

**CUMBRIA POLICE AUTHORITY
POLICING PLAN AND BEST VALUE COMMITTEE**

Minutes of a Meeting of the Policing Plan and Best Value Committee held at 10.00am on Wednesday 13th January 2005 at Police Headquarters, Carleton Hall, Penrith.

PRESENT

Mr C S Moth (Chair)

Mrs L Slavin
Mr R Watson

Mr W Smith
Mr J Woolley

Also present:

Clerk and Chief Executive
Assistant Chief Constable (Organisational Development and Partnership)
Director of Strategic Development
Best Value Manager
Inspector M Pannone, Strategic Planning, Corporate Development
Deputy Clerk

PART 1 – ITEMS CONSIDERED IN THE PRESENCE OF THE PRESS AND PUBLIC

20. APOLOGIES FOR ABSENCE

Apologies for absence were received from Mr T Heslop and Mrs L L Shaw

21. ADMISSION OF PRESS AND PUBLIC

There were no items on the Agenda for which the press and public were to be excluded.

22. DISCLOSURE OF PERSONAL INTERESTS

There were no disclosures of any personal interests relating to any item on the agenda.

23. CHAIR'S WELCOME

The Chair welcomed Mr Neil Rhodes, the Constabulary's new Assistant Chief Constable (Organisational Development and Partnership), to his first meeting of the Committee.

The Chair also congratulated Ms Jenny Davies on her recent appointment as Director of Strategic Development with the Constabulary.

24. MINUTES

RESOLVED that the Minutes of the meeting of the Committee held on 22 November 2004, be confirmed as a correct record and signed by the Chair.

25. ANNUAL POLICING PLAN 2005/06 - RESULTS OF PUBLIC CONSULTATION

Inspector Pannone presented the results of the Public Consultation Survey conducted during the autumn of 2004, which would be used to inform the annual planning process. The consultation had also been used to assess how visible, accessible and familiar police officers and policing services were in Cumbria.

The report included the public consultation survey which had seen 8354 surveys distributed to members of the public, producing a return of 2506 completed surveys, a response rate of 30%. Respondents were 52% female and 48% male with 79% of respondents from the over-50 age group. Disabled groups represented 12% of the return and ethnic minority groups 1%. The report also covered the 6 focus group meetings, held one in each district council area, which had a total of 103 participants.

In addition the report compared the results of Cumbria's own survey with those of the most recent British Crime Survey in which approximately 750 people in Cumbria were surveyed.

Inspector Pannone highlighted for Members the main issues arising from the various strands of the consultation. One key issue was that the fear of crime bore little resemblance to the actual experience of crime, for example 39.7% of the people surveyed were worried about having their home broken into whereas in reality 3.1% of the sample had actually experienced this crime.

Respondents felt that drug-related crime was the most prevalent in Cumbria but had not given it a high priority whilst they perceived that violent crime and sexual offences were less common than drug related crimes they felt that these were the areas which should be tackled first.

A key finding from both the survey and the focus groups was the high importance placed by the people surveyed in community policing and visibility. However, a major issue for the Authority and Constabulary appeared to be the lack of knowledge about the Local Policing Team initiative, as over 50% respondents were unaware of the scheme.

Members considered the outcome of the public consultation survey in detail, raising various issues and concerns with Inspector Pannone. They welcomed the results of the consultation which they considered to be positive.

Members indicated that they would find it useful to be able to compare the results of the current survey with those undertaken in previous years. Inspector Pannone

undertook to provide this information to the Police Authority through the Clerk and Chief Executive.

In the light of the outcome of the consultation Members stressed the importance of both the Authority and Constabulary communicating their key messages to a much wider audience within the County.

RESOLVED, that the report be noted and the findings of the consultation exercise used to inform the Authority's Annual Policing Plan for 2005/06.

**26. CUMBRIA POLICE AUTHORITY AND CUMBRIA
CONSTABULARY DRAFT STRATEGY PLAN 2005/08**

Inspector Pannone presented a report by the Chief Constable, a copy of which had been circulated with the agenda for the meeting.

Inspector Pannone advised Members that the first Strategy Plan had been produced in 2003 covering a 2 year period which expired in March 2005. From April 2005 police Strategy Plans would be aligned with Crime and Disorder Reduction Partnership (CDRP) strategies and would allow more effective partnership working.

A draft of the Strategy Plan for the period April 2005 to March 2008 had been circulated with the agenda.

In producing the Draft Plan the requirements of the Government's Strategic and National Policing Plans had been taken into consideration. As the priorities of both the CDRP's and Criminal Justice Board partners were currently being decided, they had not yet been included in the plan but this would happen as soon as was possible.

The Constabulary had adopted the Policing Performance Assessment Framework (PPAF) as the basis for the Plan, as had been discussed at the last meeting of the Committee. This was supported nationally and would allow the alignment of the Strategic Plan, Policing Plan, BCU and Departmental Plans and work programmes into one holistic framework.

Cumbria's proposed Plan had to be submitted to the Home Office by 28 February 2005 for their approval. The Plan's final contents had to be "issued" before coming into force on 1 April 2005, but it did not have to be published until 30 June 2005. It was the intention that a finalised version of the Plan would be submitted to the meeting of the Committee scheduled for 24 February 2005.

Members noted the pivotal importance of this Plan for the Police Authority. They thanked Inspector Pannone and his colleagues for the considerable amount of work which they undertaken to produce this document on the Authority's behalf.

In previous years the Plan had been prefaced by separate forewords from the Chairman and the Chief Constable. Some consideration was given as to whether this practice should be retained or whether it would be more appropriate to have a joint

foreword signed by both the Chair and the Chief Constable. Members concluded that the Chairman's foreword provided an opportunity for the Authority to set out its role and aspirations in a straightforward manner. They acknowledged that the bulk of the document was targeted at an audience composed of the Home Office, Audit Commission, HMIC and other similar bodies rather than the public, but that the foreword provided an opportunity to get over important messages to the public.

- RESOLVED,** that
- (1) the draft of the Strategy Plan circulated with the agenda be approved as a basis for further work to enable the Strategy Plan to be submitted to the Home Office by 28 February 2005;
 - (2) the Chair of the Committee be authorised to act on the Committee's behalf with regard to the development of the Plan prior to its re-submission to the Committee on 24 February 2005.

27. DRAFT ANNUAL POLICING PLAN 2005/06

The Draft Annual Policing Plan 2005/06 had been circulated with the agenda for the meeting.

From the draft Plan it could be noted that the Policing Performance Assessment Framework (PPAF) had been adopted. This was supported nationally and would allow the alignment of the Strategy Plan, Policing Plan, BCU and Department Plans and work programmes into an holistic framework. This would allow Cumbria's priorities to be aligned directly to national priorities and provide a clear framework for decision making. In addition the Constabulary would be able to prioritise against identified successes and failures in iQuanta and HMI assessments.

Under each domain were three headings –

- how well did the Constabulary do in 2004/05?
- how will the Constabulary improve in 2005/06?
- what is the Constabulary trying to achieve in 2005/06?

The Assistant Chief Constable (Organisational Development and Partnership) tabled an additional paper for Member consideration.

He stated that to a large extent the content of the Policing Plan was determined by legislative requirements and statutory guidance. This made the Plan a comprehensive document which acknowledged national, internal and local agendas. However, because of this it could be difficult for a reader to clearly identify what was of real importance to the Police Authority and the Constabulary for the forthcoming year. He therefore proposed that a much more streamlined document be produced in parallel with the Plan for distribution to every member of the Constabulary and to public access points. This would help to ensure that members of the Constabulary and the public were clear about those areas of performance which were of the highest priority. He anticipated that this document would be no more than a slim pamphlet identifying the following issues:-

- the Constabulary policing style with an explanation of the policing philosophy in Cumbria.
- information regarding public satisfaction and how it was proposed to achieve it
- the key performance targets, for example
 - burglary – dwelling
 - theft of vehicles
 - theft from vehicles
 - violent crime
 - class A drugs
 - road traffic collisions which result in serious injury
 - sanctioned detection rates
 - attendance at work
- an overview of the way in which it is intended to achieve the targets.

The full Annual Policing Plan would be published on the internet from which it would be possible to download a hard copy if required.

Members welcomed the proposal outlined by the Assistant Chief Constable. It was noted that the actual Policing Plan had to be issued by the end of March and published by the end of June, but that there would be no such timetable for the pamphlet, which could be produced over a slightly longer time frame. Members suggested that a mock up of the pamphlet could be submitted to the Committee when it met in February.

Members noted that the Plan contained an appendix which dealt with the Authority's race equality duty.

RESOLVED, that

- (1) The draft Annual Policing Plan 2005/06 as circulated with the agenda, be used as the basis for finalising the Plan; and
- (2) A draft pamphlet for circulation to members of the Constabulary and public access points be submitted to the next meeting of the Committee.

28. BEST VALUE REVIEW OF ANTI-BUREAUCRACY - SMARTS REPORT

The Best Value Manager presented a report, the purpose of which was to provide detailed information about each recommendation resulting from the Best Value Review of Anti-Bureaucracy and to formally pass responsibility to the authorised owners for implementation of the recommendations and delivery of the identified benefits.

Members were reminded that they had received the final report of this particular Best Value Review at their last meeting.

RESOLVED, that the report be approved.

29. BEST VALUE REVIEW OF EMPOWERED BCUs - UPDATE

The Best Value Manager presented a report from the Chief Constable which summarised Review 2004 work on the structure of corporate support functions and set out how that work linked to the Best Value Review of Empowered BCUs. It also explained why the Best Value Review had been delayed whilst the implications of Review 2004 findings were assessed and to enable the Best Value Review of Operational Support to start.

It was now suggested that the Best Value Review of Empowered BCUs should be recommenced with its original terms and reference, but excluding the structure and staffing of corporate support functions. The revised Best Value Review would compliment the newly agreed Operational Support Best Value Review.

An option appraisal of this and the alternative option of discontinuing the review was included within the Chief Constable's report to the Committee.

Members indicated their support for the proposed way forward for the Review. In doing so they stated that the Lead Members involved in this Review had felt that they had not always been fully engaged in the review process.

RESOLVED, that

- (1) The structure of corporate support functions be excluded from the Best Value Review of Empowered BCUs;
- (2) The deadline for the Best Value Review be extended to March 2005.

30. BEST VALUE REVIEW OF OPERATIONAL SUPPORT – FINAL TERMS OF REFERENCE

Members were reminded that they had agreed to include a Best Value Review of Operational Support within their Best Value Review programme at the last meeting of the Committee. This Review had arisen out of work which had been undertaken on the Empowered BCU's Review. Some work had already been undertaken on the Review.

Members were now asked to consider a report which set out proposed terms of reference for the Review, which had been agreed by the Best Value Review of Operational Support Stakeholder Group which was composed of Constabulary and Police Authority members.

RESOLVED, that the terms of reference for the Best Value Review of

Operational Support, as set out in the report by the Chief Constable, be approved.

31. POLICE AUTHORITY IMPROVEMENT AND ASSESSMENT FRAMEWORK

The Clerk and Chief Executive presented a report on the Police Authority Assessment and Improvement Framework, appended to which were proposed terms of reference for conducting the Assessment in Cumbria. The report also proposed the formal appointment of 3 Authority Working Groups aligned to the 3 broad areas identified within the Framework, namely -

- Leadership and Strategic Planning
- Community Engagement
- Performance Management

Members had already been notified of the proposed membership of the 3 Groups, which would be meeting on 28 January and 1st February.

The Clerk & Chief Executive advised that this was the first formal report submitted to Members on the Framework, although the Authority's preparations for this area of activity had been evolving and developing behind the scenes since the Members Away Day in October 2004, when the Framework was first brought to the Authority's attention as a whole.

Since the report had been circulated, the Clerk & Chief Executive's enquiries had brought further information to light, concerning both the status of the APA Framework and a proposed inspection of the Authority by HMIC in May 2005 on its terms. He advised that it was now clear that the national Framework to which the Authority was working was one still in draft form and discussions about it between APA and HMIC continued. In particular, certain additional financial questions which HMIC wished to add to the Framework were not yet resolved. Its final shape and content would not therefore be formally agreed until the APA Plenary in March at the earliest. There was no reason to imagine such agreement would not be arrived at, but the current APA advice, which was being adopted by all other police authorities contacted by the Clerk on the issue, was that authorities should not submit to any inspections by HMIC on the Framework until it had been formally agreed.

The Clerk & Chief Executive advised that the Authority had not identified any formal indication that it would be inspected in May 2005. However, it was the case that HMIC would certainly be entitled to conduct an inspection on the basis of the Police Authority's Best Value Review, conducted in September 2002, and the improvements and developments in the Authority's corporate arrangements which flowed from that. This matter required clarification, though it was not being suggested to the Committee that work on the Framework should be delayed until either the status of the Framework or the HMIC's intention to inspect were clarified. It was obviously beneficial for the Authority to undertake such a self-assessment process and it was clearly appropriate for it to do so under outline timescales already identified for it before Christmas and filled out subsequently.

Members noted that formal inspection of Police Authorities was a milestone for 2005 contained within the new National Policing Plan. It would therefore be wise for the Authority to ready itself for an inspection at some point later in the year, by having gone through this constructive process of self-examination.

Within the APA guidance on conducting the Framework, it was suggested that external validation of the self-assessment should take place as part of the self-assessment process. The Clerk and Chief Executive had therefore arranged for the Clerk and Chief Executive of North Yorkshire Police Authority, the only Police Authority in England and Wales which had both conducted an assessment and been inspected on that assessment by HMIC, to attend all 3 forthcoming Working Group meetings to assist Members as they went through the process.

It was clear that the role and contribution of Members was key to success of the whole process. It was essential that Members assessed for themselves where the Authority was currently positioned; that they identified where they wished the Authority to be; and identified the gaps in current Authority activity which were preventing them from reaching their intended destination, before deciding how those gaps would be addressed if the desired outcomes were to be achieved.

It was also the case that the Authority could not undertake the assessment in isolation. The advice was that it was important to coordinate and 'mesh' with the Constabulary to this end, who were themselves undergoing a not-dissimilar process over their business structures. The support of the Constabulary was a necessary ingredient. To this end, the Chair and Vice Chair; the Clerk & Chief Executive and the Treasurer; together with other Members, had already met with the Chief Constable on 9th December 2004. As a result, a series of subsequent meetings had been arranged over the forthcoming months to take this matter forward. It had been imagined and was now clear in fact that the newly-appointed (4th January 2005) Assistant Chief Constable (Organisational Development and Partnership) could offer important contributions to this process. Likewise, so could the as-newly-appointed Director of Strategic Development, who had already provided a helpful contribution to the Authority's work on the Framework within days of her own appointment.

The Clerk and Chief Executive then updated Members on his recent attendance at a meeting for practitioners convened by Greater Manchester Police Authority, which had focused on the Framework. He also referred to a forthcoming visit, in company with the Chair of the Audit & Performance Committee and representatives of the Constabulary, to West Yorkshire Police Authority to look at their performance management systems, which would be instructive on elements examined by the Framework.

He concluded by advising Members how both North Yorkshire and Greater Manchester Police Authorities had stressed their experience of the productive potential in this activity, as well as the importance of ensuring it did not revert to a merely bureaucratic, 'box-ticking' exercise. Neither did it need to be an interminable process, since these Authorities had conducted their own self-assessment processes within 2 ½ to 3 months at most. Whilst it was probably not necessary to have completed the process in Cumbria by May 2005, merely rather to be in a position to

demonstrate that the Authority had embarked on the process (in terms of having adopted sufficient methodology and structures from the Framework to begin delivering the benefits) it was therefore possible by May under the timetable adopted. This certainly did not mean it should end in May, since further developments and improvements thereafter would undoubtedly be needed to meet enhanced expectations of police authorities, over the rest of 2005 and beyond.

Members indicated their support for the terms of reference circulated with the Clerk & Chief Executive's report and for the approach outlined involving the 3 Working Groups. They also stressed the importance of having a clear timescale and end-date for undertaking this work. They emphasised the importance of this work for the future of the Authority and its potential benefits. They considered that the basic point of the process was to enable the Authority to identify those areas on which it wished to focus, to identify the current gaps which were preventing achievement of those goals, and then to consider how those gaps could be addressed. It was crucial to go through the process as a whole, but it was also important to bear in mind the fact that ultimately outcomes were more important than the process itself.

RECOMMENDED: That

- (1) the draft terms of reference for the Police Authority Self Assessment and Improvement Programme, as circulated with the report by the Clerk and Chief Executive, be recommended to the Police Authority for approval;
- (2) the Police Authority be asked to formally approve the establishment of 3 Working Groups (to take forward work on the Police Authority Self Assessment and Improvement Framework) and to formally agree the appointment of Members to those groups.

32. BUDGET AND PLANNING CYCLES

The Chair reminded Members that at the last meeting of the Committee they had asked that work be undertaken to align the budget and planning cycles in time for the development of the 2006/07 budget. Circulated with the agenda, under cover of a report by the Clerk and Chief Executive, was a chart set out the Budget and Planning Cycles. This represented the first step in aligning the two cycles. The Director of Strategic Development welcomed the development of a more robust and aligned cycle but stated that a considerable amount of work was required to achieve the outcome desired by both Members and the Constabulary. She therefore suggested that this work be undertaken and a report be submitted to the meeting of the Committee to be held on 1 April 2005.

Members acknowledged the significance of this particular work and that these two key areas of the Authority's activity were properly aligned. As such they considered it important to allow sufficient time for the development of this work.

RESOLVED, that a further report be submitted to the meeting of the Committee to be held on 1 April 2005.

The Meeting ended at 11.50 am