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Devon and Cornwall Police and Crime Panel

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3 September 2013

DEVON AND CORNWALL POLICE AND CRIME PANEL

Friday 11 October 2013
10.30 am
Council House (Next to the Civic Centre), Plymouth

Members:

Councillor Croad, Chair.

Councillor Rule, Vice-Chair.

Councillors Barker (Teignbridge District Council), Batters (Cornwall Council), Boyd (Torridge District Council), Geoff Brown (Cornwall Council), Diviani (East Devon District Council), Duncan (Isles of Scilly), Dyer (Cornwall Council), Excell (Torbay Council), Hare-Scott (Mid Devon District Council), Haywood (North Devon District Council), James (Cornwall Council), Penberthy (Plymouth City Council), Saltern (South Hams District Council), Sanders (West Devon District Council), Sutton (Exeter City Council) and Williams (Plymouth City Council).

Independent Members:

Yvonne Atkinson (Devon) and Mike Firbank (Cornwall and Isles of Scilly).

Members are invited to attend the above meeting to consider the items of business overleaf.

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DEVON AND CORNWALL POLICE AND CRIME PANEL

1. APOLOGIES

To receive apologies for non-attendance submitted by members.

2. MINUTES (Pages 1 - 4)

To sign and confirm as a correct record the minutes of the meeting held on 11 July 2013.

3. DECLARATIONS OF INTEREST

Members will be asked to make any declaration of interest in respect of items on this agenda.

4. PUBLIC QUESTIONS

To receive questions from (and provide answers to) members of the public that are relevant to the panel's functions.

Questions should be no longer than 100 words and sent to Democratic Support, Plymouth City Council, Civic Centre, Plymouth PL1 2AA or democratic.support@plymouth.gov.uk. Questions must be received at least 5 complete working days before the meeting.

5. TRAFFIC INCIDENT ROAD CLOSURES AND 101 SERVICE - UPDATE FROM SHAUN SAWYER, CHIEF CONSTABLE

The panel will receive a more detailed response from the Chief Constable to questions raised on 11 July 2013.

6. REPORT FROM THE OFFICE OF THE POLICE AND CRIME COMMISSIONER IN RESPECT OF ANY NON- CRIMINAL COMPLAINTS ABOUT THE POLICE AND CRIME COMMISSIONER (Pages 5 - 8)

Members will be asked to note the update on complaints received by the Office of the Police and Crime Commissioner.

7. SCRUTINY OF THE POLICE AND CRIME COMMISSIONERS COMMISSIONING INTENTIONS PLAN 2014/15 TO 2016/17 (Pages 9 - 48)

The panel will consider the Police and Crime Commissioner's Commissioning Plan as its first topic of proactive scrutiny.

8. REQUEST BY COUNCILLOR RULE TO ATTEND THE COPACC CONFERENCE 'PCCS ADN PANELS: MAKING THE RELATIONSHIP CRITICAL, FRIENDLY AND EFFECTIVE' ON 16 OCTOBER 2013 (Pages 49 - 50)

The panel will be asked to support Councillor Rule's request to attend a conference on its behalf.

9. POLICE AND CRIME COMMISSIONER'S REPORT ON ACTIVITIES AND DECISIONS (Pages 51 - 58)

The Police and Crime Commissioner has provided the panel with his regular report regarding the activities and decisions he has made to date. The report also details any forthcoming planned events.

10. FUTURE MEETING DATES

For information, the dates of future panel meetings are listed below –

- Friday 20 December 2013
- Friday 7 February 2014
- Friday 21 February 2014

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Devon and Cornwall Police and Crime Panel

Thursday 11 July 2013

PRESENT:

Councillor Croad, in the Chair.

Councillor Rule, Vice-Chair.

Councillors Barker, Boyd, Duncan, Dyer, Excell, Hare-Scott, James, Penberthy, Saltern, Sanders, Sutton, Williams and Wright (substitute for Councillor Diviani).

Independent Member: Yvonne Atkinson.

Apologies for absence: Councillors Geoff Brown and Diviani and Mike Firbank (Independent Member).

Also in attendance: Pete Aley, Head of Safer Communities, Sarah Hopkins, Community Safety Partnership Manager, Lynn Clark, Police and Crime Panel Co-ordinator, Katey Johns, Democratic Support Officer, Tony Hogg, Police and Crime Commissioner, Sue Howl, OPCC Chief Executive, and Duncan Walton, OPCC Treasurer.

The meeting started at 1.15 pm and finished at 4 pm.

Note: At a future meeting, the Panel will consider the accuracy of these draft minutes, so they may be subject to change. Please check the minutes of that meeting to confirm whether these minutes have been amended.

1. **APPOINTMENT OF CHAIR OF DEVON AND CORNWALL POLICE AND CRIME PANEL**

Agreed that Councillor Croad is appointed Chair of the Devon and Cornwall Police and Crime Panel.

2. **APPOINTMENT OF VICE-CHAIR OF DEVON AND CORNWALL POLICE AND CRIME PANEL**

Agreed that Councillor Rule is appointed Vice-Chair of the Devon and Cornwall Police and Crime Panel.

3. **WELCOME AND INTRODUCTIONS**

The Chair welcomed all newly appointed members to their first meeting of the panel and introduced Tony Hogg, Devon and Cornwall Police and Crime Commissioner (PCC), who was in attendance for agenda item numbers seven, eight and nine, along with his Chief Executive, Sue Howl, and Treasurer, Duncan Walton.

4. **MINUTES**

Agreed the minutes of the meeting held on 9 April 2013 subject to an amendment to reflect the submission of apologies from Councillor Sanders.

5. **DECLARATIONS OF INTEREST**

There were no declarations made by members in respect of the items under consideration.

6. **PUBLIC QUESTIONS**

There were no questions from members of the public.

7. **REPORT FROM THE OFFICE OF THE POLICE AND CRIME COMMISSIONER IN RESPECT OF ANY NON-CRIMINAL COMPLAINTS ABOUT THE POLICE AND CRIME COMMISSIONER**

Prior to consideration of the report, the Chair reminded members that at the last meeting of the panel it had been agreed that –

- (a) the Chief Executive of the office of the Police and Crime Commissioner would receive, record and categorise complaints and be responsible for the informal resolution of complaints;
- (b) a summary document about complaints received and resolved would be presented at each panel meeting.

The OPCC Chief Executive reported that during the period 9 April to 25 June 2013 one complaint had been received which had not been upheld.

Agreed that in future reports the matrix at Appendix A would include a recommendation column detailing the proposed method for dealing with each complaint for the panel's consideration.

8. **POLICE AND CRIME COMMISSIONER'S ANNUAL REPORT**

The Police and Crime Commissioner (PCC) presented his Annual Report, as required under Section 12 of the Police Reform and Social Responsibility Act 2011. The report –

- provided a summary of how the PCC had carried out his statutory duties to date, following his election in November 2012;
- detailed progress made in meeting the objectives set out in the Police and Crime Plan;
- included an update on other work-related activities demonstrating how the PCC intended to 'do better' and 'do more';
- outlined budget provision, spending plans and the challenges ahead for the next three years.

Having considered the report and heard from the PCC, the Chair invited questions from panel members and discussion took place on a number of issues, including –

- low detection rates, particularly in respect of sexual offences;
- how the budget had been spent and whether or not any of it was ring fenced;
- the PCC's use of consultants;
- problems with the 101 non-emergency contact number;
- recent press coverage relating to Serco and G4S contracts;
- details of the PCC's performance framework;
- use of volunteers;

- time taken to re-open roads following RTAs where there has been a fatality;
- management of the new probation service;
- the PCC' commissioning and governance arrangements;
- the PCC's proposals in respect of the Stage 2 transfer scheme.

With regard to the above discussion points, the following actions were agreed -

- (1) a formal public response in respect of detection rates will be sought from the Chief Constable at the PCC's next performance board meeting;
- (2) concerns over problems encountered with the 101 number will be raised with the Chief Constable and a response reported back to the panel;
- (3) a copy the PCC's performance framework will be made available to panel members;
- (4) the Chair, working with officers and the PCC, will lobby government with concerns about Stage 2 of the staff transfer scheme and seeking assurances that by transferring responsibility for employment of staff to the Chief Constable, the PCC will not lose overall control of those staff or the budget.

(A copy of the presentation notes and a webcast of the entire meeting can be found on the council's website: <http://plymouth.gov.uk/modgov> and <http://www.plymouth.public-i.tv>).

9. **POLICE AND CRIME COMMISSIONER'S REPORT ON ACTIVITIES AND DECISIONS**

The panel noted the regular report of the Police and Crime Commissioner regarding the activities and decisions he had made to date, including details of forthcoming planned events.

10. **SCRUTINY WORK PROGRAMME**

Sarah Hopkins, Community Safety and Partnerships Manager, reminded members that a series of scrutiny topics had been agreed for inclusion in the panel's work programme at the last meeting. However, having agreed what the panel wanted to do it was now necessary to –

- establish an order of priority for each of the topics identified;
- consider what criteria would be used to determine future scrutiny topics;
- determine how the scrutiny would be undertaken.

The report referred to South Cambridgeshire's criteria for scrutiny and suggested that they be adopted as a set of principles upon which the Devon and Cornwall Police and Crime Panel could scrutinise the work of the Police and Crime Commissioner.

It was pointed out that as it was the intention of the Police and Crime Commissioner to publish his commissioning arrangements later this month, it would only be proactive scrutiny if he was willing to delay publication or publish in draft form pending the outcome of scrutiny. Otherwise scrutiny of this topic could only be reactive.

Agreed that the Devon and Cornwall Police and Crime Panel –

- (1) endorses the criteria and process for undertaking scrutiny, as set out in the report;

- (2) limits itself to one proactive and one reactive scrutiny topic per year;
- (3) undertakes its first topic for proactive scrutiny on 'How the Police and Crime Commissioner is making his commissioning decisions and what are his future commissioning intentions, subject to the PCC being prepared to publish his proposals as draft pending the outcome of the scrutiny process (for the purposes of the first scrutiny task group, membership to comprise the whole panel);
- (4) looks at 'the Police and Crime Commissioner's staff and consultancy appointments' as the first topic for reactive scrutiny;
- (5) makes performance against the Police and Crime Plan a standing item on future agendas to assist with identifying reactive scrutiny topics;
- (6) asks the Host Authority to develop guidance covering the role of Task Group Chairs and the involvement of witnesses and co-opted representatives in the scrutiny process.

11. **FUTURE MEETING DATES**

Agreed the dates of future meetings as follows –

- Friday 11 October 2013
- Friday 20 December 2013
- 7 February 2014 (to consider precept)
- 21 February 2014 (provisional meeting should veto be used on 7 February)

All meetings to commence at 10.30 am.



Police and Crime Commissioner for Devon and Cornwall

Police and Crime Panel Meeting

11 October 2013

Report of the Police and Crime Commissioner

COMPLAINTS RECEIVED AGAINST THE PCC UNDER POLICE REFORM ACT

Recommendation:

1. That the Panel approve the Chief Executive's decision in relation to Complaint 2 at Appendix A
2. That the Police and Crime Panel note this update

1. The Police and Crime Panel (PCP) holds the statutory responsibility for handling non-criminal conduct complaints against the Police and Crime Commissioner (PCC). The PCP has exercised an option to delegate parts of this responsibility to the Chief Executive of the Office of Police and Crime Commissioner (OPCC).
2. The CEO receives records and categorises complaints and is responsible for their informal resolution.
3. Allegations/complaints of criminal conduct must be referred, by law, to the Independent Police Complaints Commission (IPCC).
4. During the period 25 June 2013 to 25 September the OPCC received one formal complaint against the PCC from a member of the public. The complaint was recorded initiating further consideration of the issue. The complaint was not upheld. For further information please see Appendix A attached.
5. Complaints received and handled since the PCC's election on 15 November 2012 are shown below at Table 1.

Table 1

Dates	Complaints received	Number of Complaint recorded	Number of Complaints unrecorded	Complaints forwarded to IPCC	Total
15 Nov 2012 – 9 April 2013	0	0	0	0	0
9 April – 25 June 2013	1	0	1	0	1
26 June- 24 September	1	1	0	0	1
			Grand total		2

Sue Howl

Chief Executive

Office of Police and Crime Commissioner

chiefexecutivesupport@devonandcornwall.pnn.police.uk

Report prepared: 25 September 2013

Appendix A
Complaints against the Police & Crime Commissioner – Report for Panel

Date Complaint received	Summary	Handled by	Outcome	Live or closed	Recommendation to PCP
COM 1 14 June 2013	Detail as previously provided to panel in report of Susan Howl Chief Executive for the OPCC dated 9 July 2013.	OPCC Decision- maker = SH CEO of OPCC	Complaint was not upheld. Complainant advised of his right to appeal to the IPCC. No notice of appeal received within IPCC timescales.	CLOSED	
CIOM 2 1 July 2013	A complaint was received following publication of a newspaper article confirming payment of an accommodation allowance to the PCC. The complainant alleged: <i>“That the awarding of additional salary to Mr Hogg for accommodation is inappropriate and That is his acceptance of this additional salary is inappropriate”</i> The email was initially responded to by the OPCC Communications team as being an issue of opinion rather than a conduct matter within the complaints regulations. Following appeal to the IPCC the complaint	OPCC Decision- maker SH CEO of the OPCC		OPEN Whilst awaiting panel approval	PCP to approve decision of Chief Executive of OPCC

					<p>was recorded at their direction.</p> <p>The complaint has been addressed in correspondence by the Chief Executive who clarified the nature of the accommodation allowance and addressed the complainant's allegations on the basis that they reflect an opinion rather than prove a conduct misdemeanour. The complaint was not upheld.</p>	
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DEVON AND CORNWALL POLICE AND CRIME PANEL

Subject: Scrutiny of the Police and Crime Commissioner's Commissioning Decisions and his Future Commissioning Intentions

Date: 11 October 2013

Author: Sarah Hopkins, Community Safety & Partnerships Manager

Host authority: Plymouth City Council

Contact details: Tel: (01752) 305542 e-mail: sarah.hopkins@plymouth.gov.uk

Executive Summary:

The Police and Crime Panel (PCP), is responsible for scrutinising and supporting the actions and decisions of the Police and Crime Commissioner (PCC).

The PCP meeting of 11 July 2013 agreed its first 'pro-active' scrutiny topic would be the how the PCC is making his commissioning decisions and his future commissioning intentions.

The Panel is invited to review the PCC's commissioning decisions and proposals as outlined in his report, "External Partnership Services Commissioning Intentions Plan 2014/15-2016/17", attached as Appendix 5.

Recommendations and Reasons for recommended action

It is recommended that the PCP takes the opportunity:

- To comment on, and make recommendations to the PCC in respect of his proposed future commissioning framework and rationale and ensure this aligns with the priorities identified in local and Peninsula Strategic Assessments as well as the Police and Crime Plan.

The above recommendation will provide the PCP with the opportunity to effectively and robustly scrutinise the PCC's commissioning decisions and future intentions in an open and transparent manner.

Alternative options considered, and reasons for recommended action

An alternative would be not to undertake a proactive scrutiny role which would limit the PCP's influence on the PCC's commissioning decisions and future commissioning intentions.

The above recommendation will ensure that mechanisms are put in place for exchanges of information so that issues of mutual concern or interest are recognised at an early stage and shared in a constructive and mutually supportive manner.

Background Papers: None

1.0 INTRODUCTION

- 1.1 The PCP agreed on 11 July 2013 its first ‘pro-active’ scrutiny topic would be “how the PCC is making his commissioning decisions and his future commissioning intentions”. The PCP agreed this met the scrutiny criteria, specifically “public interest”, “ability to change” and “focus”.
- 1.2 Whilst considerable efforts were made to set up a ‘Task Group’ in August 2013, this proved impossible due to diary commitments, and the Chair took the decision to include this as part of this meeting.
- 1.3 It is important that the PCP is satisfied that the PCC’s commissioning decisions and intentions accurately reflect the needs of local people, are based on a clear baseline of detailed information together with a balanced view on how funding decisions are made, and accurately reflect the Police and Crime Plan and the priorities in the Peninsula Strategic Assessment.
- 1.4 When scrutinising the PCC’s commissioning intentions, the PCP may wish to satisfy itself that due regard has also been given to local authorities’ and partners’ budget setting processes and timelines, and the impact of any succession planning or possible decommissioning of services.
- 1.5 Local Government Association (LGA) guidance advises that the PCP should be aware that when making recommendations that may affect other partners, or that will require those partners to take action, “the panel should still direct those recommendations to the PCC in the context of his or her s10 powers and responsibilities”.
- 1.6 The PCP is aware of the valuable contribution witnesses make to the scrutiny process. Their role is to provide information and consider and share different experiences concerning a particular issue. An important part of the scrutiny process is deciding which witnesses should be called to share their expertise and provide support or challenge to the PCC on his commissioning decisions and intentions. With this in mind, witnesses have been invited from:
- Community Safety and Resilience Lead - Devon County council
 - Head of Joint Strategic Commissioning for Plymouth City Council
 - CEO South West Forum (supporting voluntary groups)
 - CEO Cornwall Voluntary Sector Forum
- 1.7 Following agreement, the Host authority has developed guidance covering the involvement and role of witnesses by developing a ‘Devon and Cornwall Police and Crime Panel Scrutiny Witness Charter’ (Appendix I) and has finalised details of the scrutiny processes with the PCP Chair and Vice Chair.

2.0 WHAT IS GOOD COMMISSIONING PRACTICE?

- 2.1 There is considerable guidance on what ‘good commissioning’ actually looks like. The Centre for Public Scrutiny (CfPS) views that it should be centred on what works well, that there is a clear baseline of detailed information about what the needs of local people are;

that good commissioning operates as a cyclical framework, where lessons are constantly learned and fed back into the way that the service is delivered.

- 2.2 An example framework for commissioning and procurement good practice, which has a common theme to many others, is that of the ACEVO (Third Sector Leaders) Commissioning Support Service, and is attached Appendix 2.

3.0 THE PCC'S COMMISSIONING APPROACH

- 3.1 On 2 August 2013 the PCC wrote to all Local Authorities in the Force Area Appendix 3 outlining his future commissioning approach and inviting responses.

- 3.2 To assist the PCP with this scrutiny exercise, it was agreed with all Local Authorities that their responses to the PCCs letter would also be provided to the Host Authority so that a summary could be provided to the PCP, and is attached Appendix 4.

- 3.3 On 18 September 2013, the PCC attended a meeting of Community Safety Partnership (CSP) Chairs and CSP Officers where he presented his report 'External Partnership Services Commissioning Intentions Plan 2014/15 – 2016/17' Appendix 5. The PCP may wish to probe elements of the Plan, in particular:

- The PCCs formula for the allocation of funds across Devon, Cornwall and the Isle of Scilly
- The 'self-assessment' led process being undertaken by an externally contracted body, requiring CSPs to submit evidence against a series of questions, and which may require 'improvement plans'.
- The spending plan timeline for CSPs
- The PCC's Commissioning Board

- 3.4 The PCP may be aware of the recent HMIC Report "Policing in Austerity – Rising to the Challenge"¹. Devon and Cornwall Police made a response² to this report, and the PCC published his comments³, which the PCP may find useful as further context.

- 3.5 The PCP is therefore invited to comment and make recommendations concerning the PCC's commissioning decisions and future commissioning intentions.

¹ <http://www.devonandcornwall-pcc.gov.uk/Document-Library/policing-in-austerity-rising-to-the-challenge.pdf>

² <http://www.devonandcornwall-pcc.gov.uk/Document-Library/devon-and-cornwall-response-to-the-funding-challenge.pdf>

³ <http://www.devonandcornwall-pcc.gov.uk/Key-Documents/Responses-to-HMIC-reports/Policing-in-Austerity---Rising-to-the-challenge-.aspx>

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DEVON AND CORNWALL POLICE AND CRIME PANEL SCRUTINY WITNESS CHARTER

Devon and Cornwall Police and Crime Panel (PCP) recognises the need to support witnesses attending scrutiny meetings and task groups, and the valuable contribution that expert witnesses make to the scrutiny process.

The Witness Charter and the Guidelines for Witnesses set out:

- What witnesses can expect when attending a PCP or task group meeting;
- The steps that will be taken to keep witnesses informed about the procedure; and
- What will be expected of witnesses throughout the scrutiny process.

The PCP will:

1. Let witnesses have details of the time, date and place of the meeting at which their evidence is to be taken.
2. Let witnesses have information about why they have been invited to attend a PCP or task group meeting and the matters which the scrutiny body might wish to ask them about.
3. Provide witnesses with copies of all relevant reports, papers and background information.
4. Ensure that witnesses are introduced at the start of a meeting.
5. Ensure that all witnesses are treated with courtesy and respect.
6. Ensure, where appropriate, that witnesses are provided with information about claiming witness expenses.
7. Ensure that witnesses are informed of any actions recommended as a result of a scrutiny review.

1. Who will be present at a scrutiny meeting?

PCP meetings are held in public and the press and media may be present. The PCP and any task groups may also have co-opted members, who are usually representatives of specialist organisations or groups. An officer from the Host Authority will also be present at the meeting as well as a committee services officer who will take the minutes of the proceedings.

2. Scrutiny meetings

PCP meetings are normally held in the Council House in the City Centre. However, sometimes it may be more appropriate for Task Group meetings, to be held at other locations depending on the issues being considered. We will write to you to let you know where the meeting is to be held.

Occasionally, if sensitive or confidential information is being considered, we may be required to hold the PCP or task group in private. We will let you know in advance if this is the case.

To help you prepare, a Host Authority officer will advise you before the meeting of the areas that the PCP or task group will focus on. The Host Authority officer will also be able to give you advice on the format of your evidence, and answer any queries you may have about the meeting. A copy of the agenda and any relevant papers will be sent to you prior to the meeting.

3. Giving evidence

The main aim of inviting witnesses to meetings is for the PCP to gain information and consider different experiences about a particular issue or concern. On the basis of the evidence received, any task group will make judgements and recommendations to the PCP, and the Police and Crime Commissioner.

PCP meetings are attended by perhaps 15 to 20 people and these meetings tend to be more formal than task groups which are smaller to encourage a more relaxed 'round-table' discussion.

You will normally be given a specific time to attend a PCP or task group to give your views and answer any questions. Every effort will be made to keep to the times allocated. When your item is reached, the Chair will invite the councillors and co-opted members to ask you, and any other witnesses, questions on the issues outlined. If you are not clear about a particular question, please ask for clarification.

In certain circumstances, you may be invited to submit written evidence prior to the meeting or asked to give a short presentation to the committee or task group. A Host Authority officer will contact you to give advance notice of any requests and discuss what is required with you.

4. Witness requirements

If you have any particular requirements or access needs to enable you to give evidence, please contact the Host Authority officer before the meeting so arrangements can be made in good time. If you need information in other formats, for instance in large print or on tape, please let us know as soon as possible.

5. After you have given evidence

Once you have finished giving evidence and there are no more questions, you can leave the meeting. Occasionally witnesses may be asked to stay to contribute to any following items or discussions.

Your evidence (together with that of other witnesses) will inform any conclusions and recommendations that the PCP or task group makes, and these are usually contained in a written report. If a report is produced, you will receive a draft copy and have an opportunity to comment on the factual accuracy of your contribution.

A scrutiny report will normally be submitted to the PCP, which will make a decision on any recommendations contained in the report.

6. Witness expenses

If you are attending a committee or task group as a witness, you are entitled to claim reasonable travel expenses (for instance bus fares or mileage and parking). If you are a carer, you are also allowed to claim an allowance for the care of a dependant relative. You should, wherever possible, obtain receipts for any expenditure. The Host Authority officer will be able to advise you on making a claim for expenses.

7. Feedback

We value your time and the contribution you make. If you have any comments (whether positive or negative) about your experiences as a witness or the scrutiny process in general, please contact the Host Authority officer following the meeting.

The Commissioning and Procurement Cycle

Commissioning is the process which establishes what services are required, now and in the future, to meet the needs of local people, and to ensure that they are planned and delivered in a way which meets any statutory duties.

Procurement ensures those services are purchased, delivered and managed in a way which secures best value from public resources and ensures legal compliance.

In accordance with EU Law, the way in which these processes are carried out should be open, transparent and fair.

The following diagram illustrates the key steps in the commissioning and procurement cycle. The outer ring shows the stage in the commissioning process and the inner ring shows the resultant stage in the procurement process.



It shows how public service commissioning and procurement is a continuous process based around four key activities: **analyse, plan, do** and **review**.

Analyse

The process starts with an analysis of need. This will include looking at:

- Reviewing current service provision
- Reviewing need in the local area
- The direction of national strategy and policy
- What is happening in comparable situations across the country and new services available in the market place?

The commissioning officer will be responsible for analysing need and deciding what types of service are required. The procurement officer will be responsible for stimulating the local market place.

Plan

Based on the outcomes of the analysis work, the commissioning officer will consider:

- Gaps in current service provision
- What services are needed within the local area
- What resources are required and what resources are available?
- Allocation of resources for a specific service out of total available resources dependent on need, priority and available budget

The procurement officer will then, within the parameters of EU Law and the internal rules of the commissioning body, decide what the best way will be for the commissioning body to secure the delivery of that service. This could include tendering processes or grants depending on the type, scale and value of the service under consideration.

Do

This involves ensuring that services are delivered efficiently, effectively and as planned. The procurement officer will carry out the procurement process and secure a suitable provider(s). Once a provider has been secured, the procurement officer will be responsible for developing an strong working relationship and managing the delivery of the specific service by the provider in the terms of the contract. The commissioning officer will be responsible for change management, and managing the total budget the service is part of.

While carrying out the service the commissioner should continuously strive to ensure that there a good range of potential suppliers available in the local market place. This may require activities which stimulate the market place.

Review

The monitoring of services and their impact and analysing the extent to which they have achieved their intended outcomes is essential. The process involves collating information from individual services, developing systems to bring together relevant data on finance, activity, and outcomes. Consulting with service users is also vital. The procurement officer will review the performance of the specific service provider while the commissioning officer will evaluate the overall impact of the service and consider this against changes to demographics within the area and also to changes in national strategy and policy.

ACEVO Commissioning Support Helpline

Contact us for advice and support on procurement and commissioning issues:

E: commissioning.support@acevo.org.uk

T: 0207 280 4937

www.acevo.org.uk/commissioning



Police and Crime Commissioner for Devon and Cornwall

Police and Crime Commissioner: Tony Hogg
Chief Executive: Sue Howl

Reply to: Endeavour House
Pynes Hill
Exeter
EX2 5WH

Clr T Evans
Plymouth City Council
by email: tudor.evans@plymouth.gov.uk

Our ref: CMS_COR_Commissioning-letter-to-partners-2014-15_130730
2 August 2013

Dear Tudor,

Police and Crime Commissioner (PCC) – Commissioning Approach to 2014/15

In February 2013, I wrote to Chairs of Community Safety Partnerships, Youth Offending Service managers and the Chief Constable to outline my approach to funding in 2013/14. This outlined that there have been significant changes in the commissioning and funding landscape during 2012/13, notably:

- The creation of 43 Police and Crime Commissioners in England and Wales
- The government's austerity programme
- The announcement of the end of many government funding programmes and the creation of the single Community Safety Fund allocated through Police and Crime Commissioners.

The approach to 'commissioning' of services in 2013/14 was based upon ensuring that all previously funded partners were identified, ensuring that the reductions in funding were equitably passed on and that a period of minimum disruption throughout 2013/14 was maintained in order to minimise risk and ensure that time was available for a fuller analysis of options for distributing resources.

It was considered important to give local partnerships sufficient time to plan for any more substantial change in arrangements and a February 2013 announcement for April implementation of any different process was considered to carry too great a range of risks, both operational and reputational and in terms of maintaining and building relationships with local partners.

Endeavour House Woodwater Park Pynes Hill Exeter EX2 5WH
e-mail opcc@devonandcornwall.pnn.police.uk Website www.devonandcornwall-pcc.gov.uk

Tel (01392) 225555
Fax (01392) 225567

Member of



Having decided that funding decisions and allocations would follow a historical pattern in 2013/14, it was also considered important to improve the level of accountabilities of partners to the funding body (The PCC) and significantly improve the level of understanding in the Office of the Police and Crime Commissioner (OPCC) around partnerships, patterns of spend, the rigour of their commissioning processes and the degree to which their spending patterns were supporting the aims of the PCC's Police and Crime Plan.

As a result, a framework of reporting was developed and issued in March 2013 alongside allocation letters to the wide variety of partnership bodies that were to be in receipt of PCC funding. These provided:

- Detailed spending intentions
- Provider performance reporting arrangements and
- Analysis of match with the Police and Crime Plan

Planning the PCC approach for 2014/15

Following submission of spending plans from partnerships a range of detailed analysis has been undertaken which includes:

- A percentage analysis of allocations
- A percentage comparison of allocations against percentage of Populations
- A percentage comparison of allocations against percentage of Total Recorded Crime
- A percentage analysis of the different amounts of spend across themes by local area
- A percentage breakdown of PCC funding across partnerships (peninsula wide) e.g. what percentage of PCC funding is spent on all YOTs
- The percentage of PCC funding as a proportion of each type of partnership total budget

Since allocation of funds, OPCC shall have begun attending partnerships in receipt of funding, namely YOTs, CSPs, DAATs, DV forums as new members of these partnerships. This has been with the purpose of:

- Contributing to the agenda
- Influencing debate and direction towards Police and Crime Plan aims and PCC priorities
- Influencing service specification where tendering is taking place
- Gathering intelligence on the effectiveness of the partnership meetings and
- Ensuring common issues around police performance are taken to the PCC Performance and Accountability Board

Partnership differences

It is important to consider the different nature of the various partnerships concerned within this process. Their scope, their statutory basis (if any), their purpose including any recognised commissioning mandate, their significance in relation to setting strategic priorities and their alignment to the PCC agenda. This will influence the PCC decisions on investment. For example, the YOT partnerships are statutory (1998 Crime and Disorder Act) and the Act places specific duties on the Police elected Body which may prescribe that the PCC has less discretion on whether or not to provide funding. A full analysis will be undertaken.

Police and Crime Plan Development

Since its launch, further work also continues on the Police and Crime Plan to identify and refine its outcomes, the ways in which these outcomes can/should be measured and what will be the PCC priorities for 2014/15.

Work to ensure the matching of the Police Delivery Plan to the PCC Delivery Plan is also underway. The Peninsula Strategic Assessment (PSA) will inform the Strategic Threat and Risk Assessment (STRA) around outcomes that will be commissioned and funded. An internal workshop in August 2013 is planned to take this forward.

Funding landscape 2014/15

The funding landscape and envelope for 2014/15 will only become clear in November when government grant figures are released.

Final funding figures will not be available until later in the year, however, using figures for central grant funding and OPCC funding of £2.9m already included in the Medium Term Financial Strategy, plus an estimate of £0.5m for victim support funding, gives an estimated spending envelope of £3.4m in 2014/15.

In 2013/14 the Community Safety Fund will lose its ring fence and will be incorporated into the total and un-ring fenced Main Grant to PCCs.

The external main police grant funding is likely to reduce by around 3% in 2014/15.

A new ring fenced Victim support fund will come to PCCs in order to enable them to undertake their new role as commissioners of services to support victims. The figure of £0.5m represents a half years funding as this duty applies from October 2014. The amount stated above is an estimate based on very general assumptions around usual percentage figures of national budgets. The individual PC allocations will not be announced until November 2013.

Developing the PCC Commissioning Intentions

A full day's workshop was held by the PCC in July 2103 at which all the above information and analysis was examined with the following initial conclusions:

Partnerships

It was concluded that two of the partnerships that the PCC currently funded had compelling evidence for continued direct PCC funding:

- Youth Offending Partnerships were on the whole partnerships that provide governance and accountability to the Youth Offending Services in each local Authority. They are not primarily commissioning bodies and the duties of the Crime and Disorder Act which establishes them and their purpose supposes a direct overseeing role for all partners.
- Local Children's safeguarding Boards (LCSBs) were established under the Children Act 2004. LSCBs are the key system in every locality of the country for organisations to come together to agree how they will co operate with one another to safeguard and promote the welfare of children. The purpose is to hold each other to account. It would be impossible to see the PCC excluding themselves from these partnerships. An identical argument is made for Adult Safeguarding Boards.

The remaining significant partnerships, namely Community Safety Partnerships (CSPs), Drug and Alcohol action Teams (DAATs) and Domestic Violence forums remain partnerships that the PCC has a full range of options available to explore.

It is a feature of the funding and spending patterns for 2013/14 that, following the PCC adoption of least disruption, the following consequences have emerged:

- The partnerships funded have been relieved and grateful that the least disruption approach has worked and continuity of work they commission has been high. This has given time for a positive relationship to develop between OPCC and these partnerships.
- PCC funding allocation proportions do not particularly reflect Police and Crime Plan priorities or population and crime.
- PCC funding to partnerships is a mix of direct funding and indirect funding via Community Safety Partnerships. This mix is very varied and inconsistent across Localities e.g. Devon CSP channels less than 10% of its PCC funding to the Devon DV partnership whereas Cornwall CSP channels over 60% of its PCC funding to the Cornwall DV partnership.
- The degree to which the PCC chooses to "route" funding through Community Safety Partnerships (CSPs) is a key part of the decision making process for the commissioning strategy. Overall discussions at this point are leaning towards a greater use of the CSPs (subject to tests and judgements of their efficacy and competence) as a means of ensuring that funding at the local level is conducted through a virtual prism of community safety and crime reduction. CSP local plans are predicated on Strategic Needs Assessments which in turn are used at the peninsula level to create the Peninsula Strategic Assessment which predicates the Police and Crime Plan. A shared source of planning and priority setting is therefore held between PCC and CSPs.
- If the PCC opts to undertake a substantial role in holding local providers and commissioners to account through detailed and complex performance

management arrangements, this will incur substantial cost. This was endorsed by the view of the ex-MOPAC (Mayor's Office of Police and Crime) officer at the workshop who observed this had been the case in London in the first years of MOPAC where that burden had been considerable.

- If PCC funding is channelled through partnerships, a recognised benefit would be the majority of that performance monitoring would fall to those bodies which have both the local knowledge and existing and competent support to deliver that with the PCC maintaining an oversight ensuring best value as part of his public accountability. In this way both the PCC and the partnerships can ensure that their reciprocal statutory responsibilities to take account of each other's priorities is maintained. A key challenge will be to describe the relative allocations between existing and new fundees.
- For 2014/15, there was sufficient time to develop a process whereby CSPPs could be asked to make recommendations to the OPCC about funded activity against more clearly established PCC outcomes and priorities than was the case for 2013/14, effectively developing a funding and activity programme more related to PCC Plan and priorities.

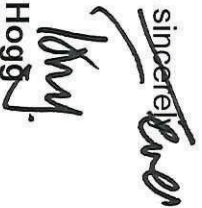
From this a draft commissioning plan and commissioning intentions can be drawn up.

I would be grateful if you could consider your responses to these initial conclusions and submit them under the following headings.

1. General observations
2. How do these thoughts fit with your commissioning intentions at the local level?
3. How do you all your local partnership work is coordinated?
4. How may our journey to a commissioning plan be improved?
5. How might we cooperate at a peninsula level?

I would be grateful if you could submit your comments by 24th August 2013

Yours sincerely



Tony Hogg

Police and Crime Commissioner for Devon and Cornwall

cc CSP Chairs/managers
Chairs of Health and Wellbeing Boards
DAAT Chairs/managers
YOT managers
DV forum Chairs/officers
Chief Constable
LCJB members

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POLICE AND CRIME PANEL MEETING - 11 OCTOBER 2013

- Key points summarised from local authorities and CSP's peninsular wide in response to the PCC's letter of 2 August 2013 outlining his commissioning intentions.

I. General Observations

1.1	Most respondents welcomed the PCC's approach and the proposal for greater use of Community Safety Partnerships (CSPs) and that they play a major role in overseeing future funding, addressing key issues, learn from best practice and recognise any risks concerning the impact of changes.
1.2	CPS's take on many forms and their capacity to deliver formal commissioning varies, based on their status as unitary or district partnerships. -However, there is concern that the document suggests that CSPs, although a significant partner, are not bodies with whom you feel there is compelling evidence for continued funding.
1.3	More detail was required on - the PCC's priorities to ensure responses can be more targeted to reflect prevention and early intervention. - clarity around performance monitoring expectations - Urge any commissioning approach to encompass a number of financial years so that there is clarity and stability
1.4	- Identification in demographic profiles, urban verses rural / seasonal adjustments to population size in 'tourist hot-spots' and crime per head was welcomed. - expectation of the population and visitors are higher and the impact of low crime is more starkly felt
1.5	Greater direct funding to district CSPs would enhance local accountability and local decision making
1.6	Essential to gain common understanding as to what constitutes 'good commissioning' and 'good performance management'.
1.7	Local authorities would still incur costs if holding local providers and commissioners to account, this should be reflected in final proposals
1.8	There was concern and surprise by some respondents around the statement that CSP's need to be 'subject to tests and judgements of their efficacy and competence'

2. How do these thoughts fit in with your commissioning intentions at a local level?

2.1	The letter is not clear how funding would be channelled and time is running out if CSP's are going to have to make decisions concerning commissioning and employment to take effect from 2013/14. The PCC is urged to take these constraints into account to prevent disruption to front line services.
2.2	Agreement that re-evaluation of allocations is needed following historically based proportions. However:- -Rural areas have their own challenges in relation to crime and across large

	<p>geographic areas.</p> <p>-The 'fear of crime' is greater in rural areas and especially significant when combined with rural isolation.</p> <p>-Rural areas are reliant on small amounts of funding to maintain and support local rural issues.</p> <p>- when geographically remote, funding commissioned services incurs extra costs which has to be built in, but could be prohibitively high per head of population.</p>
2.3	It would be beneficial to have an amount that could be allocated more flexibly/used for emerging priorities for local commissioning work at District CSP level.
2.4	The PCC's representative attends Joint Commissioning Partnerships / CSP Chairs meetings, so the PCC and OPCC will be aware of the wider commissioning landscape which adds benefit.
2.5	Welcome PCC/OPCC support in strengthening working relationships between key partnerships such as Health and Wellbeing Board.
2.6.	Joint commissioning for key services across the peninsula has been considered, but difficult to implement as existing contracts do not align.

3. How do you ensure all your local partnership work is coordinated?

3.1	<p>Respondents reported that Co-ordinated working is undertaken via –</p> <ul style="list-style-type: none"> • CSP Managers and Chairs aligned with Peninsula Strategic Assessment and Police and Crime Plan • Crime and Disorder scrutiny and joint scrutiny between councils • Local health partnerships and working with leads from Clinical Commissioning & Devon Public health to co-ordinate commissioning. • Robust governance and performance management partnership arrangements • Working with the private sector and generating income to make projects sustainable and share good practice. • The CSP and YOT Management Board work closely together • The majority of local delivery is coordinated via Safer Communities partnership team – both have performance monitoring responsibilities. • LAG's (Local Action Groups) work extremely well as part of CSP's • Each of the LAG's and Thematic Groups have action plans which are monitored for effectiveness internally and also via CSP Steering Group.
3.2	Attendance at CSP Chairs groups is valued but incurs travel and accommodation costs therefore attendance is kept to a minimum, however this could lead to isolation.
3.3	CSP's and local authorities are going through changes in ways of working – if commissioning is going to be via CSP's then there is a need to ensure links between CSP's and Joint Commissioning Partnerships are defined.
3.4	Health and Well Being Boards are in their infancy- could PCC influence working arrangements?
3.5	Timing is crucial as each CSP has different arrangements for decision making. More emphasis should be given to 'joint work planning' to drive commissioning decisions

4. How may our journey to a commissioning plan be improved?

4.1	Traditionally Community Safety Services suffer from short term commissioning, causing issues with continuity of service and service users. It is often the case that voluntary and community sector partners put staff 'on notice' – only to have to recruit when funding is approved. It is essential for providers to plan for any meaningful medium term commissioning arrangements.
4.2	-It is not clear from the letter what you intend to commission, why and for how long. -Local partners need to be clear about what the PCC's commissioning reach is, so that local circumstances do not overlap at peninsula level.
4.3	It is suggested, that population and crime levels become 'formal criteria' for allocation, ensuring allocation against need.
4.4	Some CSP's welcome the PCC's commitment to a joining of forces to achieve a clear commissioning strategy and to have the opportunity to learn from lessons of the past "promulgated" across the Peninsula.
4.5	It is welcomed that the PCC's expectations for smaller grants under £25,000 may be proportionately reduced to avoid unnecessary bureaucracy.
4.6	Once the process for 2014/15 has been completed it is suggested that an evaluation is undertaken, with timely steps for recommendations / improvement for the following year.

5. How might we co-operate at a peninsula level?

5.1	Formation of the CSP Chairs group has been a positive step and led to shared priorities and a forum for discussion on wider commissioning opportunities with the Peninsular Strategic Assessment at its heart. There are real benefits of co-operating at a peninsula level for addressing population wide issues and such work should continue.
5.2	Consistencies across the force area where relevant, but recognise there will be on-going local differences to how services are commissioned.
5.3	Continue to assess to meet local need which should not be lost in a general aspiration for shared working and delivery.
5.4	You have indicated that CSP's have a strong role in moving forward and we would support this and our expectation would be that commissioning would be through these partnerships in each locality.
5.5	There is an opportunity locally with the development of a LIST (Local Integrated Services Trust) to formalise partnership working and joint commissioning.

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**Police and Crime Commissioner
for Devon and Cornwall**

Police and Crime Commissioner: Tony Hogg
Chief Executive: Sue Howl

Reply to: Endeavour House
Pynes Hill
Exeter
EX2 5WH

To: CSP Chairs and Managers/ DAAT Chairs and Managers/ DV Partnerships/
YOT Management Board and Managers/ Chief Constable

Our ref: COM_COR_Letter to Commissioning Partners

30 September 2013

Dear Sir/ Madam

I am pleased to enclose my External Partnership Services Commissioning Intentions Plan for the next three years.

This plan has been the product of extensive consultation throughout the peninsula over the past few months. I appreciate that time and effort that many of you have gone to help shape this strategy.

In brief the strategy seeks to take forward the most effective means of meeting the objectives set out in my police and crime plan which is, in itself, shaped the Peninsula Strategic Assessment. You will see that it is my intention to use the existing structures of the Community Safety Partnerships to manage delivery as it is these bodies that are best placed to assess effective delivery mechanisms. I am also using the same principles for the Youth Offending Teams and Safeguarding Boards.

Over the coming weeks my office will be communicating the formal processes that will be necessary to receive funding, submit spending plans and our processes for scrutinising performance.

Despite these times of austerity I remain genuinely excited at the difference that we can make collectively in reducing crime and disorder through Devon, Cornwall and the Isles of Scilly.

Yours sincerely

Tony Hogg
Police & Crime Commissioner

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Closed for the Purposes of FOI- Section 22.



Office of the Police and Crime Commissioner for Devon and Cornwall

External Partnership Services Commissioning

Intentions Plan 2014/15-2016/17

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1. EXECUTIVE SUMMARY

One of the Government's key policy intentions behind the creation of Police and Crime Commissioners was to ensure that the funding and oversight of the many functions that collectively deliver reductions in crime and disorder was made more transparent and accountable.

The Police Reform and Social Responsibility Act 2011 provides the Commissioner with the powers to make a crime and disorder reduction grant to any organisation which will secure, or contribute to secure crime and disorder reduction in the police force area. In addition, the Commissioner may make any such grant subject to any conditions (including conditions as to repayment) which he believes to be appropriate.

The purpose of this document is to set out the principles and process for the allocation of funds for partnership services commissioning. Crime and the harm caused by crime cannot be solved by the police alone across Devon and Cornwall, in addition there are numerous bodies that work effectively to reduce crime, support victims, rehabilitate offenders and engage in a wide range of activities that benefit the community.

The central principle of the Commissioner's commissioning intent is that through the provision of grants he should utilise the power created by this broad alliance of organisations to further the aims set out in the Police and Crime Plan. The headline for the plan is to make our communities safer through a collective approach to tackling crime and anti-social behaviour.

The plan also sets out a number of relevant primary objectives which are:

Reducing crime and bringing offenders to justice

- Reducing crime by finding lasting solutions
- Reducing re-offending and bringing offenders to justice
- Focusing on alcohol related violence
- Protecting the most vulnerable with a focus on domestic, family and sexual abuse and better awareness and response to so called hidden crimes
- Working to better understand and respond to crimes motivated by prejudice against someone's beliefs or circumstances, such as hate and mate crime
- Improving road safety through education and enforcement
- Reducing anti-social behaviour
- Increasing the safety of the vulnerable, young and victims by protection from those posing the most serious harm
- Supporting early intervention programmes that address drug and alcohol misuse, mental health issues and young offenders

Giving victims and witnesses a stronger voice

- Being a champion for victims and witnesses through the criminal justice system
- Supporting the criminal justice system to deliver a simpler, swifter and more transparent service
- Better aligning the help and assistance offered by the police, other agencies and the voluntary and charitable sector
- Giving victims a greater say, particularly in how offenders are dealt with through the criminal justice system and restorative justice
- Keeping victims better informed as a crime is investigated

Providing strong leadership at all levels

- Bringing partners together to work more closely
- Mitigating the impact of reducing budgets on the community
- Working together to innovate and reduce demand
- Agreeing and delivering against common priorities
- Encouraging local people to help keep their communities safe by supporting the police
- Working to solve problems within communities and keep everyone safe

In producing this document the Commissioner has fully considered the responses that were received to the consultation letter of 2 August 2013.

The Commissioner has developed a number of principles for the delivery of the above objectives. These are explained in more detail through this document but the main ones are:

Utilising existing structures where appropriate for the delivery and control of grant funding. Devon and Cornwall already has effective structures in place that have responsibilities for the reduction of crime and disorder. The Commissioner believes that these structures should prove to be the most effective means of delivery. He therefore intends to route the majority of his grant funding through Community Safety Partnerships (CSPs), Youth Offending Teams (YOTs) and Safeguarding Boards. These multi agency bodies know their localities well and are best placed to assess local need and the tactics for maximising impact.

Where possible, funding should be allocated through a well developed needs assessment. The Office of the Police and Crime Commissioner has developed a matrix to allocate funding to CSPs using a number of key elements such as population, population density and crime levels. This will generate some variance from historical allocations and thus the Commissioner plans to phase in the allocations over a three year period.

All structures and organisations that receive grants should be subject to scrutiny and accountable for effective delivery. The nature of this scrutiny and accountability will vary depending on the nature of the grant and organisation but it is appropriate that any public money that is allocated is properly scrutinised to ensure that the taxpayer is receiving maximum benefit.

The Police Partnership Fund will be abolished. The Commissioner is the legal entity that is responsible for all commissioning activity. To this end, the Commissioner has withdrawn all funds previously spent by Devon and Cornwall Police to support commissioning. These funds will return to the OPCC. The Chief Constable will retain a small seed funding budget that will enable him to continue essential operational policing requirements.

The Commissioner reserves the right to adjust priorities. This is an intentions document and the Commissioner recognises that it is important that those organisations that receive grants should be able to plan with a reasonable degree of certainty. However, the Commissioner reserves the right to adjust these principles in the face of changing external circumstances. Budgetary changes may stem from these changes. In addition, he reserves the right to reduce or withdraw funding from any grant recipient that does not deliver the performance contained within any agreed plan.

Continuing to Encourage and Support New and Innovative Ways of Reducing Crime. Whilst this document sets out the PCCs intentions for the next three years, it is not intended to stifle new and better ways of crime reduction. The PCC will wish to consider proposals for new ways of reducing crime and although financial resources are reducing there may be opportunities to re-prioritise or make further savings to provide financial support in the short term for new ideas. The PCC in return will expect all bodies for which funding is provided to demonstrate that value for money is being actively reviewed and delivered.

2. BACKGROUND

Prior to the PCC election in November 2012, the Police Authority and Devon and Cornwall Police conducted an analysis of the funding streams for the full range of partnerships across the peninsula. The exact amounts received by community safety organisations was difficult to determine mainly due to the fact that some funding was provided directly to partners by a number of central government departments and many of the local partnerships had entered into pooled budget arrangements with other local bodies who then commissioned a range of services, so describing where a particular funding stream had been spent was challenging.

However, the picture that emerged showed that Police funding and direct government grant were in many cases a very significant element of many partners' total budgets. The Government has decided that this money should now be passed to the PCC with fewer restrictions on how and where the money should be spent. It was also clear that the total budget available to fund this type of activity was 6% less in cash terms than in 2012/13.

An options appraisal exercise was conducted exploring different ways in which the PCC could approach the distribution of this funding. The PCC chose the option that maintained "least disruption" in 2013/14. It was considered important to give local partnerships sufficient time to plan for any more substantial change in arrangements and a February announcement for April implementation of any different process was

assessed as too great a risk, operationally, reputationally and in terms of maintaining and building relationships with local partners.

Having decided that funding decisions and allocations would follow a historical pattern, it was also considered vital to improve the level of accountability of partners to the PCC and significantly improve the level of understanding in the Office of the Police and Crime Commissioner (OPCC) around partnerships patterns of spend, the rigour of their commissioning processes and the degree to which their spending patterns were supporting the aims of the PCC's Police and Crime Plan.

In order to improve understanding a framework of reporting was developed and issued alongside allocation letters to the wide variety of partnership bodies that were in receipt of PCC funding.

3. CONSULTATION

In producing this document the Commissioner has fully considered the responses that were received to the consultation letter of 2 August 2013. The letter was sent to all Local Authority Chief Executives, Chairs of CSPs, DAATs, DV partnerships, YOT management Boards and Safeguarding Boards, the Chief Constable and the Chief Executive of the Probation Trust. There was a full response to the letter which outlined the direction and thinking around the PCC commissioning intentions. All respondents provided confidential feedback. The Main points of the responses are summarised below.

- A majority of respondents generally welcomed routeing more funds through CSPs though a minority expressed concerns regarding the challenge of establishing the right matrix, questions about CSP competence and concern that it could discourage peninsula collaboration on certain topics
- The majority of respondents generally welcomed indicative funding for more than one year
- Some respondents expressed concern around existing contract commitments, especially where recent tendering has taken place (in some cases 5 year contracts)
- About half of respondents expressed concern about CSPs being subjected to any testing or the methodology of any testing. Some advocated testing and some suggested the PCC adopted their particular local model
- A majority of respondents raised questions about ensuring balance between PCC and Local priorities, though some pointed to how similar or identical their priorities were to the PCC priorities
- A majority of respondents welcomed the use of the Peninsula Strategic Assessment. Some wanted some flexibility to respond to issues "as they rise" in year
- Some wanted better PCC engagement with the "troubled families" initiative and use of intelligence gathered by those teams

4. EMERGING DEVELOPMENTS AND RESPONSIBILITIES

The criminal justice and partnership world continues to develop and transform. The Commissioner has become an active member of local criminal justice and Health and Wellbeing Boards. Whilst there is very little direct commissioning in these broader areas the Commissioner is conscious that part of his responsibility will be to consider the merits of commissioning in these business areas.

Victim Support

In January 2012, the Government published the consultation 'Getting it Right for Victims and Services'. It set out a number of proposals to provide a more coherent service for victims of crime and with the overall effect that the vast majority of decisions about what services are needed at a local level are made by PCC's. An outcome based framework, involving the movement of decision making for services to a local level is the cornerstone of the central strategic drive to improve outcomes for victims and witnesses. The Anti Social Behaviour, Crime and Policing Bill published on 9 May 2013 (anticipated to receive Royal Assent in Spring 2014) includes provision to expand the Police and Crime Commissioner existing powers to ensure that they 'will be able to commission the widest possible range of services , by the widest possible means' (Helen Grant MP May 2013).

In May 2013 the Victim Services for Commissioning Framework was published. Although not mandatory, it has a number of purposes, to provide clarity around outcomes for victims and establish performance monitoring so that service Commissioners are accountable to the public and service providers to Commissioners.

Subject to Parliamentary approval, the transition to locally commissioned victim support services will occur on the 1 October 2014.

The UK has opted into the EU Directive on the rights, support and protection of victims of crime (formally adopted on 4 October 2012 with a deadline for implementation of 16 November 2015.) The obligations need to be taken into account now for PCCs which intend to enter into arrangements for provision of services which will last more than a year. Commissioners should also be aware of the plans to revise the Code of Practice for Victims of Crime (Victims Code) that will give victims clearer entitlements from Criminal Justice Agencies and better tailored services to individual need.

The final allocation could be via a grant with special conditions or through a contract; however the contract period can only be guaranteed for two years. This will create some limitations on the available options but it is possible that this constraint could be mitigated through a variety of measures.

Initial estimates are that overall national budgets are to be £50m with an additional potential for £50m raised through the "victim surcharge" initiative (ie tariff paid by those found guilty of a crime). Indicative funding for Devon and Cornwall will not be published until October this year and will be confirmed in April 2014. It will be protected for 2015/16 to enable PCCs to enter into longer contracts with providers.

We have recently been informed that the percentage allocation for Devon and Cornwall will be 2.97% of the national amount based on population. Using this information it is estimated that the likely budget will be between £800k and £1.5m for a full financial year, dependent upon the amount of central top-slicing; however for planning purposes in this document, the OPCC is presuming payment at the lower end of this range.

The delivery of services for victims of crime is a key priority and the Commissioner has made clear that the changes from the current system must be effectively and systematically implemented. To this end the PCC will approach this as a programme management task with a dedicated named senior officer managing the project and reporting to a Commissioning Board. This approach will assist in the delivery of a programme on time and on budget.

Transforming Rehabilitation – Probation Services

The government has announced its plans to outsource approximately 80% of the current functions of the Probation service and to extend statutory supervision to prisoners who have served sentences of 12 months or less. The Ministry of Justice is leading on this commissioning process but has committed to having close involvement with the PCCs and CSPs. The PCC and CSPs will need to work closely together on this if they are to ensure coherent, strong single messages. The “contract area” for commissioning in our area will be Devon, Cornwall and Dorset police areas. The OPCC will seek to co-ordinate requirements across the CSPs with a view that the contract area services are properly focused on local needs.

5. PRINCIPLES OF COMMISSIONING DELIVERY

The high level objectives of commissioning intent are set out in the Executive Summary to this document. The PCC also believes that it is sensible to establish some delivery principles for commissioning to help those organisations that are receiving or seeking grants understand how best to prepare for this process.

The main principles are:

- Wherever possible, services will be provided locally and in accordance with value for money principles, working in partnership with key strategic partners within the public sector, the private sector, and the voluntary, community and social enterprise sector
- All grants will be linked to a detailed service specification setting out the requirements which will be outcome focused. For smaller grants, where the total value is less than £25,000, the specification and outcomes may be proportionately reduced to avoid unnecessary bureaucracy
- All allocations of funding will be made on the principles of equality and fairness in compliance with current equality legislation
- Transparent and independent governance arrangements are put in place and will be embedded within contractual documentation with service providers

- Arrangements will provide a reasonable period of certainty to support contractual commitments

6. CURRENT GRANT ALLOCATION

Establishing the full range of current and historical funding streams has been a complicated process. However, it has been important to establish a clear picture to ensure that future allocation decisions are based upon a solid intelligence platform.

PCC funds are raised by the council tax (precept) and central government grant (police fund). In addition, the PCC holds reserves that may be allocated to specific areas as part of a planned process or to meet a sudden financial requirement that cannot be accommodated in the annual budget. The use of reserves should always be limited and cannot replace mainstream funding.

Central government grant based upon amounts provided in previous years for funding such as CSP's and YOTs is now incorporated into the Police Fund and is no longer required to be spent in specified areas. The PCC will also receive specific grants for commissioned work e.g. victim support that can only be used on prescribed activities. The overall funding available for grants has reduced by 7.4%.

The Police Fund is largely utilised to provide direct policing services through the Chief Constable. The Commissioner may use elements of the Police Fund to commission other services for the purposes of reducing crime and disorder. The Commissioner has decided that the maintenance of a strong police force is essential to achieving this objective and he has given a commitment to maintaining 3,000 police officer within Devon, Cornwall and the Isles of Scilly. He is therefore limiting his commissioning budget to these funds that had previously been used for these purposes.

The Commissioner has recently launched a small grants scheme. Community groups in Devon and Cornwall are to be given the chance to share in a £200,000 cash pot. The Commissioner has earmarked the cash to help small community groups whose work focuses on reducing crime and making people feel safer.

The PCC's small grant scheme (SGS) supports the pledge to put charitable and community organisations at the heart of policing which the Commissioner set out in his Police and Crime Plan.

Groups are invited to bid for grants of up to £5,000 for projects which will have a positive impact on crime prevention, safeguarding the vulnerable or community safety. The scheme has £200,000 in 2013/14 to commit in total with half that figure expected to be delivered in the first 12 months with the remainder in 2014/15.

Successful applications will be those which evidence, in the first instance, how the bid aligns with the Police and Crime Plan and, following the award, each will be expected to show how the desired outcomes have been achieved. The first tranche

of grants to be awarded in 2013/14 which will be announced in December 2013 with the closing dates for applications on 31 October 2013.

The following table gives an indication only of the possible levels of funding available over the three years from 2014/15 to 2016/17. The Commissioner reserves the right to adjust these priorities in the face of changing external circumstances.

Table 1. Forecast of Funding Availability. All figures represent ,000s. Victim support monies based on a half year in 14/15, full year in 15/16 and half year in 16/17

Estimated funding available	2013/14 £('000s)	2014/15 £(000's)	2015/16 £(000's)	2016/17 £(000's)
Government grant funding	2,583	2,514	2,462	2,381
Small grants funding	200	0 (see note)	100	100
Sub-total	2,783	2,514	2,562	2,481
Support for victims	0	400	800	400
Total Funding	2,783	2,914	3,362	2,881

Note: The small grants figure for 2013/14 represents the commitment to spend in 2013/14 for delivery in 2014/15.

As part of the allocation strategy for 2013/14 the OPCC undertook an analysis of the funding incidence by area as shown in Table 2. This is used as a basis against which to measure change.

Table 2 Spending Allocation 2013-14

Area	Torbay £	Devon £	Cornwall £	Plymouth £	IOS £	Other £	Totals
CSP	110,218	314,126	242,420	178,569	16,987		862,320
DAAT	55,160	98,165	93,041	104,706			351,072
Positive Futures		54,224	54,224	37,396			145,844
Communities against Crime				59,009			59,009
Total Community Safety Partnerships	165,378	466,515	389,685	379,680	16,987	0	1,418,245
Safeguarding Children Boards:	10,708	14,025	19,948	14,025			58,706

Safeguarding Adults Boards:	4,675	4,675	6,543	4,675			20,568
Domestic abuse:	16,822	37,399	23,374	23,374			100,969
Drug and Alcohol teams:	25,799	51,611	37,395	37,395			152,200
Youth Offending services:	49,017	235,842	158,820	117,820			561,499
Sub-Total	272,399	810,067	635,765	576,969	16,987	0	2,312,187
Street Pastors:						467	467
Sexual Assault Referral Centres:						200,000	200,000
Integrated Offender Management:						41,786	41,786
Contingency:						28,787	28,787
TOTAL Allocation	272,399	810,067	635,765	576,969	16,987	271,040	2,583,227
Small Grants						200,000	200,000
TOTAL Allocation	272,399	810,067	635,765	576,969	16,987	471,040	2,783,227
% Allocation*	12%	35%	27%	25%	1%		

*Relates to CSP funding only

7. THE PRINCIPLES FOR THE ALLOCATION OF FUNDING FOR 2014/15 ONWARDS

The Commissioner has agreed that where possible he will use existing structures for the delivery and control of grant funding. He therefore intends to route the majority of his grant funding through Community Safety Partnerships (CSPs), Youth Offending Teams (YOTs) and Safeguarding Boards. These multi agency bodies know their localities well and are best placed to assess local need and the tactics for maximising impact.

The role of CSPs and their funding

The PCC wishes to make greater use of the CSPs (subject to evaluation of efficiency and effectiveness) as a means of ensuring that funding decisions at the local level are undertaken with high regard to community safety and crime reduction.

CSP local plans are predicated on Strategic Needs Assessments which in turn are used at the peninsula level to create the Peninsula Strategic Assessment which also predicated the Police and Crime Plan. A shared source of planning and priority setting is therefore held between PCC and CSPs.

The Police Reform and Social Responsibility Act 2011 specifically requires the CSP's and the PCC to have due regard to each other's priorities. However, the Commissioner would expect a greater regard to be paid to his priorities given the funding prominence that he will provide. He reserves the right to reduce future funding if these priorities are not fully reflected in CSP planning and delivery.

The Commissioner has decided to also route through the CSPs the funding that was previously directed to DAATs and Domestic Violence units. The allocation of this wider funding to CSPs will increase their flexibility to effectively tackle the full range of crime and disorder issues.

The PCC is keen to facilitate and encourage "joined up" partnership work at the local level. By grouping CSP, DAAT and DV funding into a single area allocation and using the CSPs as the vehicle, the joined up approach should be enhanced. Where appropriate, the PCC will also encourage collaboration across CSP boundaries to improve efficiency and effectiveness.

However, in return for a significant level of autonomy the OPCC will require CSPs to participate in an evaluation process commencing with a self-assessment. This process will assess key effectiveness issues including participation, planning, role of VCS organisations, intelligence gathering, providing information to the public about their work, etc.

The Office of the Police and Crime Commissioner has developed a matrix to allocate funding to CSPs using a number of key elements such as population, population density and crime levels. This will generate some variance from historical allocations and thus the Commissioner plans to phase in the allocations over a three year period.

YOTs and Safeguarding Boards

The Commissioner has decided to directly fund the local Safeguarding Boards (adult and children) and the Youth Offending Teams. The reason for doing this is that the Commissioner wishes to retain a greater element of direct influence on the delivery of these bodies. He is also represented on the governance bodies of each of these boards and will have a direct place in the governance and scrutiny of their work. A substantial grant in excess of £500,000 across the force area is being allocated to YOTs. The Commissioner will require this to be justified by the submission of detailed plans and delivery strategies that will be subject to formal accountability of efficiency and effectiveness processes by the PCCs Commissioning Board.

It is intended to maintain historical funding proportions for YOTs and Safeguarding Boards. This is because there is not a developed understanding to provide a local challenge to previously applied national formulas. The OPCC will keep these proportions under review and reserves the right to adjust funding based on performance and alignment to Commissioner plans.

Sexual Assault Referral Centres (SARCs)

Sexual Assault and Referral Centres (SARCs) are multi-disciplinary centres staffed by health, police and other professionals. They play a vital part in responding to sexual violence and their development has marked a step change improvement in the way these events are handled in terms of:

- health and emotional support to victims;
- forensic evidence gathering; and
- the prosecution of offenders.

They play a central and critical part in contributing to all partner's strategies around domestic and sexual abuse and safeguarding in general.

The three centres are run by three different providers which are a mix of voluntary and statutory bodies. The main funding bodies are NHS and Police with some input from some Local Authorities.

The PCC believes that the effective provision of services for victims of sexual crime is a priority, he therefore intends to continue direct funding of these three centres. However, as with YOTs SARCs will be required to account for their efficiency and effectiveness directly to the PCC.

8. THE EVIDENCE-BASED APPROACH TO CSP FUNDING

The OPCC has designed an assessment formula for the allocation of funds across Devon, Cornwall and the Isles of Scilly. It is accepted that a number of models for allocation could be considered based on population or relative crime rates for example, however each model considered had significant drawbacks including a failure to link to delivery against the Police & Crime Plan, administrative costs, potential for perverse incentives and a failure to consider relative costs of service delivery. In developing an evidence-based approach to funding allocation a number of key concerns emerge regarding allocations. In order to address these concerns, they should:

- Be directly linked to delivery against the Police and Crime Plan objectives
- Minimise the potential for perverse incentive associated with a directly crime linked allocation model.
- Relate to the evidence about the relative risk that each issue in the Police and Crime Plan represents in each geographic area.
- Reflect the potential for each issue to affect each geographic area.
- Reflect the higher potential cost of service delivery in rural areas.
- Provide potential to adjust funding allocations to support evidence-based strategic priorities

The CSP Funding Allocation Model

The CSP funding allocation model is comprised of two elements; a risk based element that describes the risk that each issue represents and a demographic element that describes the potential for each issue to affect the population of each CSP.

For each objective in the Police and Crime Plan the risk score relating to relevant crime and disorder issues from the Strategic Threat and Risk Assessment Matrices for each CSP was applied. These matrices underpin the Peninsula Strategic Assessment, which in turn informs the development of the Police & Crime Plan. The risk score is calculated by multiplying the impact score for each issue by the probability score. In effect the impact score determines which Police & Crime Plan objectives pose the greatest risk while the probability score differentiates between the risk posed by each issue in each CSP.

For each objective in the Police and Crime Plan relevant demographic data was identified, for example relevant populations (elderly, young people, household numbers), length of roads, disability living allowances claimants. In addition demographic data associated with increased crime risk (indices of deprivation) were included.

These two elements were combined by straightforward multiplication and the total for each CSP was used to determine a proportionate funding allocation.

Recognising that service delivery is more expensive in rural areas than in more urban areas a further adjustment made based on the number of lower super output areas in each CSP categorised as falling within the two most rural classifications on the Office for National Statistics Rural/Urban Classification for England and Wales.¹

The following table shows the total available for indicative allocation year on year.

Table 3 Projected funding available analysed by recipient

	Total Funding Available £	Small Grants Fund £	SARCs £	Youth Offending Teams £	Local Safeguarding Children Boards £	Local Safeguarding Adults Boards £	Total Available for Allocation £*
2013/2014	2,783,227	200,000	200000	561,499	58,706	20,568	1,742,247
2014/2015	2,531,095	0	200000	549,264	57,427	20,120	1,704,284
2015/2016	2,582,878	100,000	200000	537,903	56,239	19,704	1,669,032
2016/2017	2,507,771	100,000	200000	520,206	54,389	19,055	1,614,121

¹ <http://www.ons.gov.uk/ons/guide-method/geography/products/area-classifications/rural-urban-definition-and-la/rural-urban-definition--england-and-wales-/index.html>

NB: Small grant funding is Nil in 2014/15 because of the commitments from 2013/14. Total funding available reduces in line with expected central government grant reductions.

Applying the new model to the data suggests the following overall indicative allocation:

Table 4 Applied Model to 2013/14 Data

2013/2014	Torbay £	Devon £	Cornwall £	Plymouth £	IoS £	Total £
Current allocation CSPs	165,378	466,515	389,685	379,680	16,987	1,418,245
Current allocation others	107,021	343,552	246,080	197,289	0	893,942
Total current allocation	272,399	810,067	635,765	576,969	16,987	2,312,187
% of total allocation	12%	35%	27%	25%	1%	100%
Proposed indicative allocation CSPs	£226,492	£574,942	£487,829	£435,562	£17,422	1,742,247
Proposed % of total allocation	13%	33%	28%	25%	1%	100%
Change in total allocation %	1%	-2%	1%	0%	0%	0%

In comparison to previous models this model slightly favours Torbay and Cornwall with less allocated to Devon whilst leaving the percentage allocation for Plymouth and the Isles of Scilly minimally affected.

The Commissioner will require each CSP to be evaluated to ensure their delivery capacity. This and others assessments could also be used to weight future allocations. In short, the Commissioner will reduce future funding for those CSPs that cannot demonstrate outcomes linked to his priorities. He will consider increasing allocations for those that clearly demonstrate success and alignment.

9. TRANSITION ARRANGEMENTS

The money available for grants will reduce by 7.4%. The changes in grant for individual CSPs is in the range of a small increase of 0.4% for Torbay to a reduction of 12.6% for Devon. The Commissioner recognises that to enable partnerships to plan for these reductions it is important to phase in the changes.

Table 5. Amount of funding and percentage allocated to each CSP by year

	Torbay	Devon	Cornwall	Plymouth	IoS	Total
2013/2014	£209,070	£609,786	£470,407	£435,562	£17,422	£1,742,247
2014/2015	£209,514	£583,456	£468,199	£426,071	£17,043	£1,704,284

Year on year change	0.2%	-4.3%	-0.5%	-2.2%	-2.2%	-2.2%
2015/2016	£209,974	£557,781	£467,329	£417,258	£16,690	£1,669,032
Percentage	0.2%	-4.4%	-0.2%	-2.1%	-2.1%	-2.1%
2016/2017	£209,836	£532,660	£451,954	£403,530	£16,141	£1,614,121
Percentage	-0.1%	-4.5%	-3.3%	-3.3%	-3.3%	-3.3%
Total change	0.4%	-12.6%	-3.9%	-7.4%	-7.4%	-7.4%

10. COMMISSIONING PROCESS

For 2014/15, the PCC wishes to develop a process whereby CSPs will be asked to make recommendations to the OPCC about funded activity against more clearly established PCC outcomes and priorities than was the case for 2013/14, effectively developing a funding and activity programme more related to the PCC Plan alongside individual CSP priorities.

A separate paper is currently under development which outlines the process for CSPs to access the funding contained in this paper against the PCCs priorities along with the associated method of performance reporting and measurement.

- Announcement of commissioning intentions at CSP Chairs meeting on 18 September 2013 including the intention to commission some efficiency and effectiveness of the CSPs given
 - The CSPs will receive more than currently and
 - Most of the commissioning budget will be channelled through the CSPs
- The intention is to raise the profile, influence and significance of the CSPs at local level in order to ensure community safety is at the heart of local strategic planning. The PCC in turn is accountable to the Police and Crime Panel for performance and this needs to be evidence based
- A self assessment led process will be undertaken by an externally contracted body with CSPs required to submit evidence against a series of questions (September to end of October 2013)
- Upon receipt and analysis, any concerns will be followed up with visits (November 2013)
- Allocations will be made and CSPs will be required to submit spending plans to PCC (early December 2013). Any CSP where the evaluation has identified areas of concern needs to submit an improvement plan alongside their spending plan
- Spending plans will be examined and reviewed where necessary with the OPCC – December 2013
- Commissioning Board meeting early January 2014

- For the YOTs and safeguarding boards the funding spending plans will also be required along with suitable performance monitoring information

11. COMMISSIONING INTENTIONS PLANS 2014/15 TO 2016/17

Following from the analysis contained in this report the PCCs intention for service commissioning including transition arrangements are proposed in the following table:

Commissioning Intentions Plan 2014/15-2016/17

Table 6. Estimated future funding allocations.

Commissioning Area	Method	Amount 14/15 £ 000	Amount 15/16 £000	Amount 16/17 £000
Community Safety Partnerships:				
Torbay		210	210	210
Devon		583	558	533
Cornwall		468	467	452
Plymouth		426	417	403
Isles of Scilly		17	17	16
Sub Total	Direct payment to CSPs subject to submission of self assessment and any required improvement plan [This will be themed by year in the next version of this report once plan priorities are agreed].	1704	1669	1614
SARCS	Direct payment	200	200	200
YOTS*	Direct payment to YOTS based upon performance returns and competency assessment	549	538	520
LSCB*	Direct payment to Safeguarding Boards based upon performance returns and competency assessment	58	56	54
LSAB*	Direct payment to Safeguarding Boards based upon performance returns and competency assessment	20	20	19
Small Grants	These will be administered as part of the small grants fund. In accordance with the rules developed and the funding provided. Grants in 2014/15 are expected to be funded from commitments made in 2013/14.	0	100	100
Sub Total		2531	2583	2507
Support for Victims	Commissioning process determined by MOJ in separate project	400	800	400
Total Allocation		2931	3383	2907

12. GOVERNANCE - THE COMMISSIONING BOARD

The PCC is charged with ensuring that the funds for which he is responsible are used in a way which provides value for money and that any allocations of funding are distributed on a transparent and justifiable basis. In addition, the PCC is also accountable to the Police and Crime Panel.

In order to provide a body with independent advisory capacity to the PCC a Commissioning Board has been set up. The purpose of The PCC Commissioning Board is to ensure that the resources available to the PCC for commissioning are achieving best outcomes as measured against the Police and Crime Plan aims. It will govern the use of those resources to ensure best value, where they are deployed and specify what reporting mechanisms will be used to measure overall success. In addition it will advise upon the overall commissioning intentions, the way in which the processes and funding operate and the rationale for allocating and funding small grants

The board will scrutinise all applications made for funding to ensure that that the criteria set is complied with and that there is adequate reporting criteria set to enable progress monitoring to occur during the year

Specifically the commissioning board will

- Advise on the Commissioning Intentions Plan
- Advise on the commissioning processes
- Oversee and monitor progress on the Commissioning Plan
- propose investment decisions for 2014/15 and beyond
- Provide Governance of the Victim Commissioning Programme and Small Grant scheme
- Consider and advise on all new proposals and implications for commissioning

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DEVON AND CORNWALL POLICE AND CRIME PANEL

Subject: Vice Chair attendance at the CoPaCC Conference – “PCCs & Panels: Making the Relationship Critical, Friendly and Effective”

Date: 11 October 2013

Author: Joanne Tellam, Overview and Scrutiny Officer, Legal, Democratic & Procurement Services, Cornwall Council

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Executive summary

The Police and Crime Panel Chair has nominated the Vice-Chair (Councillor Rule) to represent the Police and Crime Panel (PCP) at the CoPaCC conference – “PCCs & Panels: Making the Relationship Critical, Friendly and Effective”. The conference is being held on 16 October 2013 in London, for which there is no conference fee charged.

The PCP are invited to endorse the Chair’s nomination for the Vice Chair’s attendance at the Conference, on behalf of the PCP, in order that ‘reasonable expenses’ can be reimbursed in accordance with paragraph 13.1 of Panel Arrangements and Rules of Procedure.

Recommendations & Reasons for recommended action

It is recommended that:

- The PCP endorse the Chair’s recommendation for Vice Chair to attend the conference as noted above.
- PCP Members agree reimbursement for travel and overnight accommodation be made from the Home Office allocation to the Host Authority.
- PCP Members provide Councillor Rule with details of any input into the conference that they would like her to make on their behalf.
- PCP Members provide Councillor Rule with details of any questions that they would like her to ask at the conference on their behalf.
- Councillor Rule provides feedback in relation to the conference at the next Police and Crime Panel meeting scheduled for 20 December 2013.

As it would not be practical for all Police and Crime Panel Members to attend the conference, they will all still have the opportunity to feed into the conference discussions via the Vice Chair, and will have the opportunity to be briefed on the conference discussions and outcomes, following the event.

Alternative options considered, and reasons for recommended action

The alternatives would be:

If the PCP do not agree to support the Vice Chair's attendance at the Conference, then the PCP will be less able to influence discussions and debate at a national level about Panel work, or benefit from feedback to the PCP on what has been learned and best practice from other PCPs.

Background Papers

None

1.0 Introduction

- 1.1 The Police and Crime Panel Chair has nominated the Vice-Chairman (Councillor Rule) to represent the Police and Crime Panel at the CoPaCC conference – “PCCs & Panels: Making the Relationship Critical, Friendly and Effective.” The conference is being held on 16 October 2013 in London. The conference is sponsored by auditors, Grant Thornton (the largest external auditor of police bodies in England and Wales).
- 1.2 The conference will examine what can be learned from existing Police and Crime Panel arrangements for scrutinising Police and Crime Commissioners and discuss how these approaches might be strengthened. It will include keynotes from expert speakers, plus delegate discussion and debate. The day's proceedings will be drawn together in a report, which will be submitted to the House of Commons' Home Affairs Select Committee, as evidence for its Autumn examinations of governance arrangements for Police and Crime Commissioners.
- 1.3 The following link provides further details of the finalised agenda.

<http://copacc.files.wordpress.com/2013/07/copacc-pcp-pcc-conference-16oct13-final.pdf>

2.0 Funding

- 2.1 There is no charge for Police and Crime Panel Members to attend the conference, however, costs for travel and overnight accommodation would be incurred.
- 2.2 The Panel Arrangements and Rules of Procedure state that “if acting in the capacity of the Chair/Vice Chair of the Panel” expenses will be paid from the amount allocated by the Home Office.
- 2.3 The PCP are, therefore, invited to consider and endorse the Vice-Chair's attendance at the conference and that travel and overnight accommodation expenses will be duly reimbursed to her.



Police and Crime Commissioner for Devon and Cornwall

Police and Crime Panel Meeting

11 October 2013

Report of the Police and Crime Commissioner

POLICE AND CRIME COMMISSIONER'S UPDATE REPORT - October 2013

1. Introduction

This report presents to the Police and Crime Panel a summary of the activity conducted by the Police and Crime Commissioner in the weeks since the last Police and Crime Panel meeting in July 2013. The report also looks forward to forthcoming planned events and engagements in coming weeks.

2. Decisions taken by the PCC

Date	Decision taken	Details	Link to decision register on PCC website
10 June 2013	Approves year-end appropriations to reserves	<ul style="list-style-type: none"> Approves year-end appropriation to a new Remuneration Reserve Approves revenue & capital carry-forward requests; Delegates decision on a new processes for funding Police and Crime Plan initiatives and Force Programme Projects in 2013-14 to the Joint Management Board 	21-10/6/13
10 June 2013	Acceptance of Regional Organised Crime Grant	<ul style="list-style-type: none"> Accepts Grant offer from Home Office to police forces in south west region on behalf of Devon & Cornwall 	20-10/6/2013
24 June 2013	Approval of Devon & Cornwall's inclusion in five force Special Branch collaboration	<ul style="list-style-type: none"> Includes Devon & Cornwall Police in Special Branch collaboration arrangement with Avon & Somerset Police, Dorset Police, Wiltshire Police and Gloucestershire Police 	17-24/6/2013
4 July 2013	To issue PCC's Annual Report 2012/2013	<ul style="list-style-type: none"> Annual Report presented to the Police and Crime Panel on 11 July 2013 for scrutiny and public questions Annual Report covers period 15 November 2012 to 31 March 2013. 	19-4/7/2013
12 September 2013	Stage 2 transition submission to Home Secretary	<ul style="list-style-type: none"> A scheme of transfer and explanatory document submitted to the Home Secretary. 	21-12.09.2013

3. Significant developments

Tony Hogg hosts Alcohol Think Tank

The PCC hosted a major conference in Plymouth on 20 September looking at what can be done to tackle the problems of alcohol abuse across the Peninsular.

Over 60 delegates attended the PCC's, 'Action for Change' alcohol think tank, at Plymouth's Mount Batten Centre to hear speakers from the licensed trade and academia outline the impact any strategy would have in social, health and economic terms.

Delegates discussed the range of approaches already underway across the region to tackle the harm caused by alcohol. This ranged from local interventions to wide ranging publicity campaigns to raise awareness to binge drinking.

Tony Hogg called on council leaders, licensees, the police and health sectors to work with him by leading a change in direction where attitudes to alcohol abuse are more stringently challenged and better education is provided.

PCC Tony Hogg said *"Our task is to make sure the benefit of a thriving economy is not offset by its cost. There is no easy answer but we need to initiate cultural change in our cities, towns and villages. We all need to ask ourselves what kind of place we want to live in"*.

Tony Hogg chairs first public Performance and Accountability Board

The first public meeting of the PCC's Performance and Accountability Board was held in Plymouth on 5 September. The meeting was chaired by Tony Hogg and attended by the Chief Constable and Chief Superintendent Boulting, Plymouth Police Commander. The meeting covered a range of topics including scrutiny of the latest crime figures and looked at issues affecting Plymouth in particular.

The meeting was broadcast live over the internet along with a Twitter feed. The Board meets each month with every other meeting open to the public and held at venues throughout Devon and Cornwall.

Further information on the performance board, and reports of previous meetings, can be found on the PCC's website.

Police and Crime Commissioner launches Small Grant Scheme

In September, the PCC provided community groups in Devon and Cornwall the opportunity to bid for a share in £200,000. The PCC's Small Grant Scheme supports the commitment in the Police and Crime Plan to put charitable and community organisations at the heart of policing.

Groups are invited to bid for grants of up to £5,000 for projects which will have a positive impact on crime prevention, safeguarding the vulnerable or community safety as set out in the Police and Crime Plan.

The scheme has two phases. The closing date for applications for phase one is 31 October 2013 and phase two is 31 May 2014.

The first round of successful bids will be released in December 2013 with a second announcement in July 2014.

Further details of the PCC's Small Grant Scheme and details of eligibility and how to apply can be found on the OPCC website [here](#)..

Police and Crime Commissioner welcomes recruitment of Special Constables

In his Police and Crime Plan the PCC pledged to boost Devon and Cornwall's Special Constabulary from 600 to 800 by 2017 and provided Chief Constable Shaun Sawyer with the funding to do this.

Mr Hogg has hailed the planned recruitment pilot as groundbreaking in its use of distance learning and new technology and its inclusivity.

To achieve the PCC's aim of 800 Specials the Force needs to train an additional 65 recruits this financial year, on top of the 120 it had already budgeted for. Additional recruitment and training above the planned 120 might also be required in the following years.

Each cohort of recruits numbers 40 students and sees each undertake 12 weekends' residential training at police headquarters in Exeter. This can prove limiting for potential recruits with existing weekend work commitments, childcare issues or who simply finds it difficult to travel regularly to Exeter.

Adding two extra courses to the Force's training schedule would also cause capacity issues within the training department.

The Force's solution is to deliver an additional traditional, classroom-based course for 40 recruits alongside another distance learning course for 25 students, who will use tablet based training modules to complete much of their course. This will be combined with four or five weekends of operational training.

Anyone interested in joining the Special Constabulary should visit the Force website for details.

Her Majesty's Inspectorate of Constabulary publish report into effectiveness of Devon & Cornwall Police in meeting the funding challenge

In July 2013, HMIC published its study into how police forces in England & Wales are coping with the budget cuts brought about by the Spending Review and the associated impact this was having on service delivery.

HMIC's findings are published in a national report, '*Policing in Austerity: Rising to the Challenge*' available [here](#), and in individual Force reports. The Devon and Cornwall report is available [here](#).

HMIC found that the progress the Force had made in the last twelve months meant it was in a much stronger position to manage future reductions. However, the inspectorate found that Devon & Cornwall Police faced a particular challenge given its geography and huge increase in population in the summer months.

The Police and Crime Commissioner has published his response to the report, along with that of the Chief Constable. The response is available on the OPCC website [here](#).

Commissioner signs Say No to Hate Crime pledge

Tony Hogg along with the Leader of Cornwall Council, John Pollard and other community leaders has signed a pledge to help end hate crime in Cornwall.

Others who signed their pledge to Say No To Hate at the event in Truro included Chair of Safer Cornwall Des Tidbury; Chief Superintendent Julie Fielding; Interim Cornwall Council Chief Executive Paul Masters and Rob Cooper, Chair of Cornwall and Isles of Scilly Safeguarding Adults Board.

Commissioner calls for action against Legal Highs

On a visit to Barnstaple, Mr Hogg confronted staff in a shop where legal highs were on sale. The PCC is concerned that families in Devon and Cornwall are at risk from these freely available substances.

A number of local incidents have occurred in recent weeks where young people have been hospitalised after taking so-called 'legal highs', Tony Hogg is urging all sections of the community to join forces to counter the danger posed by an increasing trade in the drugs.

Tony Hogg pledged to meet with local authorities and MPs to ensure that everything is being done that can be to stop the peddling of these potentially lethal substances on our high streets. Also, that legislation is considered which makes retailers liable for any harm caused by the products they sell. He said *"Allowing suppliers to hide behind loose disclaimers should be no defence when a substance is clearly sold for its psychoactive properties"*.

Police and Crime Commissioner's office restructure

The Chief Executive has been leading an office review over the last few months to ensure the Commissioner has a staffing complement that is able to support him appropriately in his work.

The PCC reported to the Police and Crime Panel in July that a recruitment process was underway and pledged to keep the Panel and public updated on progress.

The recruitment round has now concluded and the following managerial appointments have been made

Performance Management & Customer Services Manager – Dr Karen Vincent
Criminal Justice, Partnership & Commissioning Manager – Ian Ansell
Engagement & Volunteers Manager – Justin Wiggin
Strategy & Planning Manager – Lisa Vango

Two additional posts, an Engagement & Volunteer Officer and a Performance Officer, have also been appointed.

Transfer proposals submitted to the Home Office

In November 2012, all police staff, assets and liabilities transferred from the former Police Authority to the Police and Crime Commissioner. The Home Secretary has

stated that by April 2014 the PCC, in consultation with the Chief Constable, must decide which staff and assets will be retained by the PCC and which will be transferred to the Chief Constable. This process is referred to as Stage 2 transfer.

The PCC submitted his proposal for Stage 2 transfer to the Home Secretary by the deadline of 16 September 2013. A paper setting out more detail of the proposed transfer is included on the agenda for the Police and Crime Panel meeting for 11 October 2013.

Collaborating to make Devon and Cornwall safer still

On 20 September, the PCCs and Chief Constables of Avon & Somerset, Devon & Cornwall, Dorset and Wiltshire signed an agreement to improve the way the region prevents terrorism. A collaboration arrangement has been signed that will see the four forces sharing resources and joining up services in order to boost the service provided by Special Branch officers across the south west.

4. Community engagement and meetings

The Commissioner has undertaken the following engagements in recent weeks. In addition to these listed below, the Commissioner meets with the Chief Constable at least once a week. The Commissioner also holds formal weekly meetings with the Chief Executive and Treasurer, and Joint Management Board meetings with the Chief Officer Group once a month.

July appointments and meetings

- Meeting with Plymouth Guiding Partnership
- Attendance at Devon Drug & Alcohol Action Team, Exeter
- Meeting with Georgie Constable, Victim Support
- Meeting with PCCs and Chief Constables from south west region, Gloucester
- Police and Crime Panel, Plymouth
- Visit to Dracaena Centre (community regeneration partnership) Falmouth
- Visit to Cornwall Air Ambulance HQ, Newquay
- Attend Special Constables Passing Out Parade. Exeter
- Greet the visit of the Duke and Duchess of Cornwall, Bude
- Attend Stithians Show, Truro
- Visit Devon Rape Crisis Service, Exeter
- Visit Wings (youth work charity), Bideford
- Press conference and radio interviews (following release of HMIC report)
- Attend Devon Safeguarding Children's Board, Exeter
- Meeting with *Stop Abuse for Everyone* (domestic abuse charity), Exeter
- Attend Cornwall Health & Wellbeing Board, Truro
- Attend Mid Devon Show, Tiverton
- Attend Local Criminal Justice Board meeting, Exeter
- Meeting with Dru Sharpling, Her Majesty's Inspector of Constabulary, Exeter
- Attend Yealmpton Show, Plymouth
- Meeting with Chief Executive of Young Devon (youth charity), Exeter

August appointments and meetings

- PCC on the Beat with Scenes of Crime Officers, Newton Abbot
- Meeting with Marc Kastner, Chief Officer, Devon & Cornwall Special Constabulary, Exeter

- Meeting with Community Safety Team, Torbay
- Briefing about Operation Zephyr (serious and organised crime unit), Exeter
- PCC on the Beat, Sidmouth
- Public Surgery, Barnstaple
- Meeting with regional representatives of Federation of Small Business, Exeter
- Attend Okehampton Show
- Meeting with Senior Supporting Families Manager, Cornwall Council, Truro
- Attend police officer graduation ceremony, Exeter
- Meeting with Cllr Croad, Chair of Police and Crime Panel, Ivybridge
- Meeting with Virtually S@fer (on- line safety for children), Exeter
- BBC Radio interviews
- Attend Anti Social behaviour conference, Newton Abbot
- Sign up to 'Say No to hate Crime', Cornwall Fire & Rescue Service, Truro

September appointments and meetings

- Meeting with three domestic violence charities, Exeter
- Meeting with Plymouth Drake Foundation (community charity), Plymouth
- Visit to Plymouth Highbury Trust, Plymouth
- Attend Torbay Health & Wellbeing Board, Torquay
- Talk at Teignmouth Rotary Club
- Attend Plymouth Guiding Partnership meeting
- Attend Devon Federation of Small Businesses Awards Luncheon, Torquay
- Public surgery, Torquay
- Meeting with Chair and Chief Officer of Northern, Eastern and Western Devon Clinical Commissioning Group, Exeter
- Visit to Plymouth Magistrates Court
- Visit to Broadreach House (drug and alcohol treatment charity), Plymouth
- Meeting with Devon CAP (child abuse prevention project), Exeter
- Meeting with Community Council Devon, Exeter
- Briefing with Exeter City, Plymouth Argyle and Torquay United Football Clubs, Exeter.
- Attend meeting of Devon Independent Custody Visiting volunteers, Exeter
- Meet with CSP Chairs, Plymouth
- Attend launch of Local Heroes event, Plymouth
- Meeting with Cornwall People First, Penzance
- Attend meeting of National Association of Retired Police Officers, Shortlanesend
- Meeting with PCCs and Chief Constables from south west region, Winfrith, Dorset

The Commissioner's weekly diary of engagements is published on the OPCC website [here](#). A calendar of forthcoming events can be found [here](#).

The Commissioner has also made 13 new short video clips which are available from the PCC's YouTube channel, available [here](#).

5. Correspondence received

The OPCC received 358 items of correspondence between 22 June and 23 September 2013.

The most common topics of correspondence received were

- The non emergency enquiry centre
There continues to be a number of letters sent to the PCC regarding the police non-emergency enquiry centre (101). This correspondence generally relates to the time taken to answer the call.
- Conduct of police officers or police staff
These complaints were forwarded to the Police Force's Professional Standards Department and generally relate to incivility or poor standards of service.
- Roads policing matters:
The majority of these letters related to parking issues and general behaviour by road users (mainly car drivers) such as use of mobile phones whilst driving, and non compliance with the Highway Code.

Social Media

The PCC has 1,877 followers on Twitter (up from 1,494 in June) and 166 'likes' on Facebook (up 16). The OPCC website received 8,435 unique visits between 1 June – 31 August 2013. This compares to 5,115 visits in the three months from 1 March and 31 May 2013.

The PCC issues an e-newsletter on a regular basis. Currently 1287 people are signed up to receive this service.

6. Media activity

July to September

- Briefing with editors – including Bill Martin (Western Morning news)
- Reaction to HMIC report '*Policing in Austerity: Rising to the Challenge*' (ITV Westcountry Tonight, BBC Radio, Western Morning News and associated newspapers)
- BBC Radio Cornwall – live Laurence Reed 'phone in' before Truro public meeting
- Feature interview Western Morning News regarding launch of PCC's Small Grant Scheme
- BBC Spotlight/ Politics show – reaction to Spending Review announcement tied to budget and protection of officer numbers
- 'Head shop' newspaper and broadcast media interviews
- Alcohol event – Live interviews and lunchtime debate
- Newspaper coverage of first webcast Performance & Accountability Board (Plymouth Evening Herald, WMN) including comments regarding election expenses.
- Media coverage of Special Constable recruitment including live BBC radio interview
- Various quotes regional/local newspapers regarding policing issues

7. Responses to national reports

'Stop the Drift 2'

The Police and Crime Commissioner has issued a response to a joint report by Her Majesty's Inspectorate of Constabulary (HMIC) and HM Crown Prosecution Service Inspectorate which looked at the end-to-end (arrest to disposal) processes within the criminal justice system.

This report entitled '*Stop the Drift 2*' followed a similar HMIC study in 2010 which found a lack of clarity about what type of cases should enter the CJS; a lack of systematic control of costs and regulation of the criminal justice process; excessive bureaucracy and an historical, piecemeal approach to reform.

The PCC's response to the report and that of the Chief Constable can be found on the OPCC website [here](#).

8. Complaints handling

The OPCC has accepted a delegation from the Police and Crime Panel to conduct initial handling of non-criminal complaints.

This is subject to a separate update to the Police and Crime Panel.

The majority of complaint- related correspondence received by the Commissioner's office has been outside the remit of the OPCC and has been passed to the Force's Professional Standards Department in accordance with statutory regulations. These are predominantly individual cases with specific issues and therefore themes are not evident.

Contact for further information

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