be key areas of activity for the Police Authority. The Police Authority's responsibilities in this area can be broken down into two parts; firstly ensuring that the Constabulary is effective in its partnership /collaborative activity and, secondly, that the Authority is engaging directly with other partners in collaborative activity itself. It is now widely acknowledged that some of the best solutions to many of the problems and challenges encountered in the successful delivery of public services are to be found in working in closer partnership with other bodies, and that these need not be limited to policing bodies but can also extend to other service providers. The Authority recognises that supporting all of its partners and establishing effective ways of working in better co-ordination with them will often lead to better outcomes for all the communities its serves.

The Authority will conduct its particular oversight of Constabulary collaborative /partnership working as part of a wider and more general monitoring and oversight role for policing that is laid down in legislation. There are many current instances of the Authority and Constabulary working together in external collaborative partnerships (for example in statutory **Crime & Disorder Reduction Partnerships** or through the **North West Chairs, Chief Constables & Chief Executives**, a group which oversees police collaboration activity taking place in the north west). Such joint involvements help provide the Authority with further direct insights into partnership and collaboration activity being undertaken by the Constabulary.

If the Authority already recognises clear advantages in collaborative and partnership working, recent legislation now makes it a specific requirement of police authorities to oversee what levels of participation in partnership working and collaboration are engaged in by their chief officers of police. To facilitate this and its own partnership/collaborative activity, the Authority has developed and agreed a '**Partnership Guide**' setting out terms of engagement for the Authority's involvement in partnership activity, attendance at meetings, support for its representatives, and reviews of continuing involvement. The detail and format of this Guide will itself be reviewed every year.

The new handbook sets out arrangements for pre-partnership meeting briefings with Constabulary colleagues and how Members of the Authority will report back on activity in whatever partnership it is represented upon, to the right people within the Authority and/or the Constabulary. This is all part of the Authority's response to a new working landscape, one where concepts like **CAA (Comprehensive Area Assessment)** and **LAA (Local Area Agreement)** imported from a local government arena are applied to policing agencies too, so that our performance will be judged jointly with partners.

The **Cumbria Strategic Partnership (CSP)** is the overarching countywide partnership in Cumbria bringing together partners representing the public, private and third sector organisations in Cumbria: such as the five **Local Strategic Partnerships (LSPs)**, the District/Borough Councils, Cumbria

Constabulary, Cumbria Fire & Rescue Service, National Probation Service for England & Wales and Cumbria Primary Care Trust.

Local Strategic Partnerships or **LSPs** are non-statutory, multi-agency partnerships, which match local authority boundaries. They bring together representatives from the local statutory, voluntary, community and private sectors to address local issues and improve the quality of life in their area.

Local Area Agreements or **LAAs** are a relatively-new way of working, aimed at improving the effectiveness and efficiency of how government works with local authorities and their partners to improve public services. The process is designed to deliver national outcomes in a way that reflects local priorities and we intend to contribute, including how we prepare our own priorities for policing and the Policing Plan. The Cumbria Strategic Partnership has created a set of '**Thematic Partnerships**' to enable key partners within these 7 specialist areas to work together to deliver a sustainable Community and Local Area Agreement. (In Cumbria, the subset or theme of "Safer & Stronger Communities" is the one where policing is currently most to the fore, chaired by a senior officer from the Constabulary, but the Authority will also retain its close interest in the "Children & Young Persons" thematic).

Under the concept of **Comprehensive Area Assessment (CAA)**, a police authority whose own core function is oversight of the policing function will itself be subject to oversight in the form of an inspection process by auditors focussed upon the much wider idea of 'place', rather than function. Police authorities and forces will therefore be judged under CAA in common with their partner agencies, in terms of all their collective performances together, rather than any individual excellence (or failings) they may separately achieve.

It follows that in writing our own **Corporate Plan** (and the **Business Plans** we devise to underpin it) we will need to be remain flexible and light on our feet, if we are to be successful in adapting our operating methods as a Police Authority – not only to the example **challenges and drivers** identified overleaf, but specifically to the potential implications of novel superstructures of governance or service delivery being formed which are additional to the familiar **Local Government Act** or policing structures and partners we are used to.

Performance Monitoring and Management

Police Performance in its simplest form just means how well the police carry out and deliver the wide variety of things for which they have responsibility. A common – but generally incorrect – assumption is ‘performance’ means ‘performance indicators’ (i.e. numbers and statistics). In terms of police performance this might mean fewer victims of crime, more sanction detections and so on. Performance indicators provide us with an insight into how well things are being done, but they may not cover all of the areas for which the police are responsible, unless they have been specially put in place.

It is important for the Police Authority to be sure that the right measures are put in place to enable it effectively to scrutinise and thereby improve police performance.

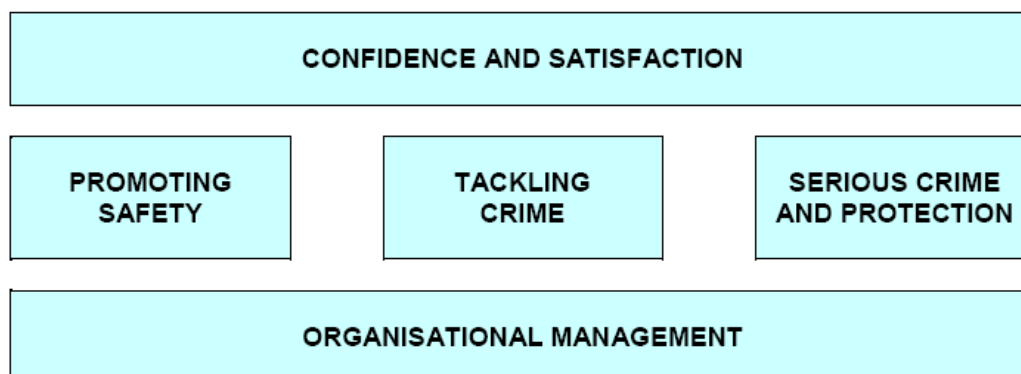
Performance management is about making things better, taking timely action to address problems and making best use of resources to address agreed priorities.

Assessments of Policing and Community Safety (APACS)

Performance indicators form a key part of APACS, measuring outcomes, perceptions and activities, which reflect the impact of community safety and policing services in local communities. There are two types of performance indicators within the APACS framework: Statutory Performance Indicators (SPIs) and; Key Diagnostic Indicators (KDIs).

SPIs represent key strategic issues for policing and community safety and are either a Public Service Agreement Indicator or amongst other priority measures identified by the Home Office. KDIs help diagnose issues around SPIs or ‘aspiring SPIs’ to test the robustness of measures for future inclusion in APACS.

The SPIs and KDIs are presented across the five headline ‘domains’ chosen for APACS. These are presented below:



In summary, the three operational domains (Promoting Safety, Tackling Crime and Serious Crime and Protection) are focused on 'high volume / low seriousness' on the left-hand side, moving to 'low volume / high seriousness' on the right-hand side. These 'domains' are underpinned by a domain linked to the internal effectiveness and efficiency of organisations, and there is an overarching domain focused on citizen perception and 'customer experience'.

During 2007/08, the Authority in conjunction with the Constabulary has been working to develop and introduce a Performance Management Framework that will enable the Authority to fulfil its duty to '*monitor the performance of the police force maintained for its area*'.

By statute, the role of Cumbria Police Authority in the management of its Constabulary's performance is to:

1. Plan, set, monitor and score policing priorities and targets as set in the Local Policing Plan;
2. Monitor performance against the Local Policing Plan and ensure that the force is managing performance on a day-to-day basis, so as to ensure delivery of the Plan; and
3. Provide feedback to the general public and learn from experiences.

The purpose of the Performance Management Framework approved by the Policing Plan and Performance Committee in May 2008 is to distil learning on the police authority role in police performance management. The guide is intended to inform all police authority members, and also those persons who are primarily responsible for performance management within both the Authority and the Constabulary. During 2008/09 the Authority will be working to implement this Performance Management Framework and review its effectiveness.

Challenges and Drivers

As with partnerships, pre-formed ideas naturally become subject to changing circumstances and events. At the Police Authority's Strategic Planning day on 30 October 2007, Members considered what challenges and issues currently faced the Authority in the short and medium term at that time and have identified the following as important to what we will be shaping up to during the life of this Corporate Plan -

Challenges *included*

Establishing effective information management and communication systems for more effective communication with the public

- Building public confidence in the police service, including getting key messages across to the public using the local media
- Sustaining neighbourhood policing whilst building capacity in protective services
- Resolving the tension between public concerns about low-level anti-social behaviour and national priorities to do with organised crime operating within the force area
- Managing the "mismatch" between funding and ambition
- Maintaining the currently excellent performance of the Constabulary
- Managing the impact of a new performance regime - Assessments of Policing and Community Safety (APACS)
- Responding effectively to the implications of LAAs and CAA
- Making sure that any Partnership the Authority engages with works effectively to deliver their targets (and does not impact adversely on the Authority or Constabulary)
- Managing and responding to new Government legislation and targets;
- Building up the Authority's capacity in data management
- Planning and developing the Authority's response to Estates issues.

Drivers *included*

- New Assessments of Policing and Community Safety (APACS) regime
- Her Majesty's Inspectorate of Constabulary (HMIC)
- Sir Ronnie Flanagan's "Review of Policing" and Government responses
- Developing capacity and capability in Protective Services
- Frontline policing
- Partnerships and common assessments of achievement with partners
- Accountability expectations of the Police Authority
- Finance, including the level of the precept
- Government and government targets; and
- Public perceptions, expectations and confidence.

Our Business Plan details the way in which we will address the issues identified as the challenges and drivers faced by the Police Authority in the short to medium term, as well as those areas of mandatory activity placed upon the Police Authority. The Business Plan will be monitored quarterly by the Governance Committee. This will ensure the Police Authority meets the

NOT PROTECTIVELY MARKED.

targets it has set itself and addresses any emerging issues which are likely to impact on the work of the Authority.

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