

# Agenda

## West Mercia Police and Crime Panel

**Tuesday, 20 October 2015, 1.30 pm**  
**Shirehall, Hereford**

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**West Mercia Police and Crime Panel**  
**Tuesday, 20 October 2015, 1.30 pm, Shirehall, Hereford**

**Membership:**

Cllr Brian Wilcox (Chairman)	Herefordshire Council
Mrs Helen Barker	Independent Co-opted Member
Cllr Charlotte Barnes	Shropshire Council
Cllr Sebastian Bowen	Herefordshire Council
Cllr Sally Chambers	Wyre Forest District Council
Cllr Pauline Dee	Shropshire Council
Cllr P Grove	Malvern Hills District Council
Cllr Paul Middlebrough	Wychavon District Council
Cllr A P Miller (Vice Chairman)	Worcestershire County Council
Cllr Stephen Reynolds	Telford & Wrekin Council
Cllr Hilda Rhodes	Telford & Wrekin Council
Cllr A C Roberts	Worcester City Council
Cllr Keith Roberts	Shropshire Council
Cllr Margaret Sherrey	Bromsgrove District Council
Cllr Yvonne Smith	Redditch Borough Council
Colonel Tony Ward OBE	Independent Co-opted Member
Cllr Michael Wood	Shropshire Council

**Agenda**

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3	<b>Apologies and Declarations of Interest</b>	
4	<b>Appointment of co-opted elected members</b> The Panel to co-opt an elected member nominated by Telford & Wrekin Council.	1 - 2
5	<b>Public Participation</b> Members of the public wishing to take part (asking a question or making a statement) should notify the Head of Legal and Democratic Services in writing or by email indicating both the nature and content of their	

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Date of Issue: Monday, 12 October 2015

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	proposed participation no later than 9.00am on the working day before the meeting (in this case Monday, 19 October 2015). Enquiries can be made through the telephone number / email address listed below.	
6	<b>Confirmation of the Minutes of the previous meeting</b> To confirm the Minutes of the Panel meeting held on 21 July 2015.	3 - 14
7	<b>Enabling closer working between the Emergency Services - Consultation</b>	15 - 42
8	<b>Proposed Work Programme 2015 - 2016 and Future Meeting Dates</b>	43 - 46
9	<b>Police &amp; Crime Plan Activity And Performance Monitoring Report</b> To receive an update on progress in delivering the Police and Crime Plan for the period 1July - 30 September 2015.	47 - 82
10	<b>Strengthening and Deepening the Alliance</b> To receive a presentation on work done by the Strengthening and Deepening the Alliance (StrADA) team.	
11	<b>Confirmation of the Chief Finance Officer</b>	83 - 96
12	<b>Exclusion of Press and Public</b> <b>The Panel will be asked to exclude the press and public from the meeting for the following item as it is likely that exempt information relating to any individual will be disclosed and the public interest in maintaining the exemption outweighs the public interest in disclosure.</b>	
13	<b>Proposed Appointment to the role of Chief Finance Officer of the Office of the West Mercia Police and Crime Commissioner</b> To discuss and agree a recommendation to the Police and Crime Commissioner regarding his proposed appointment of a temporary Chief Finance Officer.	

**20 OCTOBER 2015**

## **APPOINTMENT OF CO-OPTED MEMBERS**

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### **Recommendation**

- 1. It is recommended that the Panel unanimously agrees to the co-option of an elected member to achieve the balanced appointment objective.**

### **Purpose**

2. The purpose of the report is to outline the requirements on the Panel in relation to the selection and notification of co-opted members.

### **Legal Context and Background**

3. The Police Reform and Social Responsibility Act 2011 ('the Act') requires a West Mercia Police and Crime Panel of 10 elected members, plus additional co-optees up to a maximum total of 20 members on the Panel. The Panel must co-opt at least 2 members who are 'independent' of the local authorities, PCC and police, etc. All members of the Panel may vote, whether appointed or co-opted.
4. The Act requires the 'balanced appointment objective' to be met as far as reasonably practicable so that the Panel, when taken together is balanced geographically and politically, as well as having the skills, knowledge and experience necessary for the Panel to discharge its functions effectively.

### **Appointment of co-opted elected members**

5. The Panel has previously agreed to achieve a better geographical and political balance and thereby meet the balanced appointment through the co-option of 5 additional elected members.
6. The 10 local authorities have already, through their approval of the Panel Arrangements, agreed to the principle of appointing 5 additional co-opted elected members to ensure geographical balance, as follows: Herefordshire (1 member), Telford and Wrekin (1 member) and Shropshire (3 members).
7. Given the nominations from each of the authorities, to secure political balance the additional co-opted members would be 1 Labour councillor, 2 Independent councillors, 1 Conservative councillor and 1 Liberal Democrat councillor.
8. Telford & Wrekin Council have nominated Cllr Hilda Rhodes (Labour) to be co-opted to the Panel.
9. In accordance with Regulations, a decision of the Panel to co-opt a person who is a member of a local authority in the West Mercia Police force area must be a unanimous decision of the Panel.

10. If approved, the names and authorities of the co-opted elected members to the Panel will be notified to the Secretary of State for agreement.

### **Contact Point**

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## West Mercia Police and Crime Panel

Tuesday, 21 July 2015, County Hall, Worcester - 2.00 pm

### Minutes

#### Present:

Cllr Sebastian Bowen, Cllr Brian Wilcox (Vice Chairman),  
Cllr Charlotte Barnes, Cllr Michael Wood,  
Cllr Stephen Reynolds, Cllr Hilda Rhodes, Cllr A P Miller,  
Cllr Margaret Sherrey, Mr P Grove, Cllr Yvonne Smith,  
Cllr A C Roberts, Cllr Paul Middlebrough (Chairman),  
Cllr Helen Barker, Colonel Tony Ward OBE and  
Cllr A T Hingley

#### Also attended:

Bill Longmore, Police and Crime Commissioner  
Barrie Sheldon, Deputy Police and Crime Commissioner  
David Shaw, Chief Constable, West Mercia Police  
Rob Phillips, Office of the PCC  
Gareth Boulton, Office of the PCC  
Glyn Edwards, Office of the PCC

Suzanne O'Leary (Democratic Governance and Scrutiny  
Manager)

#### Available Papers

The Members had before them:

- A. The agenda papers (previously circulated)
- B. A copy of the presentation slides for Item 12  
(circulated at the meeting)
- C. A copy of the West Mercia Police and Crime  
Commissioner's Community Engagement Strategy  
2014-16 (circulated at the meeting)
- D. The Minutes of the previous meeting of the Panel

A copy of documents A - C will be attached to the signed  
minutes.

**111 Welcome and  
Introductions  
(Agenda Item 1)**

Cllr Middlebrough welcomed everyone to the meeting, in  
particular the new members of the Panel. Agenda Item 6  
would be taken before Item 4.

**112 Named  
Substitutes  
(Agenda Item 2)**

Cllr Hilda Rhodes for Cllr Rae Evans and Cllr Anne  
Hingley for Cllr Sally Chambers.

**113 Apologies and**

Apologies had been received from Cllr Keith Roberts

<b>Declarations of Interest (Agenda Item 3)</b>	(Shropshire) and Cllr Pauline Dee (Shropshire).
<b>114 Appointment of co-opted elected members (Agenda Item 6)</b>	Colonel Ward declared an interest as a member of the Trust, Integrity and Ethics Committee, Mrs Barker declared an interest as a trustee of Youth Support Services (YSS) and Cllr Grove declared an interest as a retired police officer in receipt of a pension.  The following elected members were unanimously co-opted on to the Panel: Cllr Michael Wood, Cllr Charlotte Barnes, Cllr Pauline Dee, Cllr Sebastian Bowen and Cllr Rae Evans.
<b>115 Election of Chairman (Agenda Item 4)</b>	Cllr Middlebrough was standing down following his term of office as Chairman. Cllr Brian Wilcox was proposed and seconded as Chairman. There were no other nominees.  Cllr Brian Wilcox was duly elected Chairman of the Panel until July 2018 and took the chair.
<b>116 Appointment of Vice-Chairman (Agenda Item 5)</b>	There was now a vacancy for Vice-Chairman. Cllr Tony Miller was proposed and seconded as Vice-Chairman. There were no other nominees.  Cllr Miller was appointed as Vice-Chairman until July 2018.
<b>117 Public Participation (Agenda Item 7)</b>	None.
<b>118 Confirmation of the Minutes of the previous meeting (Agenda Item 8)</b>	Cllr Smith noted that she had given apologies to the last meeting which were not recorded. With this change, the minutes of the Panel meeting held on 2 February 2015 were agreed as a true record.
<b>119 Draft Annual Report Of The Police And Crime Commissioner For West Mercia (Agenda Item 9)</b>	The draft Annual Report for 2014/15 was presented for the Panel's consideration.  In accordance with the Police Reform and Social Responsibility Act 2011, the Panel was required to review the Report and to make any recommendations to the Police and Crime Commissioner for consideration. The Report provided a high-level overview of the PCC's work over the last financial year and had been produced to be



accessible and meaningful to a number of different audiences.

The Commissioner, in presenting the Annual Report, highlighted the following points to the Panel:

- A constructive working relationship had developed between the Panel and the Commissioner and his office. This open and honest relationship would enable progress to be made and helped the Commissioner carry out his role. The Commissioner was proud of all the relationships that had been built up since his election and emphasised that his aim was to improve things for residents.
- The Report demonstrated the scale of what had already been addressed to make West Mercia a safer place to live, although there was still more to be done; there were a number of new initiatives and commissioning would become increasingly important.
- He noted the problems faced by the Prison Service. Rehabilitation of offenders was costing £13bn p.a. nationally, almost 100% of under 18 year olds re-offended and there was a spiral of offending. He had therefore built up relationships with the Prison Service, for example enabling the Mayor of Whitchurch to visit the prison. He had also developed Inside Products – a company which sold products made within prison to bring in income for the prisons. West Mercia was ahead of other areas with a lot going on.
- The key was to prevent crime in the first place, to reduce the demand for police and justice services; he was therefore investing in prevention.

In the ensuing discussion the following main points were made:

- There was concern about the rise in sexual offences, with a 75% increase in reported rapes. There were three elements to this: a large percentage were historical crimes that were only now being reported due to the publicity created by the Savile case; victims of recent crimes were also becoming more confident in coming forward to report the crime; and there was likely to have also been an increase in sexual offences. In addition,

crime data was being tidied up following HMIC's review of the integrity of crime-recording, whereby crimes were being recoded this year which had occurred last year. Sexual offences remained the Force's major concern as there had been a dramatic and troubling rise; investment was being made in this area. The definition of rape had changed – it now included rape in marriage and male rape, though this would only be having a small impact on the overall figures. There had been societal changes and there was much more internet enabled crime.

- In relation to complaints against police officers, the Panel asked how many of those complaints were substantiated and what was the cost of dealing with complaints. The Commissioner noted that he would be concerned if a lot of money was wasted on examining frivolous, unsubstantiated complaints against officers, but there was a legal requirement to investigate every complaint. The new independent Trust, Integrity and Ethics Committee held the Chief Constable to account on the police's use of their powers, such as use of force and stop and search. Its agenda was not set by the Chief Constable and it was a very beneficial initiative. It was noted that complaints turnaround was not as fast as it could be and acknowledged that the police standards department had been under resourced recently in relation to lower order complaints, as other areas were prioritised; new investment was now going into this area. Although unsubstantiated complaints were frustrating, complaints were a good way of ensuring that the police were doing a good job. The overall trend was downwards but it was essential that complaints should not be suppressed in order to keep the numbers low. Complaints data should be looked at in the round alongside confidence and satisfaction data. More in depth analysis of complaints could be provided if required.
- Members asked about the increase in reserves from £53.1m to £63.9m, one member felt this justified his opposition to the 1.99% increase in the precept and asked whether there were project slippages which had caused the increase. The Commissioner explained that a lot of the funds were already committed and would be invested to make West Mercia safer place, prevent crime and

invest in rehabilitation. There were IT spend to save schemes which took time to implement. The reserves had built up as a result of the Alliance with Warwickshire Police; efficiencies had been implemented and recruitment stopped temporarily – 100 staff had left in one year and not all had been replaced immediately. In addition, a reduction in central government grant of 3.2% over the next five years was anticipated and the Police needed to be prepared for this.

- Members asked about the strategy in relation to gypsy and traveller communities and whether there was a role for the Community Ambassadors. The Police welcomed the support they received from councillors to resolve problems; the legislation was not very robust in this area although the Police used all the powers they could. It was vital for the police and others to be properly trained and to understand the traveller community. A recurring issue was the number of sites, the political complexities of increasing the provision were acknowledged, but increased provision was part of the solution and needed to be addressed. The Panel stressed the importance of the police being involved in the early stages of the development of councils' local plans in creating good facilities for travellers and gypsies in the right locations.
- In relation to the causes of the 4.8% increase in crime since 2013/14, it was recognised that any increase was not welcome, but it was not a huge rise and was not unique to West Mercia. As the general reduction in crime across the developed world could not all be attributed to policing, neither could all increases in crime; there were other factors in play. The Chief Constable highlighted shoplifting in particular as an area where the punishments and risks were relatively small. He anticipated a continuing rise in sexual violence as more victims felt confident in reporting the crime.
- The public's confidence in West Mercia Police was high, although below the national average, and victim satisfaction was over 85%. This did not mean the Police were complacent, the 15% who were dissatisfied could be the most vulnerable and the Police worked hard to understand their experience.

- The issue of mental health support for young people and adults was discussed. There was a mental health crisis concordat board in place involving a wide range of partners, which had been looking at triage arrangements and solutions to taking people with mental health problems into the custody suite. There had been a seismic shift in the way people in a mental health emergency were looked after. The number of adults with mental health problems being taken into custody suites had fallen to single figures and there were no children or young people being taken to custody blocks. This was thanks to a lot of work by NHS colleagues. Some work still needed to be done on police officers accompanying people to A&E, where they may have to wait hours to transfer to medical staff, discussions were taking place on how to convey patients to A&E. It was not always best to involve the police when someone with mental health problems was violent in a health setting and this was also being looked at. This area was moving in the right direction and the PCC had been instrumental in this. The police would call a doctor to assess someone if they had concerns in the custody suite about the person's mental health. There was also access to psychiatric staff. They had looked at having a mental health nurse on duty in police cars, but there were not enough incidents to justify this.
- Members asked about the return on investment and what the measurable outputs were. The overall aim was to reduce crime, reduce harm and reduce the number of victims. There was a strategic commissioning framework being developed which would initially aim to understand the profile of crime and then what services were in place to reduce them. The Strategy would also set out what outcomes were trying to be achieved. It was important that all community safety partnerships were working to the same outcomes - the Police and Crime Plan contained 11 objectives that all were trying to achieve. It was important to get value for money outcomes from the investment.
- The Panel asked about the progress being made on discussions with local authorities about youth services. It was vital to engage young people to help prevent them from taking up crime and the impact of any budget reductions by local

**120 West Mercia  
Police and  
Crime Plan  
(Agenda Item  
10)**

authorities needed to be closely monitored. Members suggested that detailed discussions could be started as most councils would already be aware of the reductions they were likely to make.

- Community Speed Watch was a positive initiative that had been successful. It would be rolled out as resourcing allowed.
- In relation to the Rural Crime and Business Crime Strategies – it was noted that shoplifting had increased and that some rural businesses were being forced to become online only. The Commissioner was working in partnership with the federation of Small Businesses on this and needed to ensure that all shoplifting was reported. Shops also had some responsibility to help design out crime. The impact of funding reductions was starting to be felt with fewer resources available for village centres. There was a balance to be struck when prioritising resources in relation to harm caused.

The Panel considered a proposed variation to the Police and Crime Plan for West Mercia, in accordance with the Police Reform and Social Responsibility Act 2011.

The report set out the proposal to vary the plan to reflect changes to the Strategic Policing Requirement which now includes child sexual abuse as an additional national threat; and provide a more up to date picture of activity and actions required against each objective, in part to reflect changing policing demands.

In the ensuing discussion the following main points were made:

- In relation to reducing the number of casualties on the roads – members welcomed the review of governance of the Safer Roads Partnerships as there was a perception that they were speed focussed and not genuine partnerships. It was suggested that highway engineering was a missing element in the functions of the partnerships and that the police should have a chance to participate in highways issues, working with the highways authorities.
- Members asked about the reduction in the number of Police Community Support Officers (PCSOs),

**121 Police & Crime  
Plan Activity  
And  
Performance  
Monitoring  
Report (Agenda  
Item 11)**

when there had been a pledge to increase the number. The Commissioner explained that the Police had originally wanted to cut the number of PCSOs by 100 and he had managed to keep 49 of these, rather than the aim being to increase the number. Recruitment was ongoing to maintain a minimum of 235 PCSOs; the 233 figure in the Plan was an unexplained blip.

- Members asked for more information on the number of PACTs that were operational. This would be circulated.

The Panel considered a report which provided an update on progress in delivering the Police and Crime Plan for West Mercia 1 April 2013 – 31 March 2017 which covered the time period 1 October - 31 January 2015. The report set out progress on the objectives, an update on performance by exception and a brief outline of the PCC's key activity.

In the discussion the following main points were raised:

- Members asked whether any profits from the scheme for prisons to produce and sell goods would be invested to reduce re-offending or to refurbish housing for prisoners once they were released. It was clarified that this scheme was in its early days, though the potential was tremendous, and the company would have a Board which would determine how any income was spent
- The Panel asked for a breakdown of the outcomes from the 550,000 recorded crimes in 2014/15 that had an outcome. The definition of "positive" outcome was set by the Home Office.
- The Panel asked what progress was being made on tackling drug and substance misuse and whether there were good outcomes from treatment. The Commissioner was very concerned about this area, it was clear that many with mental health problems also had substance misuse problems and limited treatment services were available. There was also a substance misuse problem within prisons and it was a very difficult and dangerous situation, with increasing amounts of dangerous drugs available. The Commissioner had invested £265,000 in the last

**122 Community Engagement Strategy (Agenda Item 12)**

twelve months in treatment services – match funding local authorities - and was trying to achieve similar outcomes to council and NHS partners. The PCC was keen to work more closely with partners and potentially pool budgets to achieve these outcomes. It was noted that education also had a big role to play. The PCC was investing in testing people coming in to police custody and referred them to treatment services as appropriate, but there was some concern about the outcomes from those services which Worcestershire County Council was looking in to. Members felt that this area needed a higher profile and was possibly something for the Panel to consider at a future meeting. The Commissioner was concerned there were too many people with substance misuse problems. In relation to 'legal highs' the Government was intending to introduce legislation, which would help the Police and give them more tools to tackle this problem.

- It was confirmed that Warwickshire Police did not subscribe to the Central Motorway Patrol Group. A review was underway of strategic roads policing, outcomes would be reported to the Commissioner in six weeks or so.
- The Force was monitored on its contribution to the Strategic Policing Requirement and was well placed in this.

The Panel received a presentation from Gareth Boulton, the Commissioner's Head of Communications, on the Commissioner's Community Engagement Strategy 2014-16, which had recently been revised following consultation and set out the Commissioner's statutory duties in this area.

The presentation gave an overview of how the Commissioner was meeting his vision for a new community spirit via the Police and Crime Plan objective to provide a strong and powerful voice for people and victims of crime and highlighted developments made in:

- the organisational structure to support engagement
- how achievement against the strategy was monitored and scrutinised
- communication with residents via correspondence, social media and public events

**123      Dates of future meetings**

The presentation focused on the role of the Commissioner's Community Ambassadors. There were five Ambassadors spread geographically around the area, with support from a co-ordinator and a communications officer. They acted as the eyes and ears of the Commissioner, both feeding back issues to the Commissioner and finding out how strategies were working on the ground and monitoring the effectiveness and results of the grants the Commissioner was providing. This was especially important in West Mercia which was geographically the fourth largest police force area. The Ambassadors were: Gwyneth Gill, who covered Herefordshire; Mike Layton, North Worcestershire; Graham Oliver, Shropshire; Richard Morris, South Worcestershire; and Sajid Younis, Telford and Wrekin.

There had recently been a Showcase event in Shrewsbury, involving 60 partner organisations and focusing on crime prevention. The event had been well attended and feedback was positive.

The aim of the Commissioner's publicity was to engage the community and show the police in a positive light, which was different to the publicity the police carried out.

The Panel was impressed by the organisation of the Showcase and complimented the Commissioner and the Deputy Commissioner on the way they got out and about around the area.

The dates of future meetings were:

- 20 October 2015
- 8 December 2015
- 2 February 2016
- (16 February 2016 – to be used only if necessary)

One member asked whether all meetings should be held in Worcester, but as the Panel had previously agreed to rotate around the area the Chairman proposed that this be discussed at a future meeting. The next meeting would be in Shire Hall, Hereford.

The meeting ended at 4.20 pm



Chairman .....

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**20 OCTOBER 2015**

**ENABLING CLOSER WORKING BETWEEN THE  
EMERGENCY SERVICES - CONSULTATION**

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**Recommendation**

1. It is recommended that the Panel:
  - a) considers the “Enabling Closer Working Between the Emergency Services” consultation (Appendix 1) and determines if it agrees in principle with increased joint working between the Emergency Services;
  - b) if (a) is agreed, determine whether it is in favour of the proposal on page 11 of the consultation document, where the Police and Crime Commissioner takes responsibility for fire and rescue locally with a Chief Constable and a Chief Fire Officer in place;
  - c) submit any detailed comments to include in the Panel's response to the consultation after the meeting; and
  - d) authorises the Chairman and Vice-Chairman to finalise the Panel's response to the consultation.

**Purpose**

2. To consider the Government's consultation on proposals to increase joint working between emergency services.

**Background**

3. The Government has issued a consultation on proposals to increase joint working between emergency services, in order to improve effectiveness and deliver savings for the public. The consultation document is attached at Appendix 1. The measures being consulted upon are:
  - introducing a new duty on all three emergency services to actively consider collaboration opportunities with one another to improve efficiency and effectiveness;
  - enabling Police and Crime Commissioners to take on the duties and responsibilities of fire and rescue authorities, where a local case is made;
  - where a Police and Crime Commissioner takes on the responsibilities of a fire and rescue authority, enabling him or her to create a single employer for police and fire staff, facilitating the sharing of back office functions and streamlining management;

- in areas where a Police and Crime Commissioner has not become responsible for fire and rescue services, enabling them to have representation on their local fire and rescue authority; and
- abolishing the London Fire and Emergency Planning Authority and giving the Mayor of London direct responsibility for the fire and rescue service in London, as will be the case in Greater Manchester.

4. The consultation closes on 23 October 2015. Panel members are therefore asked to submit any comments they wish to include in the Panel's response as soon as possible after the meeting.

### **Contact Point**

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HM Government

## **Consultation**

# **Enabling closer working between the Emergency Services**

September 2015



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The consultation can be found on [gov.uk](http://gov.uk).

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## About this consultation

Topic	<p>Greater collaboration and a legal duty to collaborate for the three emergency services:</p> <ul style="list-style-type: none"> <li>• Police</li> <li>• Fire and Rescue</li> <li>• Ambulance</li> </ul> <p>Shared governance for police and fire under Police and Crime Commissioners (PCCs).</p>
Scope	To discuss how these proposals can be developed and implemented in order to deliver greater effectiveness and efficiency.
Geographical scope	<p>England</p> <p>Fire and ambulance services are devolved in Wales and, as such, the proposals in this consultation do not apply to Wales unless they decide to adopt them. However, Police and Crime Commissioners in Wales can apply for funding through the Police Innovation Fund to support emergency services collaboration.</p> <p>The proposals do not affect Scotland or Northern Ireland.</p>

### Basic information

To	This consultation is open to the public
Duration	11 <sup>th</sup> September 2015 – 23 <sup>rd</sup> October 2015
How to respond	<p>Responses can be submitted online through the gov.uk website, or by email : <a href="mailto:Bluelights@homeoffice.gsi.gov.uk">Bluelights@homeoffice.gsi.gov.uk</a></p> <p>or by post:</p> <p>Emergency Services Collaboration Consultation Police Strategy &amp; Reform Unit 6th Floor Fry Building 2 Marsham Street London SW1P 4DF</p>
Enquiries	<a href="mailto:Bluelights@homeoffice.gsi.gov.uk">Bluelights@homeoffice.gsi.gov.uk</a>
Additional ways to become involved	Please contact the Home Office (as above) if you require information in any other format, such as Braille, large font or audio. The department is obliged to offer, and provide on request, these formats under the Equality Act 2010
After the consultation	The Government will consider all responses to the consultation carefully and a 'Response to Consultation' document will be published. This will explain the Government's final policy intentions. All responses will be treated as public, unless the respondent states otherwise.
Consultation Co-ordinator	<p>If you have a complaint or comment about the Home Office's approach to consultation, you should contact the Home Office Consultation Co-ordinator. Please DO NOT send your response to this consultation to the Co-ordinator.</p> <p>The Co-ordinator works to promote best practice standards set by the Code of Practice, advises policy teams on how to conduct consultations and investigates complaints against the Home Office. They do not process your response to this consultation.</p> <p>The Consultation Co-ordinator can be e-mailed at: <a href="mailto:HOC consultations@homeoffice.gsi.gov.uk">HOC consultations@homeoffice.gsi.gov.uk</a>.</p>



## Foreword

The police, fire and rescue and NHS ambulance services play a vital role in serving and protecting our communities. This Government is committed to ensuring that they continue to deliver for the public and believes greater collaboration across all three services is fundamental to this ambition.

The services already work highly effectively side by side in a wide range of situations and there are examples in this consultation paper of existing collaborations between the emergency services which are not only improving effectiveness but saving taxpayers millions of pounds. We believe this way of working must become standard practice to deliver a more efficient and effective service for the public. We are also clear that the emergency services should be accountable to the communities they serve. In keeping with our broader approach to the devolution of powers to local people, we want to ensure that the public has a real say in the way that emergency services are delivered in their area. This includes providing the option for services to come together more closely where there is a good case and local will to do so.

Our manifesto was clear that *“we will enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners”*.

Our goal is to improve outcomes for the public through closer joint-working across all the emergency services, including the NHS ambulance service. To drive increased collaboration, we intend to introduce a duty to collaborate on the three emergency services, so that they will be required to consider collaboration with each other wherever it would drive efficiency or effectiveness. This shows clearly that we expect the three services to work together to deliver savings and improve services.

Directly elected Police and Crime Commissioners have clear local accountability and a strong incentive to pursue ambitious reform to improve local services and deliver value for money in the interests of local people. There are good examples around the country of joint working between emergency services, and we are aware of calls for stronger governance to help them do more. We therefore intend to remove the legal barriers and enable local areas to have this choice. We want to allow for the transfer of responsibilities of fire and rescue authorities to Police and Crime Commissioners where a local case is made that it would be in the interests of economy, efficiency and effectiveness, or public safety. The Government believes there could be significant benefits for the services and the communities they serve from this.

Furthermore, we propose to empower Police and Crime Commissioners, where a local case is made, to maximise the scope for efficient and effective police and fire services by enabling the creation of a single employer, facilitating the sharing of back office functions and streamlining management. This will give Police and Crime Commissioners the freedom to deliver the best possible services to the public, whilst maintaining the important distinction between operational policing and firefighting, with the law preventing a member of a police force from being a firefighter remaining in place, and there is no intention to give firefighters the power of arrest.

We also want to see Police and Crime Commissioners and NHS ambulance trusts working more closely together to ensure the demand that the police and NHS ambulance services place on each other, on a day-to-day basis, is dealt with in the most effective and efficient manner.

Our public services need to continue to adapt and innovate to carry on delivering the world-class services that communities deserve. We strongly believe that greater collaboration and closer working is the best way for the emergency services to achieve this.

The Government's wider devolution agenda and the proposals in this consultation paper provide opportunities for stronger local leadership to drive greater collaboration and more efficient and effective emergency services. They will also give the public a more powerful voice in determining the priorities for their local area through an individual who is directly elected by and accountable to them.

We look forward to receiving your responses to this consultation.



A handwritten signature in black ink, appearing to read 'Theresa May'.

**Rt Hon Theresa May MP  
Home Secretary**



A handwritten signature in black ink, appearing to read 'Greg Clark'.

**Rt Hon Greg Clark MP  
Secretary of State for  
Communities and  
Local Government**



A handwritten signature in blue ink, appearing to read 'Jeremy Hunt'.

**Rt Hon Jeremy Hunt MP  
Secretary of State for Health**

## Executive Summary

The Government is consulting on a series of measures to transform the delivery of local fire and police services, and drive greater collaboration between the police, fire and rescue and NHS ambulance services.

The measures being consulted upon are:

- introducing a new duty on all three emergency services to actively consider collaboration opportunities with one another to improve efficiency and effectiveness;
- enabling Police and Crime Commissioners to take on the duties and responsibilities of fire and rescue authorities, where a local case is made;
- where a Police and Crime Commissioner takes on the responsibilities of a fire and rescue authority, enabling him or her to create a single employer for police and fire staff, facilitating the sharing of back office functions and streamlining management;
- in areas where a Police and Crime Commissioner has not become responsible for fire and rescue services, enabling them to have representation on their local fire and rescue authority; and
- abolishing the London Fire and Emergency Planning Authority and giving the Mayor of London direct responsibility for the fire and rescue service in London, as will be the case in Greater Manchester.

This consultation is open until 23<sup>rd</sup> October 2015. Details of how to respond are set out at page 2 of this document.

## Introduction and background

The Government is committed to driving increased collaboration between the emergency services to deliver more effective and efficient services for the public. Local services that are responsive and accountable to local people are best placed to make the right decisions for their communities. That is why the Government committed in its manifesto to “enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners”.

The profile of demand for all three emergency services is changing, with the best police and fire services managing demand earlier and investing in prevention and protection.

Police reform is working and crime, as measured by the independent Crime Survey for England and Wales, has fallen by more than a quarter since June 2010 and by 64% since its peak in 1995. It is at its lowest level since the survey began in 1981. However, a College of Policing analysis of demands on policing<sup>1</sup> found that whilst recorded crime has reduced, demand on the police has not reduced in the same way. The analysis shows the incoming and ongoing work of the police and suggests an increasing amount of police time is directed towards public protection work such as managing high-risk offenders and protecting victims who are at risk and often vulnerable. These cases are often extremely challenging and rightly require considerable amounts of police resource. The police need to continue to seek opportunities to maximise efficiency and effectiveness, including through collaborations.

Incidents attended by fire and rescue services have been on a long-term downward trend and have fallen by 48 per cent over the last decade. Fire related deaths and casualties have also been on a long-term downward trend. Accidental fire deaths in the home in England (which account for two thirds of all fire fatalities) have decreased by 36% over the last 10 years. Beyond the impact of societal change, this success is attributed to a range of factors: the valuable work of fire and rescue services on fire prevention, public awareness campaigns such as “Fire Kills”, standards to reduce flammability such as furniture regulations, and the growing prevalence of smoke detectors in homes (rising from 8 per cent in 1988 to 92 per cent in 2013-14).

Conversely, there is increasing demand on the ambulance service. Total calls to the ambulance switchboard have increased by 10% from just over 8 million in 2011/12 to over 9 million in 2014/15 (with nearly 1700 more emergency calls every day) and emergency responses to the most urgent calls have increased by 25%. However, the number of emergency journeys (where patients are transported to either a type 1 or type 2 A&E) has decreased slightly year on year. This is in part due to a change in reporting, however some of the reduction may have been as a result of increased ‘hear and treat’ (resolving calls over the phone) and ‘see and treat’ (resolving calls at the scene without transportation) for lower priority calls.

We know that collaboration presents a real opportunity for organisations in terms of increasing efficiency and effectiveness alongside the ever-present need to maximise available resources. The 2013 review of the fire and rescue service ‘Facing the Future’ by Sir Ken Knight<sup>2</sup> stated that “merging fire and rescue services with one or more of the other blue light services and/or sharing governance structures” could result in considerable gains. Sir Ken highlighted that “if all authorities spending more than the average reduced their expenditure to the average, savings could amount

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<sup>1</sup> Estimating demand on the police service (2015)

<sup>2</sup> Facing the Future (2013)

to £196 million a year". This is a significant figure and amounts to approximately 10% of the annual budget for fire and rescue services.

The Public Accounts Select Committee's 2011 report, *Transforming NHS Ambulance Services*,<sup>3</sup> found varying levels of collaboration between NHS ambulance, fire and police services and recommended that collaboration should be strengthened. The report also found that, although NHS ambulance services collaborate with fire and rescue services and police forces in some areas, there is scope for a more systematic approach to sharing procurement and back office services across the emergency services.

There are already examples of emergency services responding to that shift in demand and trying innovative and collaborative ways of delivering. For example:

- Northamptonshire's Interoperability Programme is working towards bringing the police and fire and, in the longer term, the NHS ambulance service ever closer together. Their achievements to date include joint delivery of training, fleet and logistics; co-location of premises; a fully integrated Prevention and Community Protection Team from police and fire; and a joint operations team which plans all operational activity across the three emergency services. They expect this programme of work to contribute to police savings of £21 million, and £2 million savings for the fire service, over four years.
- The emergency services across Surrey and Sussex are developing the Multi-Agency Information Transfer programme, which will enable an electronic connection between existing command and control systems, reducing the current four-minutes it takes to transfer information by phone to the fire service to just a few seconds. The scheme will see a fully integrated joint contact and control centre, amalgamating 13 contact centres and saving an estimated 7,500 operator hours per year.
- In Lincolnshire and a number of other areas, the fire service responds to emergencies jointly with the NHS ambulance service ("co-responding") to ensure patients receive treatment as soon as the emergency services arrive and transport them to hospital where necessary.
- In Hampshire, the police and fire and rescue services are developing a shared HQ, a strategic command centre, co-located stations and shared training facilities, delivering annual savings for both services of around £1 million.
- In Durham, Police Innovation Fund support is enabling the training of Tri-service Community Safety Responders acting as Police Community Support Officers, retained fire-fighters and community first responders (i.e. volunteer, on-call NHS ambulance personnel).
- Suffolk Police and Suffolk Fire Service have five shared fire and police stations, used by retained fire fighters and police Safer Neighbourhood Teams, and are looking to expand this further. They have a joint cadet scheme and plan to introduce a joint community safety unit.

There are also two major programmes to improve joint working between the emergency services:

- The Emergency Services Mobile Communications Programme will provide the next generation communication system for the three emergency services and other public safety users. This system will be called the emergency services network and will provide the next generation of integrated critical voice and broadband data for the emergency services.
- The Joint Emergency Services Interoperability Programme (JESIP, 2012-2014) delivered significant improvements in the ability of the emergency services to work together effectively in response to major incidents. The programme included the largest ever joint training programme undertaken by the emergency services, delivered successfully in collaboration with government support. Joint Emergency Services Interoperability Programme has now entered a phase of continual implementation to maintain the heightened level of interoperability achieved by the programme, and to ensure long-term change towards an embedded culture of interoperability and collaboration between the emergency services.

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<sup>3</sup> Transforming NHS Ambulance Services (2011)

The Government has invested over £70 million in local blue light collaboration projects<sup>4</sup> and supports the Emergency Services Collaboration Working Group, which has published a national overview of collaboration,<sup>5</sup> hosted a shared learning event with over 140 delegates, and published research<sup>6</sup> to build the evidence base for greater collaboration.

However, the picture of collaboration around the country is still patchy and there is much more to do to improve value for money and the service to the public. Strong leadership will be required to drive greater efficiencies and improved outcomes.

The Government's wider devolution agenda and the proposals in this consultation paper provide opportunities for stronger local leadership to drive greater collaboration and more efficient and effective emergency services. They will also give the public a more powerful voice in determining the priorities for their local area through an individual who is directly elected by and accountable to them.

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<sup>4</sup> Winning bids from the Fire Transformation Fund can be found at:  
<https://www.gov.uk/government/news/fire-services-improvement-fund-public-get-a-win-win-better-local-services-and-at-lower-cost>  
Successful bids to the Transformation Challenge Award can be found at:  
<https://www.gov.uk/government/publications/transformation-challenge-award-winning-bids>  
Successful bids to the 2015/16 Police Innovation Fund can be found at:  
<https://www.gov.uk/government/news/home-office-rewards-police-innovation>

<sup>5</sup> National overview of collaboration (2014)

<sup>6</sup> Working group research report

## Proposals

### A new duty on all three emergency services to collaborate with one another

Collaboration between emergency services occurs in many areas of the country but it is not as widespread or as wide-ranging as it could be in delivering efficiencies and better services. We want to spread existing best practice across all areas of the emergency services, making collaboration common practice. However, the varying extent of collaboration to date indicates that there are limitations to innovation without a driver for change and there is significant scope for improving the way in which opportunities are identified and implemented.

We believe that as part of good public service delivery, the opportunities to collaborate should be kept under regular consideration. In order to ensure that this is the case, **the Government intends to introduce a new statutory duty on the three emergency services to collaborate with one another to improve efficiency and effectiveness.**

This new duty would drive greater collaboration and ensure that all opportunities for collaboration to improve efficiency and effectiveness between the emergency services are fully explored whilst allowing decisions to be taken at a local level. The duty is intended to be broad to allow for local discretion in how it is implemented so that the emergency services themselves can decide how best to collaborate for the benefit of their communities. However, there would be a clear duty on local emergency services to consider opportunities for collaboration, where these could improve efficiency and effectiveness. It is important to note that this duty to collaborate should not be considered a burden to the emergency services – it is about seeking efficiencies.

#### Question

1. How do you think this new duty would help drive collaboration between the emergency services?

### Strengthening accountability and governance

The governance arrangements for the three emergency services are very different: directly elected Police and Crime Commissioners are responsible for the governance of the police; fire and rescue authorities are responsible for the fire and rescue service; and ambulance services are NHS trusts or NHS foundation trusts.

Police and Crime Commissioners were elected in 2012 and they set the direction for their police force in cutting crime, giving the public a voice at the highest level. Police and Crime Commissioners must set their priorities out in a police and crime plan, set the policing precept (the element of council tax that goes to policing) and hold the chief constable to account for operational delivery. In their 2014 report “Police and Crime Commissioners: progress to date”,<sup>7</sup> the Home

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<sup>7</sup> Police and Crime Commissioners: Progress to date (2014)

Affairs Select Committee concluded that Police and Crime Commissioners had provided greater clarity of leadership for policing in their area and were increasingly being recognised by the public for the strategic direction they are providing.

There are 46 fire and rescue authorities across England, which are either single purpose fire authorities comprised of councillors co-opted from relevant constituent authorities within the fire authority area, or are county councils which also have responsibility for the fire service. Each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community and must hold their Chief Fire Officer/Chief Executive to account for the delivery of the fire and rescue service. The 2013 Review of the fire and rescue service, 'Facing the Future', reported that scrutiny and challenge "*varies considerably in the fire and rescue authorities in England*".

Collaboration and innovation that will deliver necessary efficiencies requires leaders to drive forward change. The Knight Review also found that progress could be "hindered by local relationships" and concluded "economies of scale are likely to be missed in this way without greater leadership". Sir Ken stated that Police and Crime Commissioners "could clarify accountability arrangements and ensure more direct visibility to the electorate" and he raised the prospect of Police and Crime Commissioners taking on responsibility for the fire and rescue service.

The Government believes that the sharp focus of directly accountable leadership can play a critical role in securing better commissioning and delivery of emergency services at a local level and that, where a local case is made, Police and Crime Commissioners are uniquely placed to do exactly that.

Police and Crime Commissioners already have this clear local accountability and a strong incentive to pursue ambitious reform to improve local services and deliver value for money in the interests of local people.

However, it is not possible under current legislation for a Police and Crime Commissioner to take on the responsibilities of the local fire and rescue authority in their area.

**The Government intends to remove this barrier by legislating to enable Police and Crime Commissioners to take on the responsibilities of the fire and rescue authority in their area, where it is in the interests of economy, efficiency and effectiveness or public safety, and where a local case is made.**

We would expect the process for determining whether a Police and Crime Commissioner should assume governance for fire and rescue to be based on the legislative provisions that exist currently for the merger of fire and rescue authorities with each other, as follows:

- Where a Police and Crime Commissioner is interested in taking on governance of the fire and rescue service, they would work with the fire and rescue authority to prepare and publish a business case. The Police and Crime Commissioner would be required to consult locally on the business case and seek views on whether the transfer should take place. The business case would need to consider any equality issues as a result of the proposals in accordance with the Equality Act 2010.
- Where the Police and Crime Commissioner and all the relevant constituent authorities for the area are in agreement that the fire and rescue service should transfer to the Police and Crime Commissioner, and subject to the outcome of the public consultation, the Police and Crime Commissioner would request that the Government introduces secondary legislation to give effect to the transfer.
- If all parties are not in agreement, the Police and Crime Commissioner would be able to submit the business case to the Home Secretary and Secretary of State for Communities and Local Government, for them to reach a view as to whether the governance change was in the interests of economy, efficiency and effectiveness or public safety. To inform their view, they



could seek an independent assessment and would take into account the results from the local consultation. This could be from the Chief Fire and Rescue Advisor and HM Inspectorate of Constabulary or from an otherwise independent person with appropriate expertise. The Secretaries of State would take a decision on whether or not to approve the transfer of fire and rescue services to a Police and Crime Commissioner based on the findings of that independent assessment.

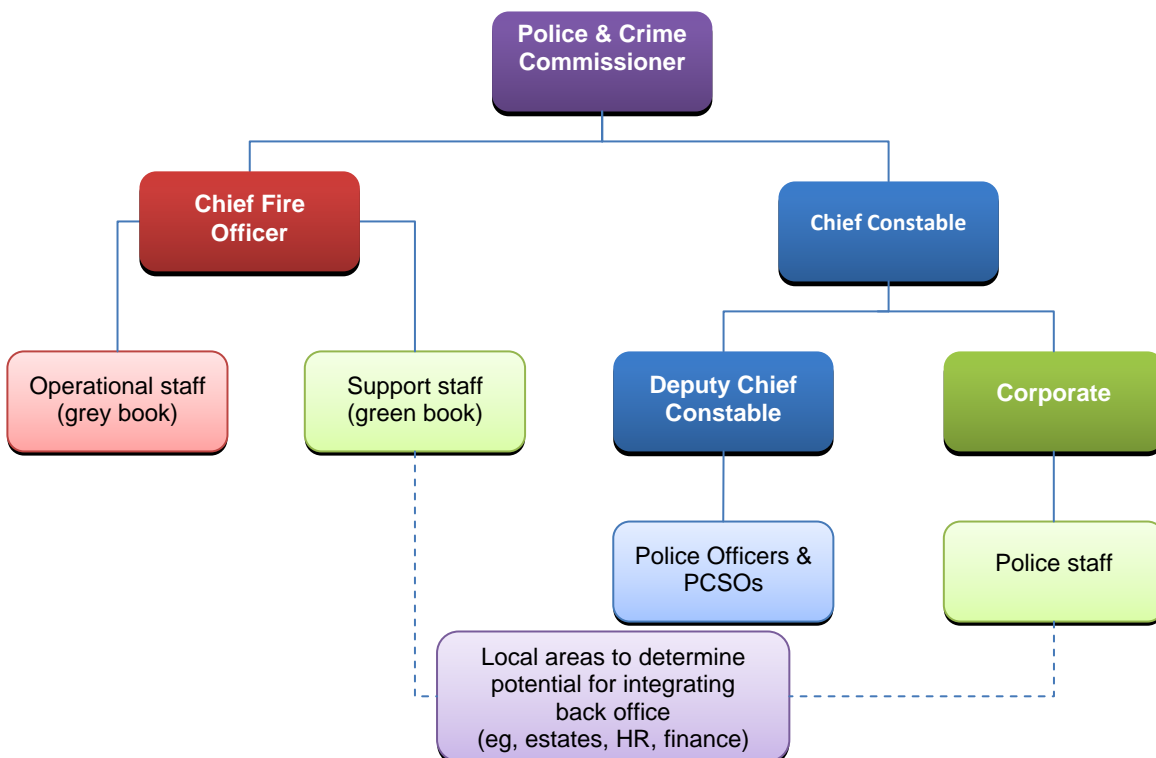
- The secondary legislation referred to above would transfer responsibility for governance of the local fire and rescue service to the Police and Crime Commissioner. This would allow Police and Crime Commissioners to drive ambitious reform of their local fire and rescue service and collaboration with police to improve services and deliver value for money. It would also give fire and rescue services direct local accountability through elected Police and Crime Commissioners.

There would also be benefits in terms of greater joint working. However, the scale of those costs and benefits would depend on the nature of existing local arrangements, transitional costs and the extent of collaboration taking place under a single Police and Crime Commissioner. These costs and benefits would be set out by the Police and Crime Commissioner and fire and rescue authority in their business case when demonstrating the value for money basis of their proposal.

Where a Police and Crime Commissioner takes on governance of the fire and rescue service, central government funding would be paid to the Police and Crime Commissioner for the two services in separate funding streams, providing transparency over the level of funding provided for each service.

Where central government funding is currently paid to a county council with responsibility for fire and rescue, additional work would be needed locally to identify the appropriate level of funding to transfer to the Police and Crime Commissioner.

The diagram below illustrates the structure where a Police and Crime Commissioner takes responsibility for fire and rescue locally (the Police and Crime Commissioner will employ all fire personnel).



### Question

2. Do you agree that the process set out above would provide an appropriate basis to determine whether a Police and Crime Commissioner should take on responsibility for fire and rescue services?

## Empowering Police and Crime Commissioners to maximise opportunities for efficient, effective services

Enabling Police and Crime Commissioners to take over governance of fire and rescue services would allow them to make valuable reforms and improve joint working with the police service. However, greater gains could be made through the integration of back office functions such as estates, HR and IT which support the two services. To facilitate this, we will enable the Police and Crime Commissioner, where a local case is made, to put in place a single employer for local fire and policing (rather than two separate employers under the governance model), with the Police and Crime Commissioner ultimately accountable to the public. This would remove the barriers that can prevent the full potential of fire and police collaboration, including the need to draw up contracts and collaboration agreements to share back office services and streamline upper tiers of management. The important distinction between operational policing and firefighting will be maintained, with the law preventing a member of a police force from being a firefighter remaining in place, and there is no intention to give firefighters the power of arrest.

**Where a Police and Crime Commissioner takes on the responsibilities of their local fire and rescue authority, the Government intends to enable, where a local case is made, the Police and Crime Commissioner to put in place a single employer under the governance of the Police and Crime Commissioner. Frontline police and fire services will continue to be separate.**

We would envisage applying the same process for creating a single employer as proposed above for transferring governance. Closer working between fire and rescue and the police services could take place over time, but it should also be possible to enable Police and Crime Commissioners who wish to move quickly to share back office functions and streamline upper tiers of management immediately to put in place a single employer at the same time as transferring governance. In such circumstances, the notification to the fire and rescue authority, business case and public consultation would include the intention to take this step.

### Questions

3. Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?

4. What benefits do you think could be achieved from empowering Police and Crime Commissioners to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?

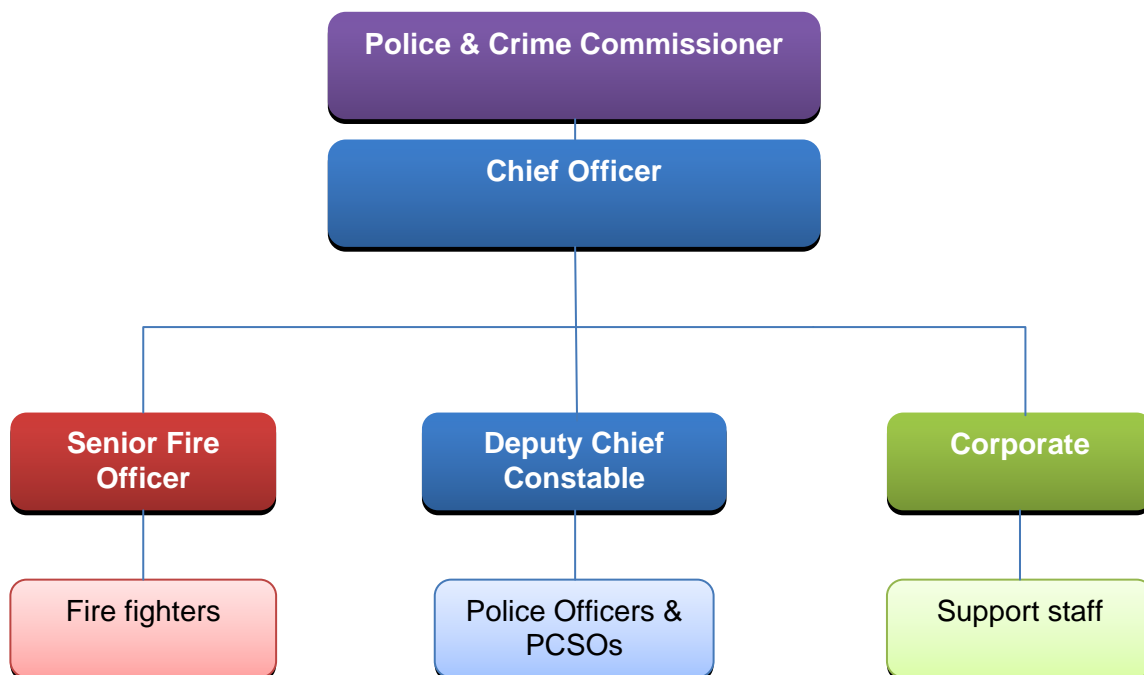
To retain the division between governance and operational functions, under this model the single employer will be led by a chief officer, who will employ all fire and police personnel. The new chief officer would need to hold the rank of chief constable as this is required in legislation for police forces. The chief officer would appoint a senior fire officer to lead fire operations and a deputy chief constable to lead police operations, under their command. The chief officer would be accountable to the Police and Crime Commissioner for both fire and policing.

The post of chief officer would be open to both senior police officers and fire officers, since they will have relevant experience. To achieve this, we will remove the requirement for senior fire officers applying for chief constable roles to previously have been a constable. We will also work with the College of Policing to ensure senior fire officers have access to the necessary training that would allow them to apply for chief officer posts.

**Question**

5. Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?

Where a Police and Crime Commissioner takes on governance of the fire and rescue service and creates a single employer, central government funding would be paid to the Police and Crime Commissioner for the two services in separate funding streams. Council tax precepts for fire and police will also remain separate, ensuring that local taxpayers are clear about the level of their contribution. The Police and Crime Commissioner will consider how to deliver best value for money through these budgets, which may include investing in shared back office functions.



## Associated issues

### Boundary changes

In England, excluding London, there are 29 fire and rescue authorities that have coterminous boundaries with police forces (20 of these are stand-alone authorities with responsibility for fire services only, and the other nine fire and rescue authorities are county councils where the provision of a fire service is one of many functions and would need to be separated from these local authorities in order to be transferred to the local Police and Crime Commissioner). There are 15 fire and rescue authority areas that are not coterminous with police force boundaries.

Where the fire and police boundaries do not align, it would be for local areas to consider how boundaries should be changed before a Police and Crime Commissioner could take on fire and rescue responsibilities for their area. Boundary changes for fire and rescue authorities are provided for, in very limited circumstances, under powers in the Fire and Rescue Services Act 2004 but this will likely require amendment. Boundary changes for police forces can be made under powers in the Police Act 1996. Local areas would be able to include proposals for boundary changes within their business case for governance changes and, where desired, for a single employer.

We are not ruling out mergers between neighbouring fire and rescue authorities in the future. However, where fire and rescue authorities wish to merge, they should consider whether the aims of economy, efficiency and effectiveness, or public safety, are best achieved through a merger or by transferring their functions to the Police and Crime Commissioner and collaborating with their local police force. This approach continues to ensure that decisions about the provision of local services are made in the best interests of the communities they serve.

Where the Police and Crime Commissioner shares their boundary with more than one fire and rescue authority, and local decision makers determine that fire and rescue authorities should merge so that fire and police share the same boundary, the differing levels of council tax payable for fire and rescue services in the former fire and rescue authority areas will need to equalise; normally this would be achieved within five years of the Police and Crime Commissioner taking on governance.

## Improving performance

The inspection regime for policing is undertaken by Her Majesty's Inspectorate of Constabulary. Her Majesty's Inspectorate of Constabulary plays an important role in the checks and balances for police by shining a light on how forces are performing. It ensures that independent information on force performance is available to the public, so that they can make informed decisions about their force and hold the Police and Crime Commissioner to account at the ballot box. The Inspectorate also allows the Police and Crime Commissioner to see how the force they are responsible for is doing compared to others, placing pressure on those forces performing less well than their peers, and identifying areas of best practice to be shared across forces.

The performance of fire and rescue services is scrutinised by a voluntary peer review process, usually held every three years. Challenge and support from peers can be a significant factor in helping them improve performance and be a catalyst for change. There are opportunities to strengthen peer reviews and to give the public reassurance about performance, effectiveness and efficiency. This recognises Sir Ken Knight's call for the peer review process to be strengthened.

The Government is interested in views on how the performance of fire and rescue services could be better reviewed and supported under Police and Crime Commissioners.

## Question

6. How do you think the requirement for a Police and Crime Commissioner to have access to an informed, independent assessment of the operational performance of the fire service should best be met?

## Scrutiny

Police and Crime Commissioners have well-established scrutiny mechanisms, based on the powers and functions of dedicated Police and Crime Panels, external audit, and transparency requirements.

Fire and rescue authorities' scrutiny arrangements are also well established, with decision making scrutinised by elected councillors. Fire and rescue authorities are also subject to local audit and transparency requirements set out in the Fire and Rescue Service National Framework.

The Government believes that where a Police and Crime Commissioner takes on responsibility for fire and rescue, the remit of the Police and Crime Panel should be expanded to include scrutiny of the Police and Crime Commissioner's fire responsibilities, (including any necessary changes to membership to ensure fire and rescue expertise). This approach would support the public in holding the Police and Crime Commissioner to account for all elements of their role. The Government expects the highest levels of transparency and has set out the information that Police and Crime Commissioners must publish to support the public in effectively holding them to account. These requirements will apply to Police and Crime Commissioners in their expanded roles.

## Questions

7. Do you agree that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire services?

8. Do you think that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?

## Complaints

The majority of complaints and conduct matters against fire officers and staff are currently handled internally by the fire and rescue services. The public has recourse to the Local Government Ombudsman in certain cases of maladministration. The Health and Safety Executive may also investigate in certain situations.

Where a Police and Crime Commissioner takes on responsibility for fire and rescue services, it will be necessary to look at how complaints against fire officers and staff should be handled.

In cases where a Police and Crime Commissioner takes over governance of a fire and rescue service but employs fire service personnel separately, with police personnel continuing to be employed by a chief constable, the Government believes that the complaints system should also remain separate. The complaints system for fire should continue to operate as it currently does, with the Police and Crime Commissioner holding the chief fire officer to account for its administration. Where complaints raise more serious issues, either of health and safety or maladministration it believes that – as at present – these should continue to be referred to the Health and Safety Executive or Local Government Ombudsman.

Where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services, the Government is considering whether complaints and conduct matters concerning fire and rescue personnel should be treated in a similar way as complaints and conduct matters concerning the police. Police complaints are currently handled under the Police Reform Act 2002. The misconduct system for police staff is based on ordinary contracts of employment and varies by force. The Government is currently in the process of overhauling the police complaints and disciplinary systems, but is seeking in this consultation to gather views on the wider principle that complaints and conduct matters for fire and police should be treated in the same way under a single employer model. The Government is also interested in views on whether there would need to be any specific exceptions for fire personnel in these circumstances – for example, from provisions relating to deaths and serious injuries, and on any wider implications for the Independent Police Complaints Commission.

## Question

9. Do you think that where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?

## Workforce issues

Where a Police and Crime Commissioner takes responsibility for a fire and rescue service, whether the staff are employed directly by the Police and Crime Commissioner or by a chief officer who would also employ police personnel, they would be covered by the Cabinet Office Code of Practice – ‘Staff Transfers in the Public Sector’. This requires provision to be made for staff to transfer on a basis which follows the Transfer of Undertaking (Protection of Employment) Regulations 2006.

Terms and conditions of firefighters and control staff are negotiated on a UK-wide basis via the National Joint Council for Local Authorities’ Fire and Rescue Services. The National Joint Council has no statutory basis and it is for fire and rescue authorities to decide whether or not to remain members. Fire and rescue authorities also have the power to negotiate changes to terms and conditions at local level whilst remaining members of the National Joint Council. The Government proposes that this same choice should remain open to Police and Crime Commissioners, who would need to approach the National Joint Council if they wished to become members.

An independent review of the conditions of service of fire and rescue staff in England concluded earlier this year. The Government is considering the findings of that review.

## Enhancing collaboration between police and fire and rescue

In areas where fire and rescue services remain the responsibility of a fire and rescue authority, it will still be beneficial to ensure that Police and Crime Commissioners and fire and rescue authorities have meaningful opportunities to drive effective collaboration between fire and police services.

**The Government intends that, where a Police and Crime Commissioner has not become responsible for the fire and rescue service in their local area, they should nevertheless have the opportunity to be represented on the fire and rescue authority or its committees with voting rights according to the proposals of the Police and Crime Commissioner and the constituent authorities.**

This would be feasible for ‘standalone’ fire and rescue authorities but would be more complex in areas where a county council has responsibility for a fire and rescue service, and might not have a dedicated sub-committee for fire. In such cases, any voting rights extended to Police and Crime Commissioners would need to be restricted only to matters affecting the fire and rescue service. It would also be important to consider how adding Police and Crime Commissioners to the membership of fire and rescue authorities might affect the political balance of those bodies.

### Question

10. Do you agree that Police and Crime Commissioners should be represented on fire and rescue authorities in areas where wider governance changes do not take place?

## London Fire and Emergency Planning Authority

In December 2013, the Department's response to the Communities and Local Government Committee's report on the Greater London Authority Act 2007 and the London Assembly on the potential reorganisation of the London Fire and Emergency Planning Authority noted that Ministers would be willing to consider alternative governance models for fire in London.

Since publication of that response, it has become increasingly clear that the current arrangements in London are unsustainable and reform of fire decision making in the capital is needed. There are now too many instances of the Mayor having to use his powers to direct the London Fire and Emergency Planning Authority on the exercise of its functions. Having to repeatedly issue directions to a decision making body that has shown itself unable to engage responsibly with its city's directly elected Mayor is inappropriate, time consuming and costly to the taxpayer.

The Government believes that abolishing the London Fire and Emergency Planning Authority would strengthen democratic accountability by removing the current confusion whereby the Mayor is accountable for setting the annual budget for fire, but is in a minority position on London Fire and Emergency Planning Authority in respect of decisions relating to fire provision. It would also mean that the position in London will be consistent with the Government's proposals for metro mayors and Police and Crime Commissioners elsewhere in England to be able to take on the governance of fire and rescue services.

**Therefore, the Government intends to legislate to abolish the London Fire and Emergency Planning Authority and to enable the Mayor of London to take direct responsibility for fire and rescue.**

In the event of London Fire and Emergency Planning Authority being abolished, oversight of the London Fire Brigade on behalf of the Mayor/Police and Crime Commissioner will need to become the responsibility of another body. There are different ways in which fire responsibilities could be incorporated into the mayoral structure. For example, they could be given to the existing Mayor's Office for Policing and Crime; a new Mayoral agency for fire and rescue could be created; or the Greater London Authority could perform the function.

### Questions

11. Do you agree that the London Fire and Emergency Planning Authority should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?



12. In the event that the London Fire and Emergency Planning Authority is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?

The London Fire Brigade undertakes a pan-London resilience and emergency planning function on behalf of London's local authorities. London Fire and Emergency Planning Authority also has the day-to-day operational responsibility for the London Resilience Team which supports the work of the London Resilience Forum and delivery of the Mayor of London's responsibilities for resilience. The Government will discuss with the Mayor's Office, the Greater London Authority, London Councils and the local authorities how strategic oversight for resilience in the capital and continued co-ordination of London's resilience and emergency planning activities are maintained.

## Civil Contingencies

Police forces and fire and rescue services have duties placed on them under the Civil Contingencies Act, both as individual emergency responders and as members of local resilience forums. The proposal for Police and Crime Commissioners to take on responsibility for fire and rescue would represent a significant change in the organisational context for resilience planning at local level. Views are therefore sought on the implications for local resilience where a Police and Crime Commissioner is responsible for both police and fire.

### Question

13. To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?

## Local devolution

Under local devolution proposals, responsibility for local resilience and accountability could transfer to metro mayors and/or combined authorities. In some cases, metro mayors could take on the role of Police and Crime Commissioner and/or fire and rescue authority. Views are invited on the implications and options for responsibilities for civil resilience for areas that will have a metro mayor.

As part of this Government's commitment to build a Northern Powerhouse – the vision based on solid economic theory that enabling the cities and regions of the north to come together to pool their strengths in order to become greater than the sum of its parts - the Cities and Local Government Devolution Bill will enable the new directly-elected Mayor of Greater Manchester to take on the role of the Police and Crime Commissioner, and extends the period of office of the current Police and Crime Commissioner until 2017.

The Greater Manchester Fire and Rescue Authority will be abolished and legislation will enable the transfer of its functions to the Elected Mayor. Appropriate arrangements will be introduced to oversee the operational discharge of functions.

### Question

14. To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the Police and Crime Commissioner and responsible for the fire and rescue service?

## Closer working between Police and Crime Commissioners and NHS ambulance trusts

Police and Crime Commissioners have shown ambition for their forces to collaborate closely with other emergency services. For example, Northamptonshire has a joint operations team which plans all operational activity across the three emergency services. In London, the Mayor (who is the Police and Crime Commissioner for London) has driven closer working between the Metropolitan Police Service and London Ambulance Service to manage the increasing demand on both services.

The Government believes that Police and Crime Commissioners have an important role to play in how their local NHS ambulance service is run. They can drive greater joint working with the other emergency services, which can not only reduce pressures on the services but also help those needing medical treatment. We want to see Police and Crime Commissioners and NHS ambulance trusts working more closely together to ensure the demand the police and NHS ambulance services place on each other, on a day-to-day basis, is dealt with in the most effective and efficient manner.

The Government is also committed to continue to encourage joint working with the NHS ambulance service, whether on co-responding or the wider agenda to improve health outcomes.

**The Government therefore encourages local ambulance NHS foundation trusts to consider their engagement with their local Police and Crime Commissioners and whether to have Police and Crime Commissioner representation on their council of governors.<sup>8</sup>**

Police and Crime Commissioners will be able to harness the local partnerships they have built across their force areas to help the NHS ambulance trusts achieve their aims, and this should support both the Police and Crime Commissioner and ambulance leaders to ensure that the police and NHS ambulance services reduce any inappropriate demands they place upon the other. As each NHS ambulance trust covers more than one police force area, we would allow for flexibility and let Police and Crime Commissioners decide with their ambulance NHS foundation trusts what representation works best locally.

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<sup>8</sup> There are ten regional ambulance trusts which provide ambulance services in England, of which five are currently foundation trusts. Each foundation trust is governed by a council which represents the interests of the public, ambulance staff and partner organisations, and influences the strategic direction taken by the trust.

## Other views or comments

### Questions

15. Are there any other views or comments that you would like to add in relation to emergency services collaboration that were not covered by the other questions in this consultation?

16. Do you think these proposals would have any effect on equalities issues?

## Concluding remarks

Three governance models are being proposed for closer working between the police and fire, and it will be for local areas to consider those options and put forward an approach that best suits their own circumstances. There is no intention to amalgamate the two services and we will not be changing legislation which currently precludes a police constable from acting as a firefighter; nor would a firefighter be able to undertake activity which requires warrant powers. Central government funding for the two organisations will continue to remain separate, as will council tax precepts, maintaining transparency for local taxpayers on the level of funding to each service.

Government strongly believes that the proposed models will enhance collaboration and improve closer working between the emergency services and greatly enhance the service provided to the local communities – but still retain their individual identities and operational functions.

The Government believes that greater collaboration between NHS ambulance service and the other emergency services has the potential to deliver better services for the public and greater efficiency. This will help the NHS ambulance service focus on its core role of delivering clinical NHS services. The Government expects the NHS ambulance service to do more in helping people access the right care closer to home through greater collaboration with primary and community care so that people are only transported to A&E when their clinical condition requires it.

## Consultation questions

1. How do you think this new duty would help drive collaboration between the emergency services?
2. Do you agree that the process set out above would provide an appropriate basis to determine whether a Police and Crime Commissioner should take on responsibility for fire and rescue services?
3. Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?
4. What benefits do you think could be achieved from empowering Police and Crime Commissioners to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?
5. Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?
6. How do you think the requirement for a Police and Crime Commissioner to have access to an informed, independent assessment of the operational performance of the fire service should best be met?
7. Do you agree that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire services?
8. Do you think that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?
9. Do you think that where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?
10. Do you agree that Police and Crime Commissioners should be represented on fire and rescue authorities in areas where wider governance changes do not take place?
11. Do you agree that the London Fire and Emergency Planning Authority should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?
12. In the event that the London Fire and Emergency Planning Authority is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?
13. To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?
14. To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the Police and Crime Commissioner and responsible for the fire and rescue service?
15. Are there any other views or comments that you would like to add in relation to emergency services collaboration that were not covered by the other questions in this consultation?
16. Do you think these proposals would have any effect on equalities issues?

## Information about you

1. Which of the following best describes your organisation or the professional interest that you represent? *Please select one option.*

- Police and Crime Commissioner
- Police force
- Individual police officer or police staff
- Fire and rescue authority
- Individual Fire Officer or fire staff
- Local Authority
- Ambulance trust
- Individual ambulance trust employee
- Representative body (please specify)
- Professional body
- Industry body
- None – I am responding as a member of the public
- Prefer not to say
- Other (*please specify*)

2. Which organisation or force do you represent? *Providing this information is optional.*

3. If you are a police officer or police staff which of the following best describes your rank? *Please select one option.*

- Constable
- Sergeant
- Inspector
- Chief Inspector
- Superintendent
- Chief Superintendent
- Chief Police Officer ranks
- PCSO
- Special Constable
- Police staff
- Other (*please specify*)

4. If you are a fire and rescue authority employee which of the following best describes your role?

*Please select one option.*

- Non-uniformed staff
- Fire fighter
- Leading Fire fighter
- Crew Manager
- Watch Manager
- Station Manager
- Group Manager
- Area Manager
- Brigade Manager
- Assistant Chief Fire Officer
- Deputy Chief Fire Officer / Deputy Chief Executive Officer
- Chief Fire Officer / Chief Executive Officer
- Other (*please specify*)

5. If you are an ambulance service employee which of the following best describes your role?

*Please select one option.*

- Control room staff
- Patient Transport Service staff
- Ambulance support
- Paramedic
- Management role
- Support staff
- Other (*please specify*)

**20 OCTOBER 2015**

## **PANEL WORK PLAN AND FUTURE MEETINGS**

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### **Recommendation**

- 1. It is recommended that the Panel:**
  - a) considers the content of the report and the proposed work plan**
  - b) agrees to the approach suggested for the work programme for October 2015 – March 2016 (paragraphs 5 & 6)**
  - c) determines the membership of a task and finish group to the Police and Crime Plan**
  - d) determines the membership of the budget task and finish group**
  - e) notes the Chairman's proposal to meet regularly with the Warwickshire PCP Chair and Vice Chair**
  - f) notes the future Panel meeting dates and determines whether to continue meeting around the West Mercia area**

### **Purpose**

- 2. To propose a work plan for the Panel to cover the period October 2015 - March 2016.**

### **Background**

**3. A work plan for the Panel enables members to prepare in advance and gives officers from each of the West Mercia Local Authorities time to brief their respective Panel Members prior to each meeting. It also assists the Office of the Police and Crime Commissioner in preparing their reports. It is not intended to set out the full agendas for meetings, as consideration must always be given to any matters arising over the period which may require the attention of the Panel, and there must remain a degree of flexibility in the Panel's approach.**

**4. In October 2014 the Panel agreed a work plan which set out a schedule of when the Panel would consider each of the 11 West Mercia Police and Crime Plan 2013-2017 objectives.**

### **Review of the Police and Crime Plan**

**5. The Panel has a duty to review the Police and Crime Plan and Annual Report and review and scrutinise decisions made by the Police and Crime Commissioner. To enable the Panel to conduct the required scrutiny of progress made against the Plan on a cyclical basis, it is suggested that "Progress made against the Police and Crime Plan objectives" remain as a standing agenda item, and that the Panel focus its discussions on a few of the objectives each time.**

6. As the Commissioner is moving towards the end of his four year term, it is suggested that in February 2016 – alongside consideration of the 2015/16 Annual Report – the Panel also receive an overview report from the PCC focusing upon his full term in office.

7. Looking ahead, it is also proposed that a Task and Finish Group be established to examine the current Police and Crime Plan. The Task and Finish Group would look at the Plan's priorities, actual outcomes of its objectives, the value for money achieved and the challenges that are likely to be faced in the future. It is hoped the findings could inform the development of the next Plan.

8. The Panel is asked to determine membership of this Task and Finish Group, which would give an interim report back to the Panel in February 2016.

### **Budget Task and Finish Group**

9. As in previous years it is proposed that the Panel establishes a task and finish group to scrutinise the proposed budget and precept, before it is considered by the whole Panel in February 2016. The Task and Finish Group would meet in January 2016. The Panel is asked to determine membership of this Task and Finish Group.

### **Strategic Alliance between West Mercia Police and Warwickshire Police**

10. The Chairman and Vice-Chairman have suggested that they set up a liaison arrangement with the Chair and Vice-Chair of the Warwickshire Police and Crime Panel. The intention is to meet on a six-monthly basis to exchange information and proposals which may be of mutual interest. It would be useful for this to be in place before next May's Commissioner elections and it is suggested the Chairman and Vice-Chairman report back to the Panel in February 2016.

### **Future Panel Meetings**

11. The Panel is asked to determine whether they wish to continue moving the Panel meetings around the West Mercia area, or whether to hold all meetings at County Hall, Worcester. Meeting in Worcester reduces the need for members to make long journeys across the West Mercia area and its proximity to the Commissioner's office at Hindlip facilitates their attendance. The benefits of circulating around the area are that it potentially enables access to the meeting for members of the public across West Mercia, and all members would occasionally have shorter journeys.

12. Future meeting dates (all meetings to be in the afternoon) are:

- Tuesday 8 December 2015
- Tuesday 2 February 2016
- (Tuesday 16 February 2016 if necessary)
- Wednesday 6 July 2016
- Wednesday 5 October 2016
- Wednesday 7 December 2016
- Wednesday 8 February 2017



## Contact Point

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**REPORT OF THE  
CHIEF EXECUTIVE  
OFFICER**

**WEST MERCIA POLICE  
AND CRIME PANEL  
20 OCTOBER 2015**

**POLICE & CRIME PLAN ACTIVITY AND PERFORMANCE MONITORING  
REPORT**

**1. PURPOSE**

The purpose of this report is to provide members of the Police and Crime Panel with an update on progress in delivering the Police and Crime Plan for West Mercia 1 April 2013 – 31 March 2017. This report covers the time period 1 July - 30 September 2015 (unless otherwise stated).

**2. BACKGROUND**

The Police and Crime Plan (the Plan) for West Mercia came into effect on the 1 April 2013 and sets out the aim and objectives of the Police and Crime Commissioner (PCC) for policing and community safety across West Mercia. The Plan also contains details of governance and accountability arrangements. The Plan was subject to variation in March 2014 and July 2015.

**3. FORMAT OF THE REPORT**

This report is presented in three sections as follows:

- Part 1:** Progress on each of the objectives listed in the plan and an update on the grant scheme.
- Part 2:** An update on performance by exception
- Part 3:** A brief outline of the PCC's key activity related to his performance role and function which is not captured in parts 1 or 2 of this report

**4. PART 1 – UPDATE ON THE POLICE AND CRIME PLAN OBJECTIVES**

The police and crime plan came into effect on 1 April 2013 and the activity reported here covers the period 1 July 2015 – 30 September 2015 (unless otherwise stated). For each objective a short narrative on activity is provided.

**Objective 1 – To provide an effective neighbourhood policing model, with a focus on areas of greatest need**

A project team has been set up to increase the numbers of Special Constables. Although current numbers of Special Constables (294 as of Sept 15) is consistent with previous figures the much reduced and streamlined recruitment process will go live in November 2015 and it is anticipated that 20 - 25 special constables can be recruited

(per policing area) trained and deployed in a three month timescale, reducing down the process which currently can take over a 1 year to complete. Two designated Special Constable recruitment officers have been employed specifically to recruit within West Mercia, both serving Specials, and they commence in November to coincide with the start of the new improved streamlined recruitment and training process.

Currently there is a total of 247 volunteers within West Mercia working in areas as diverse as Harm Assessment Units, Coroners Court, Safer Neighbourhood Teams, Patrol Teams and within Child Sexual Exploitation teams and supporting watch schemes. A pilot project utilising volunteers to assist with viewing of CCTV which is a new area within volunteering is to start soon, along with the roll-out the role of SNT volunteer across West Mercia. This is a volunteering opportunity designed to support SNT engagement with local communities.

StraDA is substantive item on the panel's agenda.

### **Objective 2 – To reduce the volume of violent crime with an emphasis on addressing the harm caused by alcohol through partnership working**

During 2015/16 the PCC has increased financial support to Street Pastor and Taxi Marshal schemes by over £10,000. The street pastor scheme has been very successful in supporting and helping vulnerable people. As a result of its success a day time street pastor scheme is being developed in Hereford.

In addition the PCC continues to work with CSPs and other partners to ensure that each partnership maintains a clear focus on reducing the harm caused by alcohol in the night time economy.

### **Objective 3 – To reduce the harm caused by drugs with a focus on treatment, and targeting those that cause the most harm**

The PCC and his office continue to work closely with substance misuse teams and community safety partnerships to ensure that outcomes are being delivered and that crime and anti-social behaviour linked to substance misuse is addressed.

The PCC has started detailed work with each of the 5 CSP's across West Mercia, to develop a strategic commissioning framework for each area. Each framework will set out the priorities for the Partnership, creating a golden thread between crime profile and data - output - outcome and Objective. It will also provide an opportunity to explore joint commissioning, alignment of budgets across partners, understand shared outcomes and open up strategic dialogue to manage risk where funding can not be guaranteed by the partnership.

### **Objective 4 – To reduce the volume of anti-social behaviour incidents**

As previously reported to the Panel it has been agreed with partners not to pursue a West Mercia anti-social behaviour strategy, instead it will be continued through local partnership working. All five Community Safety Partnerships have confirmed that delivery of this objective is being addressed locally and reflected in revised delivery

plans. The PCC supports partners using the West Mercia Grant scheme to provide targeted funding for related initiatives.

A community remedy scheme was introduced across the alliance in 2014. This allows for some anti social behaviour and low level crime to be dealt with outside of court proceedings and gives the victim a say in how offenders should make amends for their actions, based on a list of options. Between its introduction and the end of August 2015 West Mercia police has issued almost 2,700 community remedy outcomes. As well as a robust review process the community remedy scheme is subject to independent scrutiny.

**Objective 5 – To bring offenders to account and reduce re-offending**

Integrated Offender Management (IOM) continues to be a successful approach to tackling crime and reoffending across West Mercia. At any one given time, the 5 IOM teams operating across West Mercia are managing close to 250 offenders who pose a significant risk of committing further offences. In order to tackle this issue 5 locally based groups assess risk and need of the offender and then agree an appropriate plan to address those needs.

The Alliance has just carried out a review of IOM with the view that organisationally IOM needs to be at the heart of tackling offending behaviour. The PCC and senior officers will consider the findings from this review and options to develop IOM later in October. 2015.

**Objective 6 – To develop and implement a business crime strategy**

On the 1 October West Mercia Police reinforced their commitment to rural communities by launching a new campaign 'Rural Matters'. The first initiative of the campaign is '50 days of focus' which aims to raise awareness of the policing activities happening each day in rural communities. This campaign has been supported by the PCC and it is envisaged that a similar campaign around business crime can be taken forward in future.

In addition a Superintendent has overall alliance wide lead on rural and business crime and within each local policing area there are identified lead officers for both rural and business crime. Quarterly tactical meetings, attended by the OPCC, are being held which provides an opportunity to identify and share good practice across the force and provide the PCC with an operational overview of this area.

A rural and business crime governance board has been established to oversee the strategic delivery of the alliance rural and business crime strategies including providing advice to enable the PCCs to make funding decisions. The Board meets on a quarterly basis and is chaired by a representative from the Warwickshire Chamber of Commerce.

When it last met in July the Board agreed a new speedier process for assessing funding application which has enabled the PCC to make funding decisions on the applications received. This has included supporting a 'Horse watch' scheme in West Mercia, which will replicate a very successful scheme in Warwickshire and a CCTV project for a parade of shops in Telford.

**Objective 7 – To work in partnership to protect the most vulnerable people in our society**

As part of the PCC 's commitment to tackle CSE child sexual exploitation (CSE), the PCC is in talks with the University of Worcester and other academic institutions to see how the development understanding of the risk profile of CSE across West Mercia can be further developed.

The rates of reported offences and the impact on service provision for both Domestic Abuse and Sexual Violence programmes has led to the PCC committing additional resources to reduce waiting times and lists, and aid the capacity of the respected IDVA's/ISVA's services. Investment into IDVA's and ISVA's has been a key priority for this year.

The PCC's work with CSP's to develop commissioning frameworks (see objective 3 above) forms part of the work for this objective.

**Objective 8 – To deliver a supportive and effective response to victims and witnesses**

The PCC is developing a commissioning framework for victims, reducing offending and reducing crime. This will be informed primarily from local data sets and knowledge from the CSP frameworks (outlined in objective 3 above). The commissioning framework will assist in shaping future provision, creating even stronger links to evidence of need and proportionality across the force area.

The PCC continues to work closely with the Local Criminal Justice Board and partners to review and provide scrutiny of the Alliance's Out of Court disposal (OOC) policy and the OOC scrutiny panel, which includes oversight and scrutiny of community remedy. In addition, the PCC is working closely with partners to ensure that appropriate services are commissioned to strengthen and enhance our approach to restorative justice. For example, the PCC is currently supporting work in Shropshire care homes which uses restorative approaches to prevent young people in care from entering the criminal justice system.

**Objective 9 – To work with the Safer Roads Partnership to reduce the number of casualties on our roads**

A review of the governance arrangements for the Safer Roads Partnership is underway. At the end of September a range of partner organisations were invited to attend a initial meeting to discuss proposals. Invitees included the council highway authorities, Highways England, the Institute of Advanced Motorists and the fire and rescue services. The proposal agreed at the meeting was to have a twice-yearly governance and oversight Board underpinned by a simplified agreement and by the current Operations Fora, which are held at local authority level.

The PCC has recently sought people's views on the extension of 20mph speed limits, which came after a number of community comments on the subject. This informal

consultation has resulted in over 50 replies with respondents airing a wide range of opinions.

**Objective 10 – To meet the requirements of the Strategic Policing Requirement**

Strategic Policing must be provided at a standard to satisfy the Home Office Strategic Policing Requirement (SPR). In March 2015 the Home Secretary published a revised SPR and for the first time made Child Sexual Abuse an additional national threat.

The PCC continues to meet and discuss related issues on a regular basis with force personnel and as part of his weekly meeting with the Chief Constable. At a regional level the PCC attends a quarterly PCCs' meeting where regional collaboration is scrutinised.

**Objective 11 – To develop and implement a public engagement strategy**

The PCC continues to engage with a broad cross section of the community on a regular basis, right across the West Mercia area, and in a range of different ways. The PCC, Deputy PCC, or Community Ambassadors will typically be involved in approx 10-15 face to face engagements each week with a variety of different people, groups and organisations. PCC engagement is continually monitored on a weekly basis, and at quarterly intervals against the principles and guidelines of the Commissioner's strategy document.

The Community Ambassador scheme has continued to provide a valuable input to the PCC's work. The Ambassadors are now providing weekly feedback on a range of OPCC, community and police initiatives from across the force area. They continue to build their own network of local contacts, and enjoy good, open relationships with local police commanders & officers. Work from the Ambassadors now plays a much greater role in OPCC communications, feeding in to social media, website content and newsletter material, which helps to increase their profile locally and encourage more community figures to get in touch.

Children and young people continue to be a focal point for PCC engagement. The PCC is currently running a community safety competition and has invited all schools and training centres who teach key stage 2-4 children across West Mercia to take part. 97 primary schools and 31 secondary schools have expressed an interest in taking part in the competition.

The force has designed a new alliance watch messaging system and work commences on the build of this system on 9th November. This will replace the current system which is slow and has limited functionality. This new system is designed to be quicker, easier to use and has increased functionality allowing people to register for alerts which are of interest to them. It is hoped (subject to confirmation of timescales by the company building the system) to have a rollout of this new watch messaging system around the beginning of 2016 - this will improve the timeliness of message alerts to watch schemes.

The Neighbourhood Watch scheme in West Mercia is currently going through a transitional phase. The PCC has no direct jurisdiction over the scheme, but has been

kept sighted on developments, and has regular updates (either directly or through his office) on local work. The scheme will be re-launched later this year, and the PCC will be at the event.

## **Grants**

The West Mercia Commissioner's Grant Scheme was launched in April 2013. The intention is to maintain the scheme fund at £2 million each year throughout the Commissioner's term of office (subject to changes in the overall financial position).

The grant process was redesigned earlier this year. The new scheme is split into 'tier 1' and 'tier 2' grants. Tier 1 grants are grants under £20,000 with outcomes achieving Police and Crime Plan objectives. An update on the tier 1 grant allocation was provided in July's report.

Tier 2 grants are in excess of £20,000 and focused on specific outcomes and delivery often within specific areas where it is known that demand is such that additional investment is required. The tier 2 scheme was opened for a set period during the summer and 18 applications for funding were received. The PCC has recently agreed to support 5 of the applications, one which builds capacity for sports networks and the remainder build employment capacity. Once formalised these grants should complete the PCC's spend on diversionary activity.

## **5. PART 2 – PERFORMANCE MONITORING REPORT**

From the 1<sup>st</sup> April 2014 the police and crime plan contains no specific measures or targets to which the force is being held to account for performance. The removal of all targets represents a fundamental cultural shift for the force and from the outset of the new regime the Chief Constable has been clear that protecting people from harm is the key driver for the force. This approach is supported by the PCC.

The force performance team have been working with both PCC offices to develop a new performance framework and reporting processes for the alliance. As a result of this work a monthly performance report will now be published and in the months of October, January, April and July this will be expanded to be a quarterly report. It is intended that the PCC uses this report to inform his discussions on performance with the chief constable. The PCC will also be publishing the quarterly report on his website.

Attached at appendix A is the performance report for August which was published in September. The first of the quarterly reports will be tabled to panel members at the meeting. The report attempts to provide some context and understanding of the data shown, an approach that will be developed and refined over time.

Members of the Panel are invited to comment on the report.

## **6. PART 3 – PCC ACTIVITY**



In relation to performance the following provides a brief outline of PCC activity not captured in parts 1 or 2 of this report, but which will be of interest to the panel. This update relates to the period 1 July 2015 to date.

**Staffing update** – The appointment of Elizabeth Hall as the temporary Alliance Treasurer is a separate agenda item for this panel meeting.

**Joint Audit Committee** - the Independent Joint Audit committee met in September 2015. Items considered included the statement of accounts, external and internal audit, risk registers, chairs annual report and the terms of reference for the committee.

**Trust, Integrity and Ethics Committee** - this committee is responsible for enhancing trust and confidence in the ethical governance and actions of Warwickshire Police and West Mercia Police. The committee last met in July 2015. Items considered included out of court disposals, the HMIC crime data integrity review, complaints statistics and dip sampling. The committee also considered a number of items in a closed session including an internal review of the Professional Standards department.

**Her Majesty's Inspectorate of Constabulary (HMIC)** – from the 1 July to date HMIC has not published any new West Mercia specific reports, however there has continued to be an intensive programme of inspections and revisits by the inspectorate. As part of the HMIC inspection process the PCC or his staff have attended briefings and 'hot debriefs' on a number of inspections that will be published during 2015 and early 2016.

The PCC monitors the force response to any recommendations arising from HMIC reports and holds the chief constable to account for implementation of these recommendations.

## **7. Recommendation**

Members of the Panel are invited to consider the report.

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# Performance Summary (West Mercia)

## August 2015


Author:	Performance Review
Date:	August 2015
Version:	1
GPMS marking:	

# Monthly Performance Summary

## 1. Introduction

This performance document aims to report on areas of performance that relate to the priorities contained in the Police and Crime Plan and key areas of risk identified in the Alliance Control Strategy.

The document does not report on all aspects of performance, it comments on areas where there has been a notable change. The force monitors a wide range of other information to support the management of performance.



**Police and Crime Plan Priorities:**

- to ensure an efficient and effective police service is delivered
- to reduce crime and disorder
- to protect communities from harm
- to provide a strong and powerful voice for the people and victims of crime.

THE POLICE AND CRIME PLAN FOR WEST MERCIA  
1 APRIL 2015 - 31 MARCH 2017

### Alliance Control Strategy 2015

Alliance priorities have been identified using the Management of Risk in Law Enforcement (MoRLE). MoRLE is a structured methodology and matrix which aims to provide a consistent approach across law enforcement agencies.

Strategic Policing Requirement: Terrorism, Serious and organised crime, Cyber crime, Threats to public order, Civil emergencies, Child sexual exploitation

**The Control Strategy identifies priorities based on assessment of areas of highest risk and harm.**

- Cyber crime:** Includes both cyber enabled and cyber dependent crime. Maximising evidential opportunities will benefit all address knowledge gaps.
- Child sexual exploitation:** Areas of CSC and subsequent offences are a priority. Includes child sexual exploitation, child sexual abuse, and serious acquisitive crime of organised motorcycle gangs.
- Rape and sexual assault:** Sequencing and recognising victims remains a priority.
- Domestic abuse:** Promoting partnership working and increasing confidence in reporting.
- Killed and seriously injured RTCs:** Support the work of the Alliance Safer Roads Partnership to reduce the number of people killed and seriously injured on our roads.
- Modern slavery and human trafficking:** An emerging threat with significant intelligence gaps. Increasing awareness and understanding will improve response and identification of victims.
- Female genital mutilation:** Monitored threat with likely increase from statutory reporting by health professionals.
- Foreign national offenders:** Targeted operations developed to tackle this criminality.
- Serious acquisitive crime:** Increasing intelligence gathering, focussing on handlers, enablers and facilitators.
- Violent crime:** Partnership strategies designed to tackle drugs and alcohol related violence.
- Pipeline incursions:** Supporting national response to minimise risk.

Intelligence requirement represents what we need to know more about

POLICE POLICE

## 2. Summary of Performance

**Aim: To Protect Communities from Harm**

### 2.1 COMMUNITY

#### 2.1.1 Confidence in Police

Public confidence in the police is measured through the national Crime Survey for England and Wales (CSEW). The data is updated quarterly and will therefore be reported in the next quarterly report.

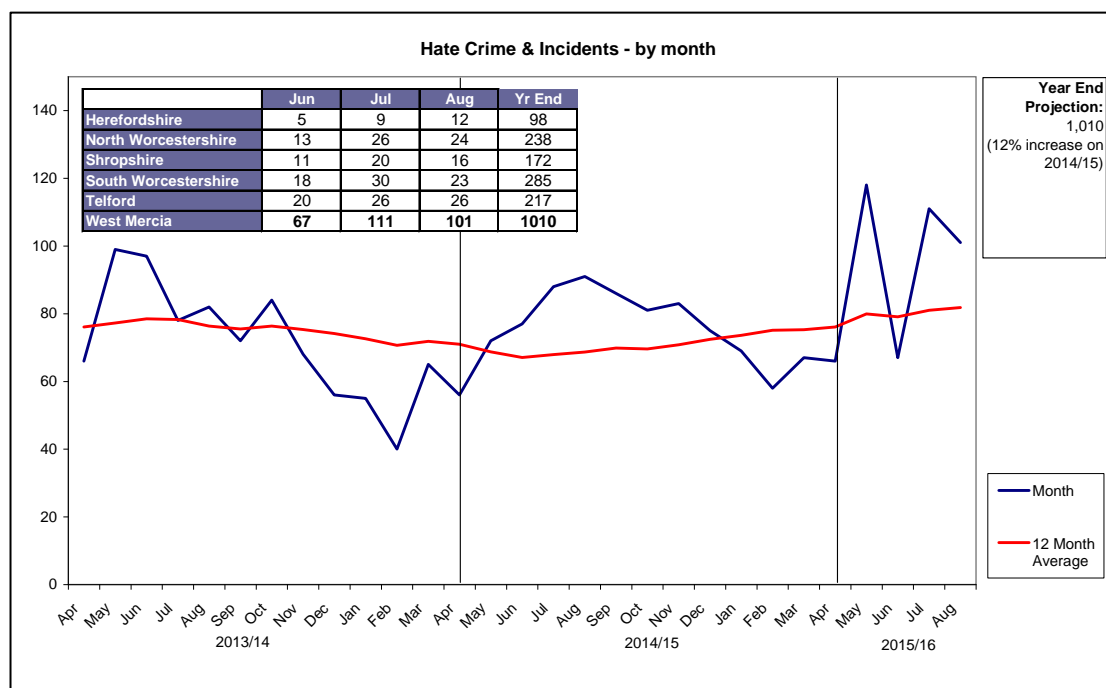
#### 2.1.2 Hate Crime

**Monitoring:** Trends over time  
Changes in type of hate crime offences

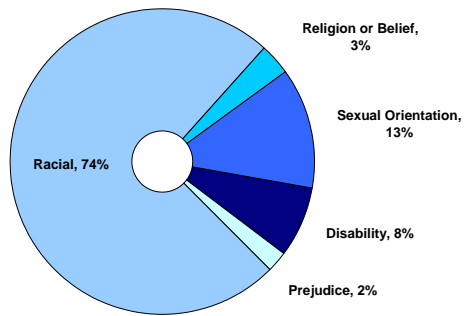
A key theme in the Force Hate Crime Strategy is to increase confidence in reporting hate crime and incidents enabling an effective response to be put into place as it is widely acknowledged that hate crime is under reported. Recognising the importance and impact of Hate Crime the Force has relaunched the Hate Crime Strategy in August by delivering a media campaign to raise awareness and local policing areas are undertaking activities to encourage reporting. The force is not seeking a reduction in reported offences and will monitor volumes and the satisfaction of victims.

101 offences/ incidents of hate crime were recorded in August, above the monthly average of 82.

The increased recording of racially and religiously aggravated offences closely matches most similar forces.

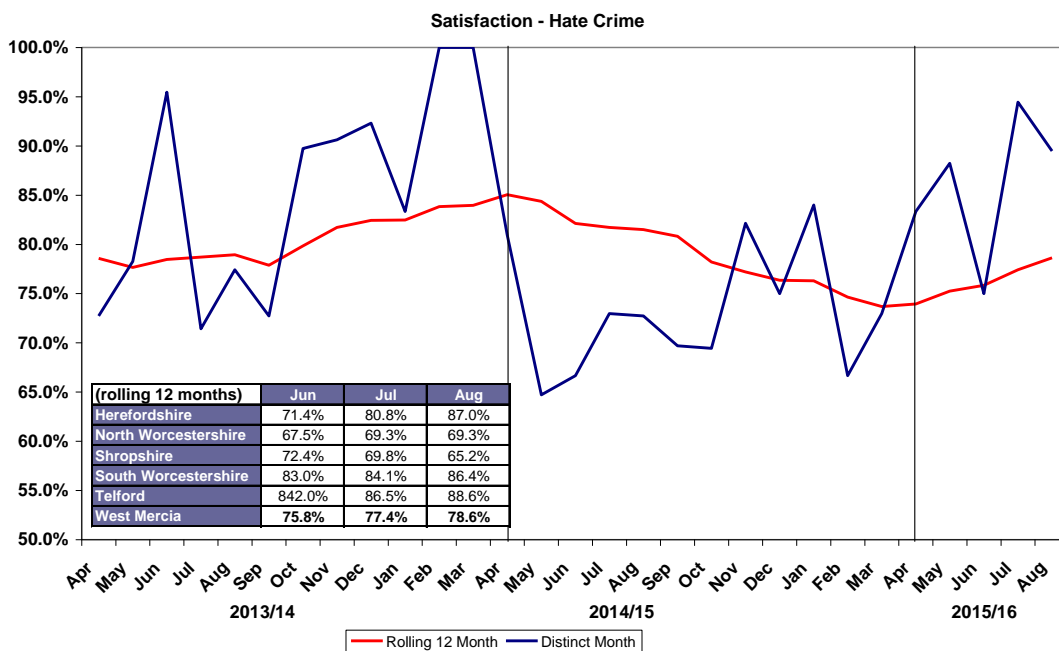


Three quarters (74%) of all hate offences were of a racial nature.



### Hate Crime Victim Satisfaction

Satisfaction of hate crime victims is currently 78.6%<sup>1</sup>.



Significant monthly variations are experienced within month on month monitoring which is expected due to low sample sizes of interviews to monitor satisfaction. The rolling 12 month average, shown by the red line on the chart, is showing a recent improvement since April 2015.

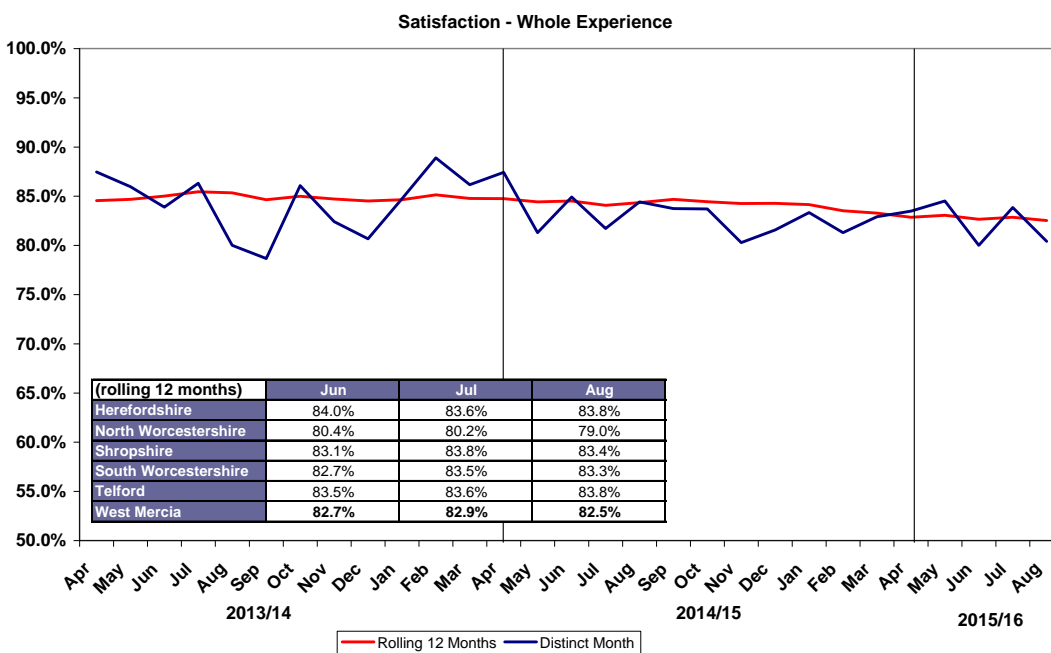
<sup>1</sup> This is based on interviews undertaken over the last 12 months to give an adequate sample size for analysis

## 2.2 VICTIMS

### 2.2.1 Victim Satisfaction

**Monitoring:** Trends over time  
Change against comparative Forces

Victim satisfaction for those interviewed in August stands at 80.4% satisfied with their experience, a small but not statistically significant decrease from 83.9% in July. Follow up contact from officers remains an area where there is opportunity to further improve service and satisfaction. Currently 73.9% of people surveyed are satisfied with this aspect of the service – a small improvement from July. Levels of service remains a feature of Performance Management Group and continues to place emphasis on improving service in this area and is subject to ongoing monitoring.



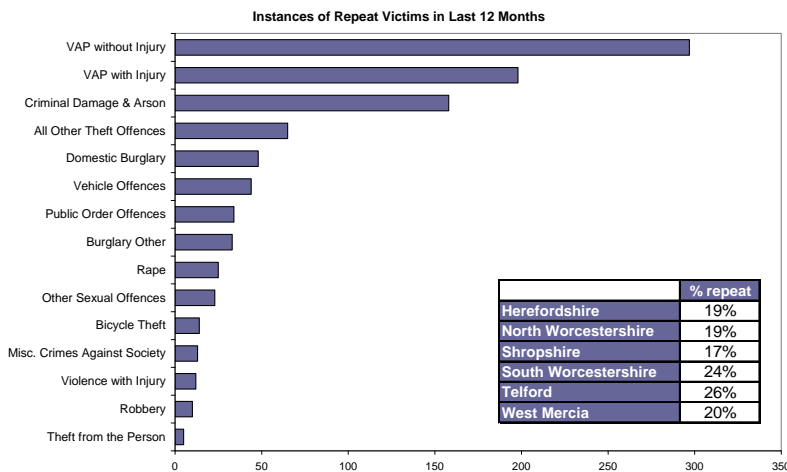
### 2.2.2 Crime Outcomes

Detail of crime outcomes will be reported on in the next quarterly report.

## 2.3 VULNERABILITY

**Monitoring:** Reduction in repeat victims and offenders  
Variation between Policing Areas

### 2.3.1 Repeat Victimisation

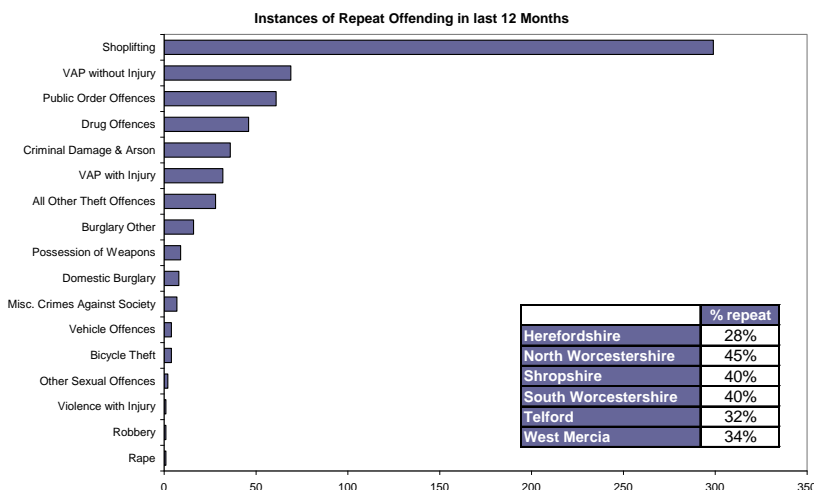


In August 2015, 3.5% (95) of all identified victims were repeat victims within the same month and 20% had been a further victim of crime at least once in the previous 12 months.

Repeat victims are most likely to be victims of violence with and without injury and criminal damage.

Analysis of repeat victims shows no significant change month on month. This is a developing indicator that is seeking to identify repeat victims who, given their experience of offending, may be vulnerable. We will continue to monitor this and make the record level data available to relevant policing areas and departments to enable a local review of the individual victims reflected in the above data.

### 2.3.2 Repeat Offending



In August 2015, 34% (176) of all identified defendants were also defendants in at least one other offence in the previous 12 months.

Repeat offenders were more likely to be defendants in shoplifting and violence offences.

Analysis of repeat victims shows no significant change month on month. We will continue to monitor this and make the record level data available to relevant departments.



### 2.3.3 Repeat Missing Persons

**Monitoring:** Trends over time  
Partner activity

Repeat missing persons are monitored due to associated vulnerability particularly with young persons and those in care.

The data included here is a summary of what is recorded on the force missing persons system. The number of missing persons reports is not a count of unique individuals – a report is generated for each instance any person is reported missing.

26% of all missing person reports relate to people reported missing more than once in August. Missing persons aged under 18 are more likely to be ‘repeats’ (40%). The repeat rate for all persons and those under 18 is notably higher in South Worcestershire (37% and 56% respectively) compared to other Policing Areas.

29% of all missing person reports relate to persons living in care homes.

	All Persons			Persons 18 Years and Under			Persons In Care	
	No. of Missing Reports	No. of Reports from Repeat Mispers	Repeat Rate (%)	No. of Missing Reports	No. of Reports from Repeat Mispers	Repeat Rate (%)	No. of Missing Reports	In Care Rate (%)
Herefordshire	42	6	14%	19	4	21%	8	19%
North Worcestershire	38	6	16%	14	4	29%	6	16%
Shropshire	69	18	26%	38	16	42%	26	38%
South Worcestershire	89	33	37%	52	29	56%	34	38%
Telford & Wrekin	51	11	22%	21	4	19%	11	22%
West Mercia Total	289	74	26%	144	57	40%	85	29%

There has been an increase in the volume of missing person reports recorded in West Mercia during the current financial year. The most significant increases have been observed in South Worcestershire. These appear to be predominantly driven by an increase in missing persons aged under 18 and an increase in the ‘repeat rate’ for this age group. Additionally, South Worcestershire has seen an increase in the no. of missing reports from persons in hospital (low volumes) and persons in care.

Work is currently being undertaken by the Harm Assessment Unit (South) to tackle the increase in South Worcestershire by targeting the children/young people and premises who are responsible for a disproportionately high volume of reports.

Shropshire Local Policing Area have also conducted an analysis of calls for service from care homes in the county and are looking for opportunities to improve working practices.

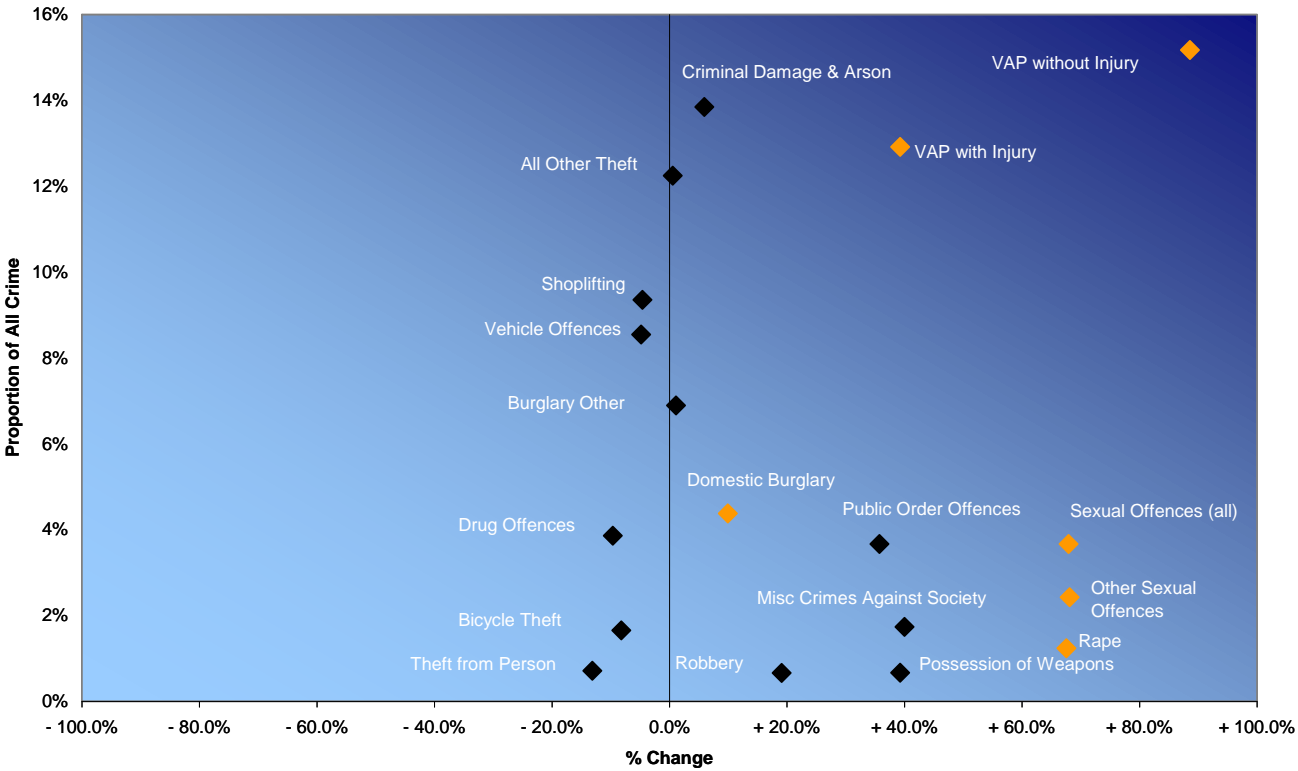
Overall, the increased awareness and focus around CSE and its relationship to missing children is also thought to be having an impact on levels of reporting.

The Missing Persons Partnership group are currently looking to commission analytical work to better understand the increasing demand.

**Aim: To Reduce Crime & Disorder**

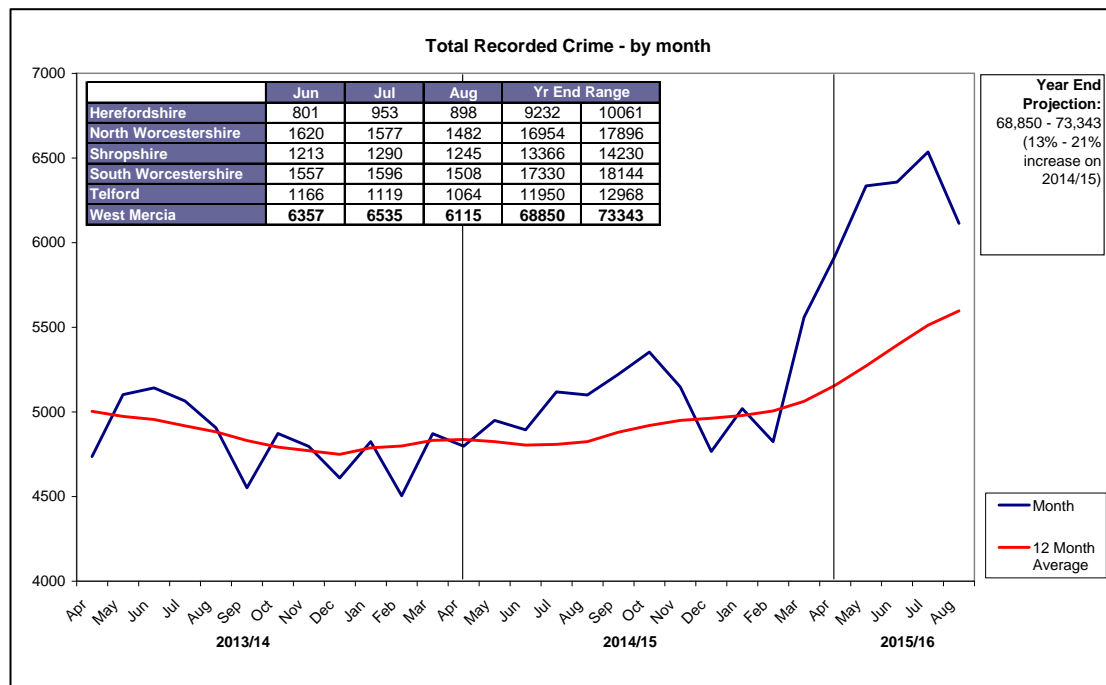
**2.4 HARM REDUCTION**

The chart below provides a snapshot of a wide variety of crimes that are monitored by the force. It shows whether they are increasing or decreasing and their relative proportion of all crime. The crimes the have an orange marker will be reported on.



## 2.4.1 Crime Recorded

**Monitoring:** Trends over time  
 Against projection  
 Against national and other force trends



August has shown a reduction in overall crime reported with a decrease of 6% on volumes reported in July. In August 2015, 6,115 offences were recorded across West Mercia.

The rise in crime volumes from March 2015, as previously reported, is represented nationally although higher rates have been recorded in West Mercia. The increase is predominantly due to changes and improvements in the recording of crime and the consequential increases in the recording of violent and sexual offences.

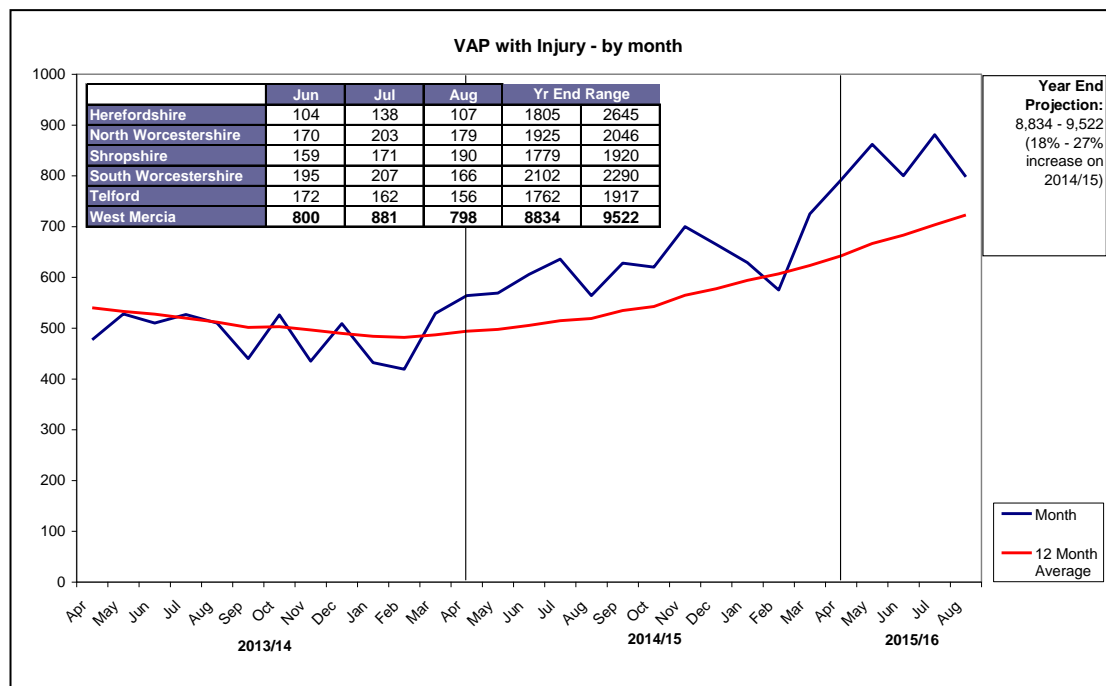
All five local policing areas have experienced the same rising trend in recorded offences reflecting the fact the increases are mainly driven by internal recording factors.

As a result of these process changes, and the audit of incidents from 2014/15 that has led to an additional 587 offences being recorded in the 2015/16 performance year, it is not straight forward to project where we see volumes at the end of 2015/16 at this time. In terms of total recorded crime, we currently expect year end volumes to be 13% - 21% above those of 2014/15.

	Last Month	12 Month Average
<b>Total Recorded Crime</b>	6115	5596
<b>Violence With Injury</b>	801	723
<b>Violence Without Injury</b>	1016	849
<b>Rape</b>	67	69
<b>Other Sexual Offences</b>	146	136
<b>Business Robbery</b>	3	4
<b>Personal Robbery</b>	39	33
<b>Domestic Burglary</b>	259	245
<b>Burglary Other</b>	441	386
<b>Vehicle Offences</b>	474	479
<b>Theft from Person</b>	52	40
<b>Bicycle Theft</b>	91	93
<b>Shoplifting</b>	547	523
<b>All Other Theft Offences</b>	697	686
<b>Criminal Damage &amp; Arson</b>	834	775
<b>Other Crimes Against Society</b>	648	556

The following offence types are either those identified as causing most harm to individuals or those with an emerging upward trend in volume.

## Violence with Injury<sup>2</sup>



At this point in time, projections for the end of 2015/16 are between 8,834 and 9,522 (18%-27% higher than 2014/15). These will be monitored and revised depending on evidence of month on month increases stabilising.

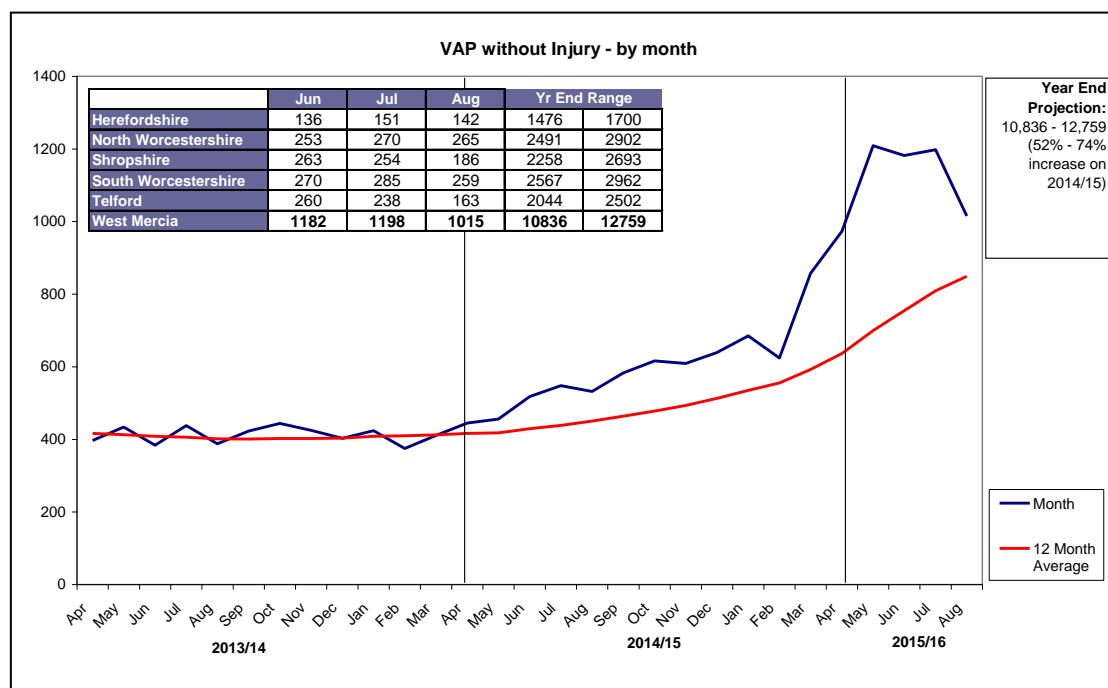
Almost 800 Violence with injury offences were recorded in August, accounting for 13% of total recorded crime. Volumes in August were lower than in July in all Policing Areas, with the exception of Shropshire. However in all areas they remain above the current monthly average. No identifiable reason has been identified for the decrease at this current time – we will continue to monitor volume trends.

In West Mercia the increase in reported offences has been influenced by the increased focus on the accurate and timely recording of reported offences and the review of domestic abuse risk assessments (DASH) for previously unreported offences. In addition there has been the recording of additional crimes following an audit of incidents from 2014/15 resulting in crimes being recorded in the current performance year.

The rise in recorded volumes has also occurred in most similar forces although the rate of increase in West Mercia has been higher. In part this is due to the recording of offences following the internal audit mentioned above.

<sup>2</sup> **Violence with Injury** includes murder & attempt murder, assault where there is injury or an attempt to inflict injury and death by driving

## Violence without Injury<sup>3</sup>



At this point in time, projections for the end of 2015/16 are between 10,836 and 12,759 (52% - 74% increase on 2014/15). These will be monitored and revised depending on evidence of month on month increases stabilising.

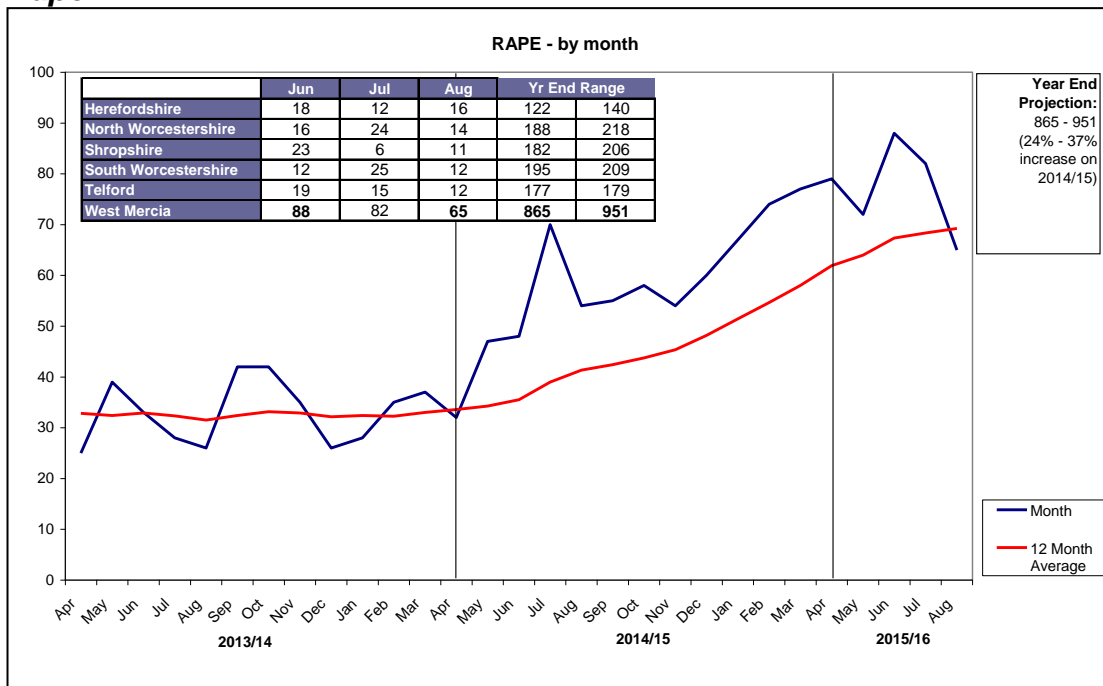
Over 1,000 Violence without Injury offences were recorded in August, accounting for 17% of total recorded crime. Volumes in August were lower than in July in all Policing Areas, however in all areas they remain above the current monthly average. No specific reason has been identified for the reduction in volume – we will continue to monitor trends.

As part of the crime recording procedure changes noted above, the force also changed its recording procedures around domestic abuse offences. Between April & August 2015 there have been 2,262 domestic abuse related violence without injury offences – a 152% increase from the same period last year and accounting for 41% of all violence without injury offences recorded (in 2014 there were 898 offences, accounting for 36% of all violence without injury).

From April 2015 a new offence of ‘malicious communication’ was introduced, further contributing to the recent increase in Violence without Injury offences. 235 offences were recorded in August 2015, accounting for over two thirds (68%) of all Harassment offences and 23% of all Violence without Injury offences.

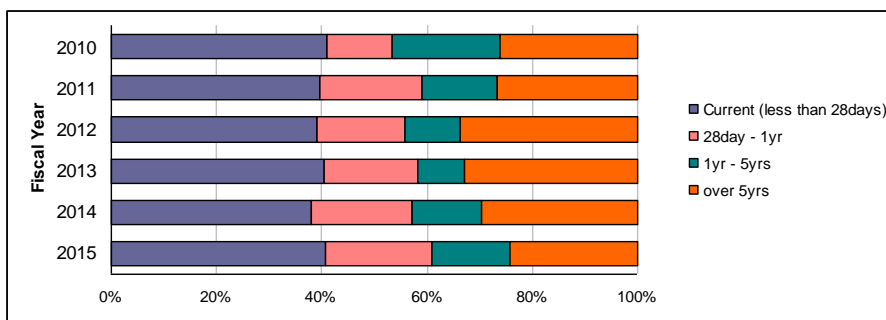
<sup>3</sup> Violence without Injury includes threats to kill, harassment offences and assaults where no injury occurs

## Sexual Offences Rape



At this point in time, projections for the end of 2015/16 are between 865 and 951 (24%-37% increase on 2014/15). These will be monitored and revised depending on evidence of month on month increases stabilising. The force records a higher proportion of rape offences that its most similar forces.

65 rape offences were reported to the police in August 2015, a reduction from July and below the current average. Almost half (48%) of offences recorded in August were actually committed over a year ago. Between April and August there has been very little change in the proportion of these offences compared to the same period in previous years.



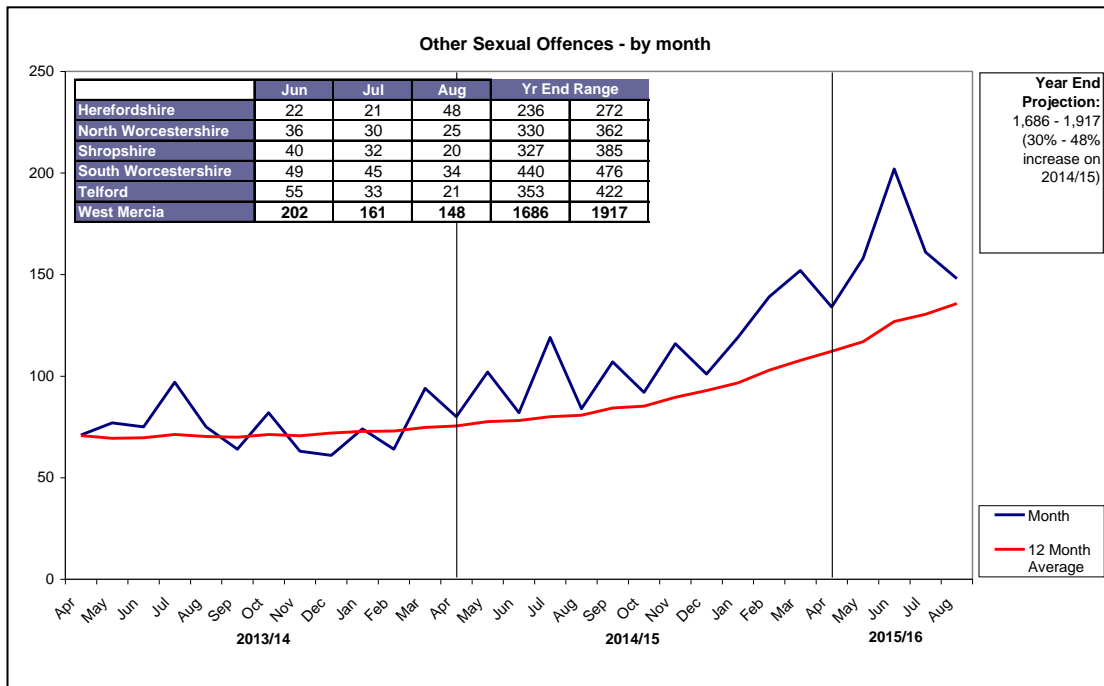
Around 20% of all reported rapes have a domestic abuse marker. There is an increase in rape offences with a domestic abuse marker compared to 2014/15, coinciding with the inclusion of the domestic abuse risk assessment on the force crime recording system. The risk assessment includes questions relating to previous unreported offences and where a more serious offence is disclosed this has resulted in an additional offence being recorded.

Feedback from partners and third sector organisations providing services to victims of sexual crime suggests an increase in people using these services and supports the view that the increase in reported offences reflects an increasing confidence amongst victims.





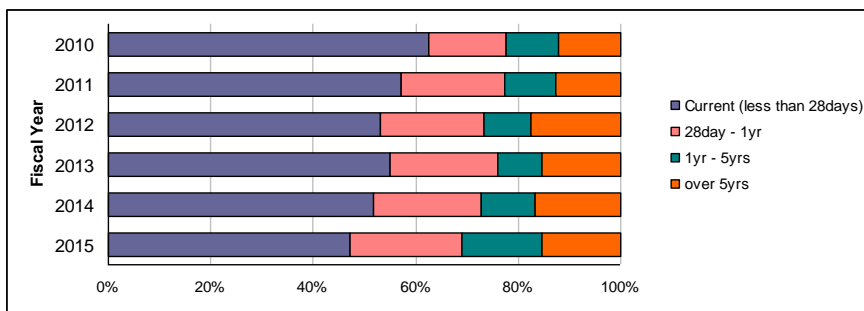
## Other Sexual Offences



At this point in time, projections for the end of 2015/16 are between 1,686 and 1,917 (30% - 48% increase on 2014/15). These will be monitored and revised depending on evidence of month on month increases stabilising. A number of most similar forces have experienced similar increases in volumes.

148 other sexual offences were reported to the police in August 2015, a further monthly reduction from a peak of recording in June 2015. All Policing Areas have seen this continued reduction, with the exception of Herefordshire where increased volumes relate to an ongoing operation concerning multiple victims of online sexual offences.

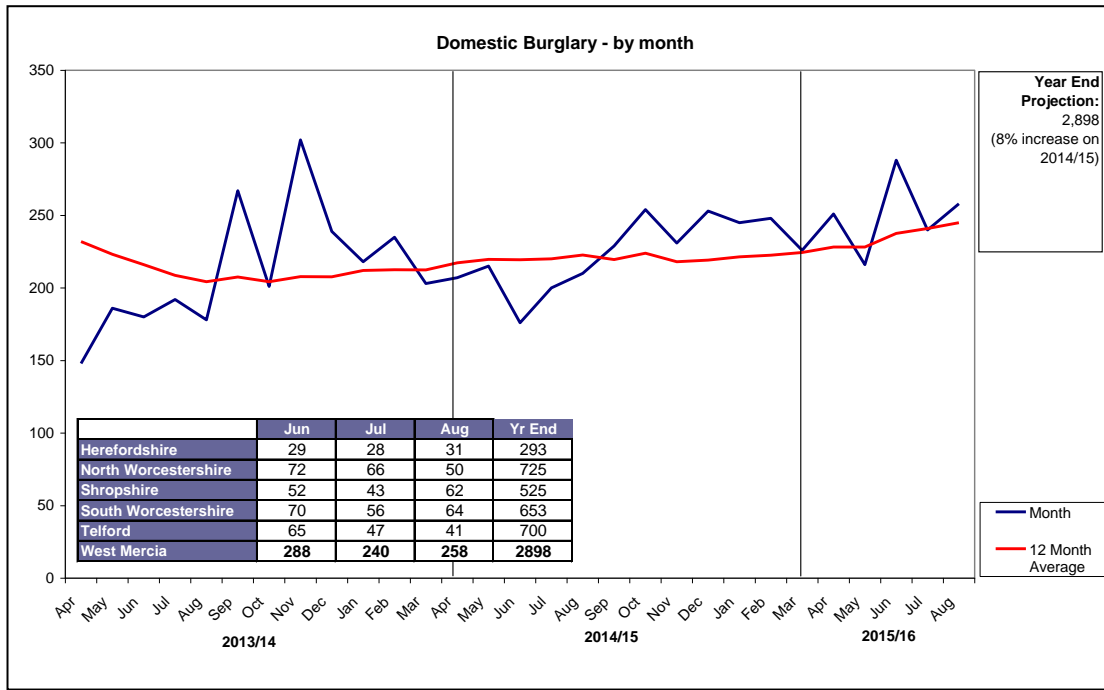
One third (33%) of offences recorded in August were actually committed over a year ago. Between April and August there has been a higher proportion of offences committed over a year prior to recording than in the same period in previous years.



## Domestic Burglary

258 offences were recorded in August, a slight increase compared to July. Volumes remain above the current average at Force level and across all Policing Areas, with the exception of Telford.

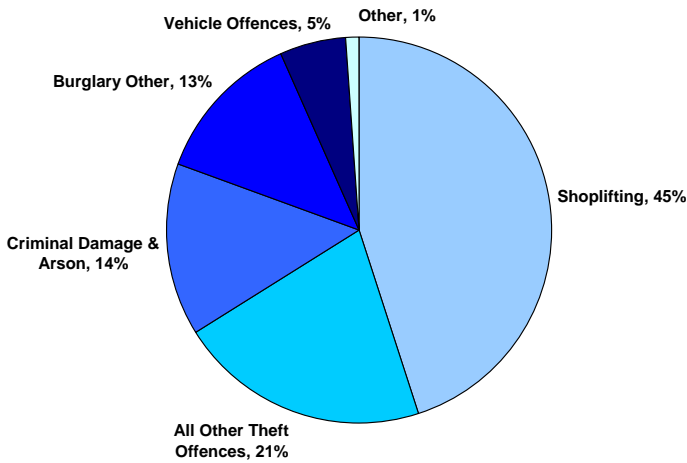
The 12 month rolling line on the chart indicates a recent increasing volume trend. Volumes are above average compared to similar forces.



Volumes remain above the monthly average for all Policing Areas with the exception of Telford. Here there has been a recent focus on a few offenders who cause significant harm, resulting in stopping a number of prolific offenders. Volumes in Shropshire have been above the current average in recent months. Two offenders have recently been charged following a number of offences in the north of the county and further offences are the focus of an ongoing operation. Much of the recent increases seen in Herefordshire is attributable to a number of local proactive operations. All burglary offences are reviewed weekly and investigated using the most appropriate resource.

### Business Crime

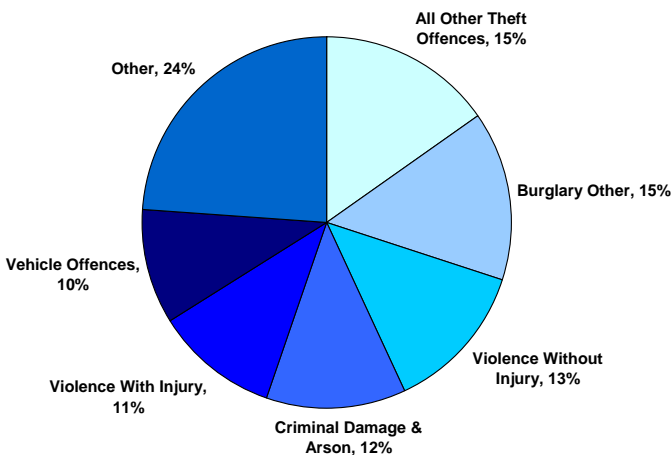
1,205 offences were recorded in August 2015. The trend for business crime is currently stable.



Three crime types represent 80% of all business crime, namely Shoplifting (45%), Other Theft (21%) and Criminal Damage & Arson (14%). There has been no significant change in the make up of business crime over recent years.

### Rural Crime<sup>4</sup>

1,420 offences have been recorded in August 2015.



The recent above average volumes are a reflection of the overall increase in crime, as rural crime continues to account for approximately 23% of total recorded crime.

<sup>4</sup> Rural crime is defined as any crime occurring in a rural area as defined by the 2011 ONS Rural Urban Classification

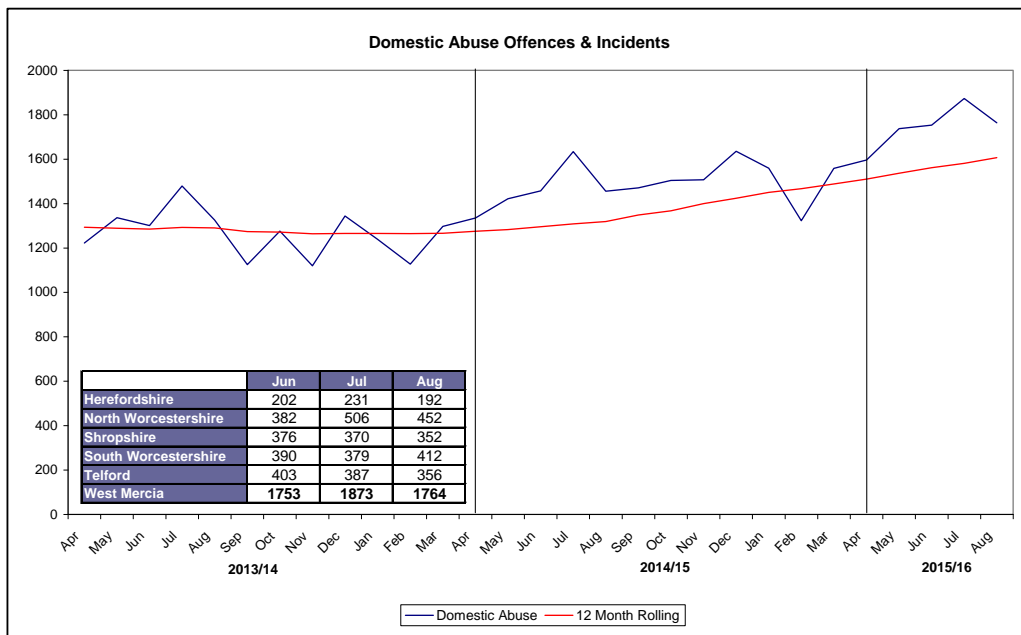
## 2.4.2 Crime Markers

**Monitoring:** Trends over time  
Against national and other force trends

### Domestic Abuse

The force priority for domestic abuse is to promote partnership working and increase confidence in reporting.

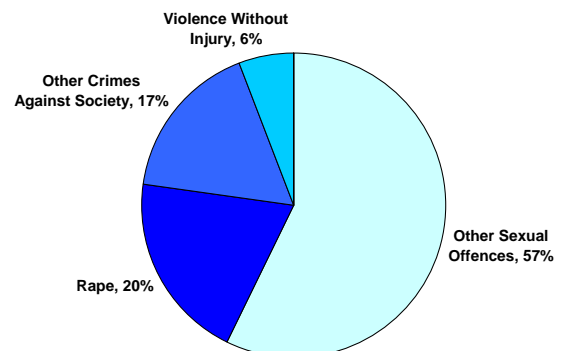
14% of all recorded crime in August 2015 was domestic abuse related. 1,764 domestic abuse offences & crimed incidents were recorded in the month, 10% above the 12 month average. As noted above, this increase was anticipated as DASH reports are now included on the CRIMES system. 81% of all domestic abuse offences are violent crimes.



### Child Sexual Exploitation

Child at Risk markers have been applied to 602 offences & incidents in August. This is a reduction on volumes seen in previous months and mirrors a seasonal trend where referrals originating from schools reduce during the summer holidays.

35 offences were marked as Child Sexual Exploitation. The profile of offences with a CSE marker is shown here.



The social media campaign 'Who are you really talking to?' has continued through the summer and figures indicate that the post has been shared on over 14,000 separate Facebook pages and the videos have been viewed over 2,300 times.

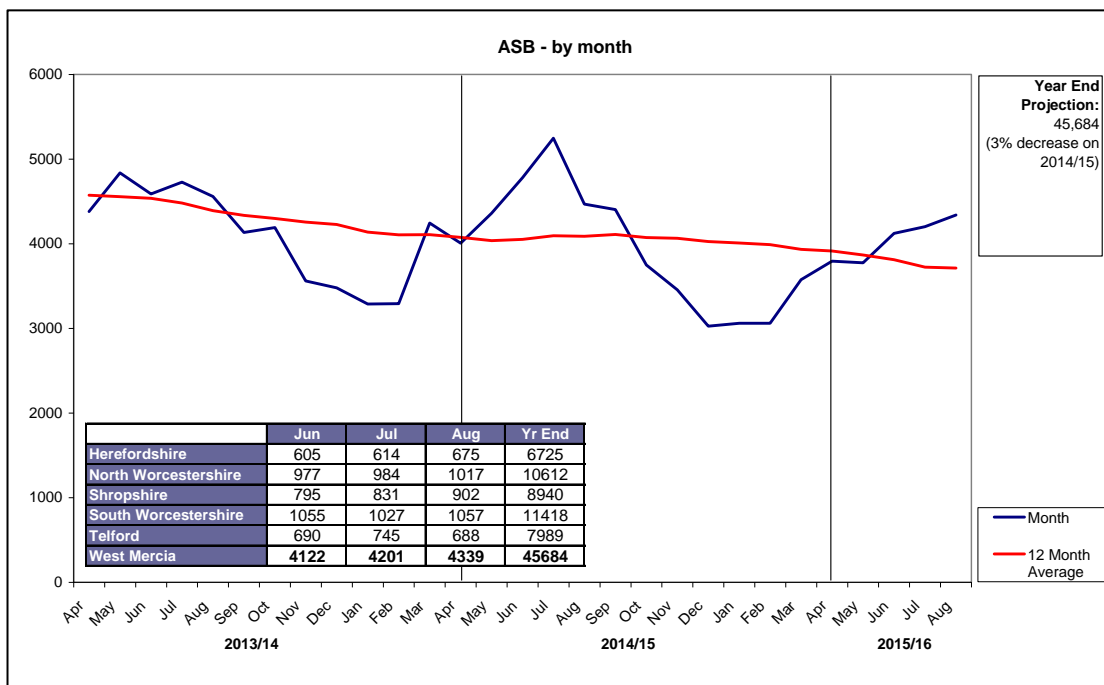
### Cyber Crime

A marker for cyber crime offences was introduced in April 2014. In August, 54 offences were flagged as cyber crime. We are aware that this is likely to be a significant under-reporting of offences and work is ongoing to gauge a more accurate picture of cyber crime.

### 2.4.3 Anti-Social Behaviour

**Monitoring:** Trends over time  
Against projection

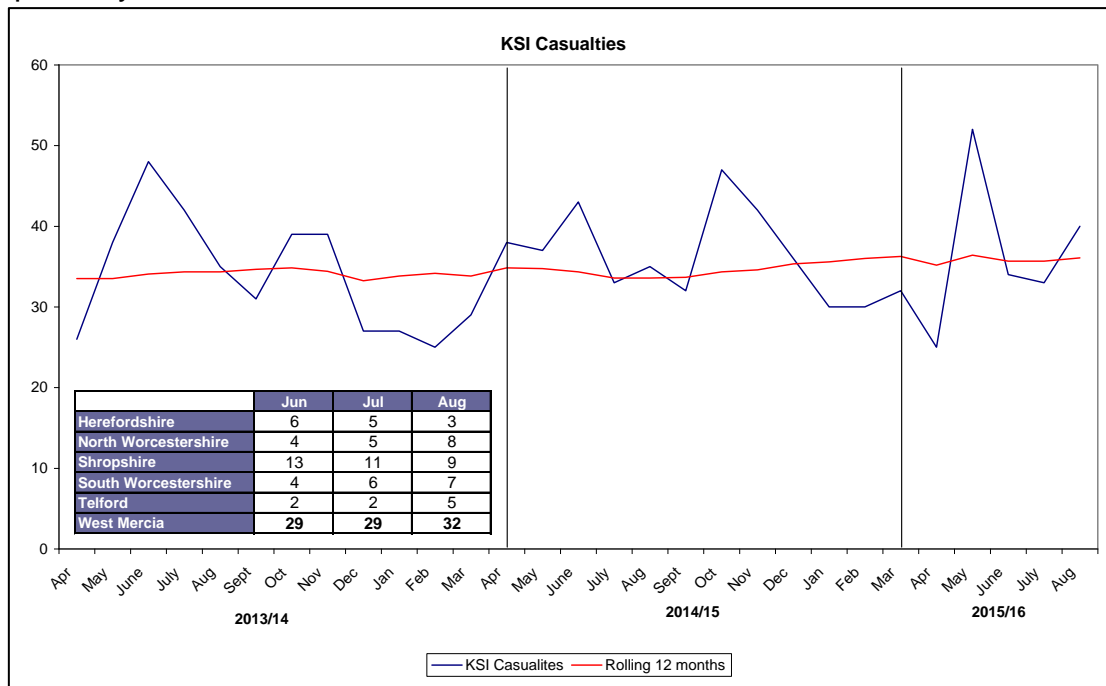
Over 4,339 ASB incidents have been recorded in August 2015, 17% above the rolling 12 month average. The reporting of ASB tends to be seasonal with volumes increasing during the late spring and summer months the overall trend shows a reduction in volumes.



## 2.4.4 Road Traffic Casualties

**Monitoring:** Trends over time  
Safer Roads Partnership pro-active activity

The data available for August<sup>5</sup> shows there were 4 road deaths and 28 serious injury collisions resulting in 36 serious injury casualties. Of the serious injury collisions, 13 occurred on 60mph roads and 11 on 30mph roads. 11 casualties (including 3 of the fatalities) were motorbikes or pedal cyclists.



The Safer Roads Partnership has identified 6 high harm routes across West Mercia, requiring focused police activity and visibility to reduce casualties. These are reviewed monthly and data presented to local Tactical Tasking meetings.

The next Alliance Performance Management Group meeting in October will focus on the work and governance of the Safer Roads Partnership and road safety.

<sup>5</sup> Available data for August is likely to be an under-representation of the number of serious injury collisions & casualties in West Mercia. This is due to a delay in the processing of reports for analysis purposes.

## 2.5 DEMAND REDUCTION

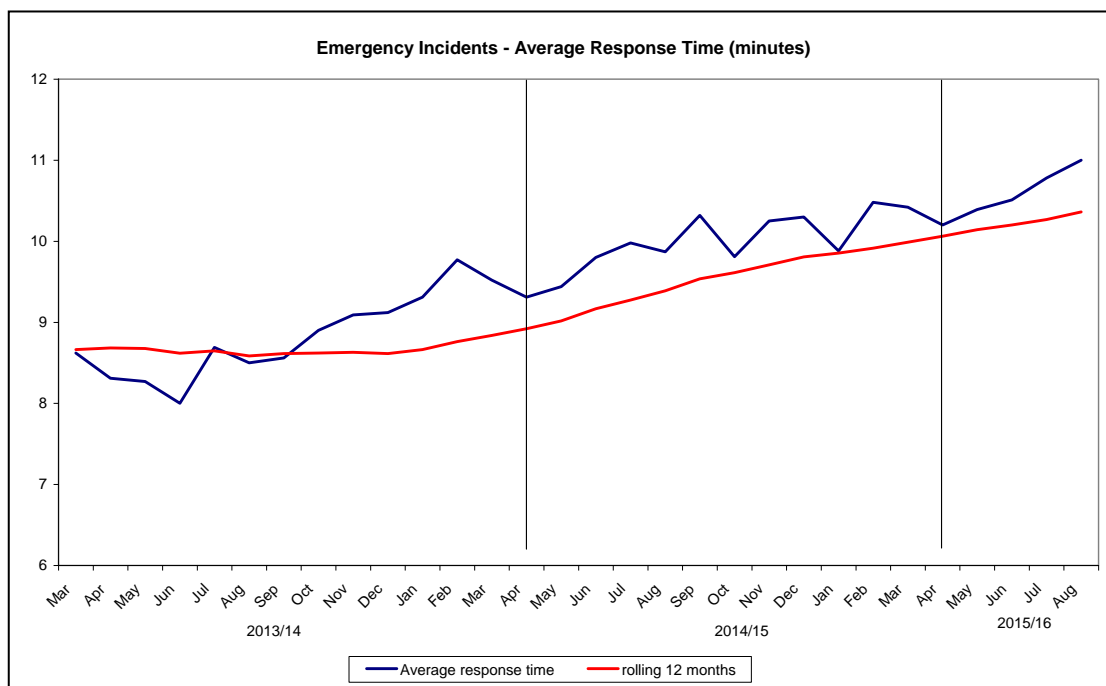
### 2.5.1 Response Times to Emergency and Priority Incidents

**Monitoring:** Trends over time – proportion attended within 20 minutes  
Against national and other force trends

The Alliance monitors performance against the suggested response times outlined in the National Contact Management Programme, which is to respond to emergency calls in 20 minutes.

In West Mercia 3,775 Emergency incidents were recorded in August 2015. The average time to attend an Emergency incident was 11 minutes. 93% (more than 9 out of 10) were attended within 20 minutes.

The 12 month rolling line on the chart below indicates an increasing trend in the average time to attend emergency incidents. Further analysis is being undertaken to identify any patterns in terms of time of day and patrol areas contributing to this increase.



Performance varies between patrol areas and is currently subject to review by the Force. Some interim changes were made in March 2015 with the aim of improving the response to incidents in Herefordshire and South Worcestershire. Further analysis is ongoing to support decision making with regard to other Patrol Areas.

**2.6 WORKFORCE**

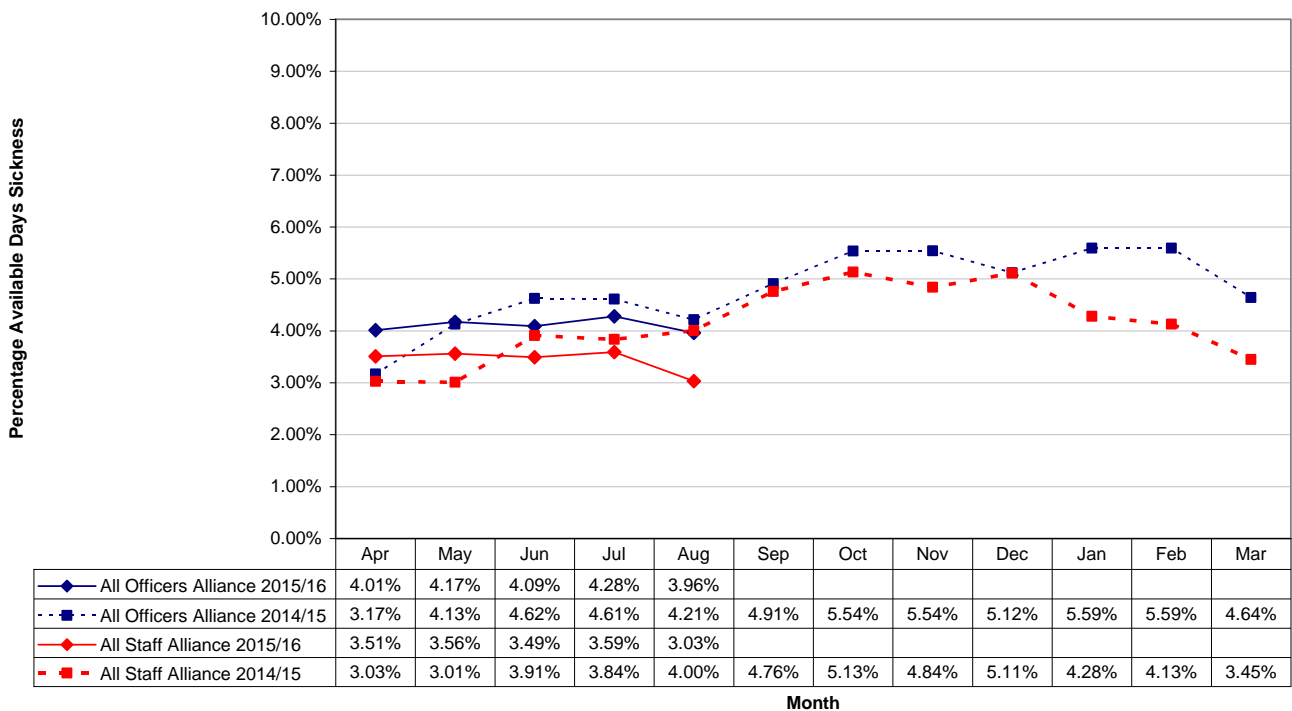
**2.6.1 Sickness**

**Monitoring:** Trend over time  
Against national and other force trends

Workforce sickness forms part of the overall Health and Wellbeing Agenda around staff welfare being led by both Chief Constables. In August 2015, a total of 2,744 working days were lost to sickness across the Alliance. This is a drop compared to recent months, but follows the seasonal pattern where sickness is lower in the summer months.

Across the Alliance, the average percentage of days lost to sickness in August 15 is 3.96% for Officers and 3.03% for Staff.

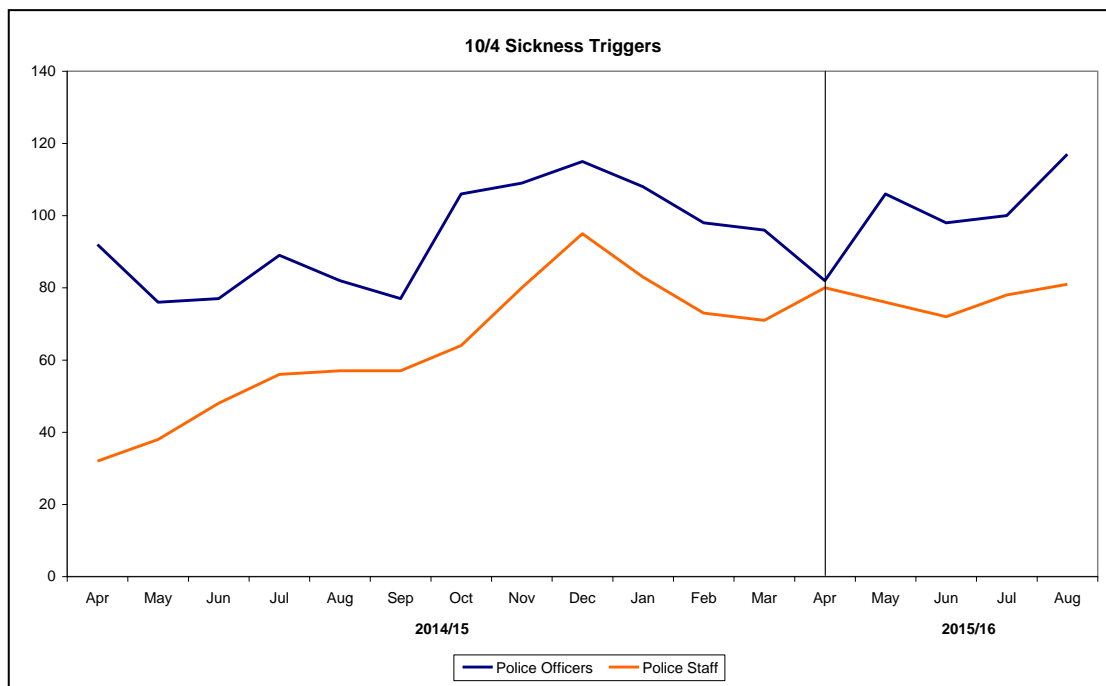
**All Officers and Staff - Alliance**



A national comparison is only available on a 6 month basis, with the latest data up to March 2015. At this point both Forces showed an encouraging but small improvement in the proportion of hours lost to sickness for officers (from 6.1% for both Forces to 6% in Warwickshire and 5.7% in West Mercia). However for police staff there was a higher proportion of hours lost to sickness and a worsening of position in force rankings.



The following chart shows the increasing trend in the number of employees hitting the 10/4 sickness trigger (i.e. 10 sickness days or 4 periods of sickness over the past 12 months). The volumes are the number of instances, not the number of individuals.



The recent Alliance Well-Being Board approved a number of short term ‘quick win’ projects aimed at improving sickness and attendance issues. These include making basic health checks available to Staff and Officers, reviewing the provision of counselling support to relevant departments, running interactive health workshops, reviewing gym access and potentially re-introducing a cycle to work scheme. Further details of these initiatives will be made available shortly.

## 2.6.2 TOIL / RDIL

**Monitoring:** Trend over time

The Force has an internal policy where no officer or staff member should have more 40 hours owed 'Time Off in Lieu' (TOIL) or 5 days unallocated owed 'Rest Days in Lieu' (RDIL).

In April 2015, an internal target was set to significantly reduce the number of officers and staff breaching these limits by October 2015. As at the end of August the situation has not improved. There are more officers and staff breaching these limits and only limited change in the average number of hours / days owing to these individuals.

There has been recent discussion regarding relaxing Preferred Staffing Levels and devolving responsibility to local management with a view to improving this situation.

### TOIL

	Officers		Staff	
	No. over 40 hours	Avg. no. Hours	No. over 40 hours	Avg. no. Hours
April	260	74	42	65
May	318	66	64	66
June	314	67	69	64
July	308	68	69	63
August	292	65	75	61

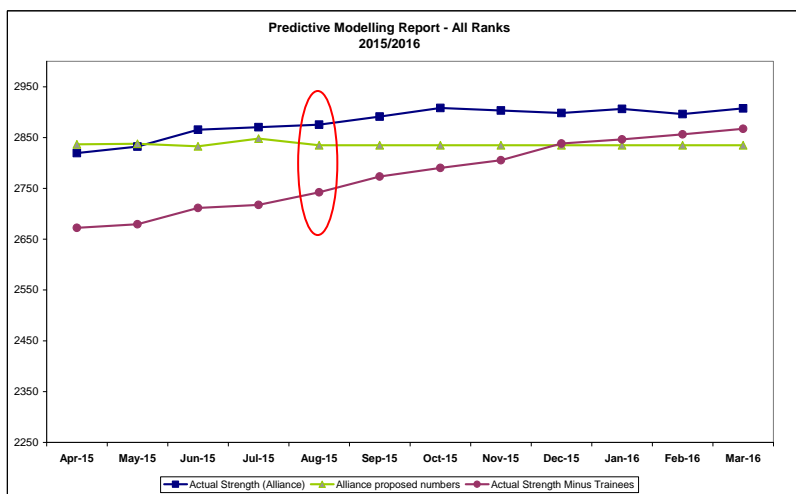
### RDIL

	Officers		Staff	
	No. over 5 days	Avg. no. days	No. over 5 days	Avg. no. days
April	714	11	138	10
May	946	10	149	9
June	930	10	144	9
July	876	10	131	8
August	889	10	106	8

## 2.6.3 Recruitment

**Monitoring:** Against projection

### Officers



The chart shows that the Alliance is meeting its agreed establishment for police officers.

The purple line represents the actual deployable strength, it treats officers in their first 6 months of training as not fully deployable.

**Staff**

The Alliance is currently undertaking a reconciliation process of vacant staff posts and therefore it is not possible to provide detailed recruitment data for staff positions at this point in time. This information will be developed in the coming months.

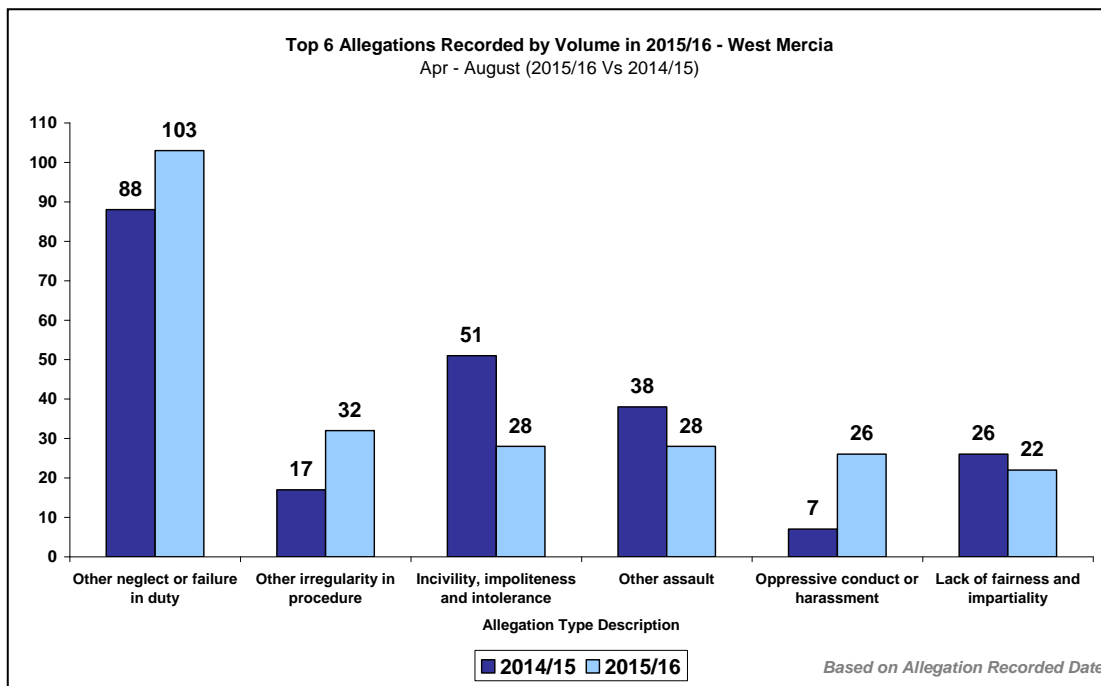
## 2.7 INTEGRITY

The following data is supplied by Professional Standards Department and is collated on a cumulative basis. Hence the data below is for April to August 2015.

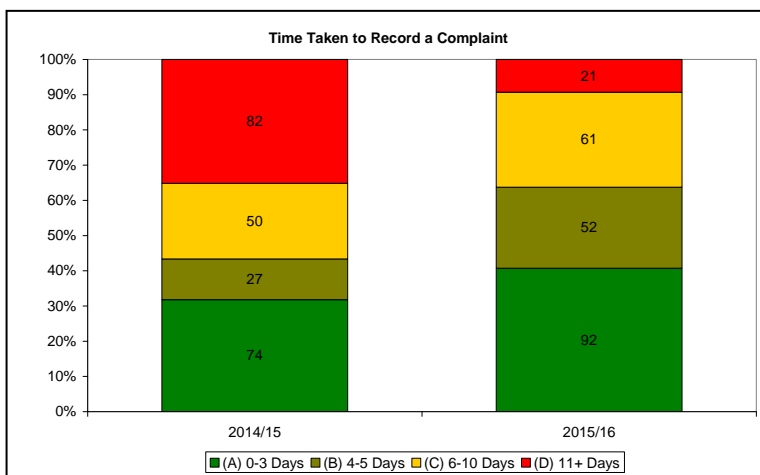
### 2.7.1 Complaints

**Monitoring:** Tends over time  
Against national and other force trends

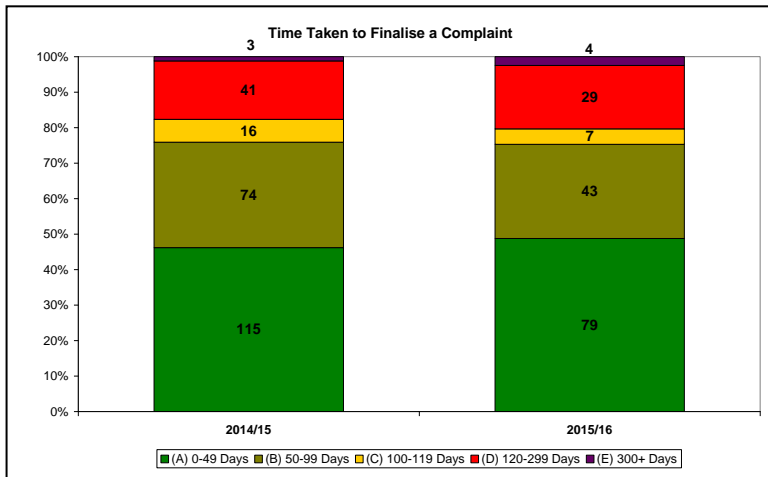
The 6 most common complaints against West Mercia officers and staff for April to August 2015 are shown below. The most common is 'Neglect or Failure in Duty'.



Improvements have been seen in both the time taken to record and finalise complaint cases when compared to last year. The target to record is 10 days and to finalise cases is 120 days.



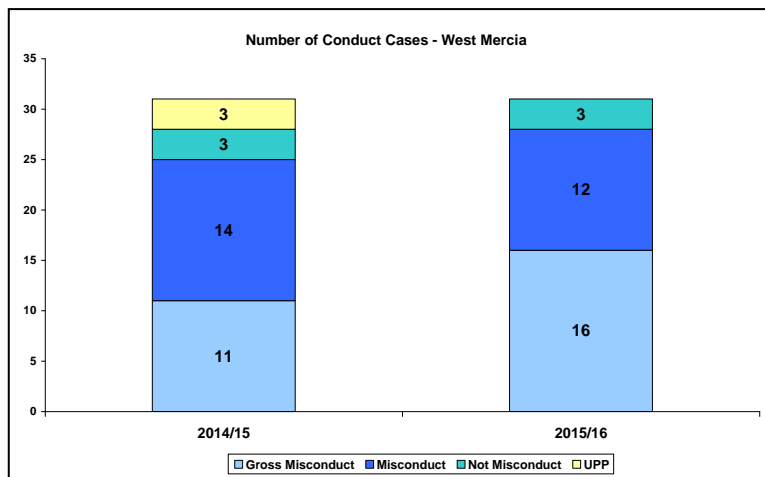
91% of cases were recorded within 10 days – a significant improvement on 2014/15 (65%). The national average (data from April to June only) was 88%



## 2.7.2 Conducts

**Monitoring:** Trends over time  
Against national and other force trends

This chart indicates the number of conduct cases recorded April to August 2015/16 compared to the same period 2014/15.



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## **CONFIRMATION OF THE CHIEF FINANCE OFFICER**

### **1. PURPOSE**

The purpose of this report is to enable members of the Police and Crime Panel (PCP) to consider the Police and Crime Commissioner's (PCC's) proposed appointment of a temporary Chief Finance Officer (Treasurer).

In doing so the Panel must satisfy itself that the preferred candidate selected by the PCC has the professional competence to undertake the role and has sufficient personal independence to be able to act operationally independent of the PCC.

The report provides an overview of the appointment process that was undertaken by the PCCs for Warwickshire and West Mercia to select the preferred candidate. Detailed within the report are the reasons why the candidate has been selected for consideration by the PCP. A confirmation hearing for the preferred candidate has been held separately by the Warwickshire PCP.

### **2. PROCEDURE FOR CONFIRMATION HEARING**

All Police and Crime Commissioners must appoint a person to be responsible for the proper administration of the Commissioner's financial affairs, referred to as a Chief Finance Officer or Treasurer, in accordance with Schedule 1 of the Police Reform and Social Responsibility Act 2011. The Commissioner is required to notify the Police and Crime Panel of the proposed appointment once a decision has been reached about the preferred candidate. It is then the duty of the Police and Crime Panel to:

- a) hold a public confirmation hearing within three weeks to review the proposed appointment;
- b) determine whether it recommends approval or recommends refusal of the proposed appointment;
- c) notify the PCC of its decision and any recommendations; and
- d) publish its report and any recommendations.

The confirmation hearing must be held in public session but the Panel can retire in private to discuss their views and recommendations regarding the proposed appointment.

The purpose of the confirmation hearing is for the Panel to assess the suitability of the candidate proposed by the Police and Crime Commissioner and put questions to him/her. The questions for the candidate should focus on:

- Professional competence - ability to carry out the required role and professional judgement and insight
- Personal independence - ability to act in a manner that is operationally independent of the Commissioner where appropriate to the post.

### **3. BACKGROUND**

Following the previous Treasurer's announcement that he wanted to retire on Monday 27<sup>th</sup> July 2015 the PCCs for Warwickshire and West Mercia discussed the option of not replacing the Chief Finance Officer (CFO) and moving to an arrangement whereby the two PCCs and

the Warwickshire and West Mercia forces shared Treasury advice, to be provided by the Director of Finance for the Alliance.

Both the '**CIPFA statement on the role of the Chief Finance Officer of the PCC and the Chief Finance Officer of the Chief Constable**' and the '**Financial Management code of practice for Police Forces of England and Wales**' requires that both the PCC and Chief Constable should appoint separate CFOs and when a joint CFO is appointed the reasons should be explained publically in the PCC's Annual Governance Report, together with an explanation of how the arrangement will deliver the same impact.

The two PCCs agreed to appoint a temporary CFO separate from that of the Chief Constables, and that this appointment would be reviewed in May 2016 following the next PCC elections.

The PCC must under the Police Reform and Social Responsibility Act 2011 notify the PCP of the preferred candidate for appointment as temporary CFO. Schedule 8 of the Act states that the PCC must provide the following information:

- a) The name of the person whom the PCC is proposing to appoint;
- b) The criteria used to assess the suitability of the candidate and how the candidate satisfies these criteria; and
- c) The terms and conditions under which the candidate is to be appointed.

Also provided for the PCP's consideration are:

- i) The recruitment, application and interview process;
- ii) Role profile and person specification;
- iii) The criteria used for assessment;
- iv) CV of the preferred candidate – which has been circulated separately to Panel members.

## **4. ISSUES FOR CONSIDERATION**

### **4.1 Advertisement**

The Advertisement for the role of CFO was circulated by the Chartered Institute of Public Finance & Accountancy (CIPFA) – Recruitment services seeking applications. An advert was also placed on both the Warwickshire and West Mercia OPCC Websites. The closing date was Wednesday 1<sup>st</sup> July 2015.

Prospective applicants were asked to submit a CV in support of their application. A detailed job description and person specification was circulated with the advert, please see **Appendix A**.

### **4.2 Role Profile and Person Specification**

The role profile is a key document in the appointment process. It sets out clearly the expectations and requirements of the role. This was drafted for the process and approved by both PCCs.

### **4.3 Shortlisting**

Five applications were received and reviewed by Neil Hewison, Chief Executive of the Warwickshire OPCC, Andy Champness, Chief Executive of West Mercia OPCC, and the Chief Finance Officer David Clarke. All five applicants were considered suitable for interview. The shortlisting panel drafted the interview questions.



#### **4.4 Selection Process**

The selection process used was a competitive interview. The interviews took place at Hindlip Hall, Worcester, on Monday 6<sup>th</sup> July and Thursday 9<sup>th</sup> July 2015. Each interview lasted up to one hour.

The Interview panel consisted of:

- Ron Ball (PCC for Warwickshire)
- Bill Longmore (PCC for West Mercia)
- Bill Wilkinson (CIPFA Police Panel)
- John Vereker (Independent Chair of Warwickshire and West Mercia Joint Audit Committee)

Andy Champness, Chief Executive, provided support to the panel.

At the end of this process the preferred candidate Elizabeth Hall was selected. Please refer to **Appendix B** for her CV, which has been circulated separately to Panel members.

#### **4.5 Preferred Candidate – Elizabeth Hall**

As is apparent from her CV, Elizabeth has extensive experience as a CFO / Section 151 Officer in local government. She has held a number of Senior Public Finance Officer roles with a number of local authorities since 1994. She is a qualified Accountant member of CIPFA.

#### **4.6 Criteria used for selection:**

Each candidate was asked a set of agreed questions. The questions asked probed the candidates' technical capabilities in the following areas:

- An awareness of current and future funding issues (Question 1)
- Experience of Financial Planning (Question 2)
- Experience of Governance and financial control (Questions 3,6,7)
- Delivering value for money (Question 4)
- Experience of Audit (Question 5)

Attached (**Appendix C**) are the questions asked of the candidates.

Each question was scored and a total score for each candidate was reached. The preferred candidate achieved the highest score.

#### **4.7 Terms and Conditions of appointment**

The term of appointment will be from Monday 17th August 2015 until 1st July 2016. The preferred candidate has passed the necessary vetting.

The Chief Finance Officer post is at Grade N (Alliance Police Staff Pay Grade). The preferred candidate will work 3 days a week, pro rata. This cost is covered equally by both Warwickshire and West Mercia OPCC's, so the salary cost to each office is around £25,000.

The post holder will be eligible to enrol in the Local Government Pension Scheme. Expenses and business mileage costs incurred in connection with the role will be reimbursed. The cost of expenses are to be split 50:50 between the two OPCCs.

Elizabeth Hall appeared before the Warwickshire Police and Crime Panel and her appointment was confirmed by them on Friday 14<sup>th</sup> August 2015.

## **5. RECOMMENDATION**

It is recommended that the PCP:

- a) considers the PCC's preferred candidate, Miss Elizabeth Hall, for the role of temporary Chief Finance Officer to the PCC; and
- b) makes a report and recommendation to the Police and Crime Commissioner on the outcome of the confirmation hearing.

## **6. SUPPLEMENTARY INFORMATION**

Appendix A – Job description and Person specification

Appendix B – Elizabeth Hall CV (circulated to Panel members separately)

Appendix C – Interview Questions

## **JOB DESCRIPTION**

- Post:** Chief Finance Officer (Treasurer)
- Hours and Salary:** 2 to 3 days per week, £TBC (pro rata)
- Reporting to:** Warwickshire and West Mercia Police and Crime Commissioners (PCCs)
- Responsible for:** Finance and Audit
- Locations:** Office of the West Mercia Police and Crime Commissioner,  
Hindlip Hall, Worcester
- Office of the Warwickshire Police and Crime Commissioner,  
Northgate Street, Warwick

## **PURPOSE OF ROLE**

- The post holder will be the principal advisor to both PCCs on the preparation of financial strategies to achieve the Commissioners' objectives.
- The Chief Finance Officer (CFO) will work with both Chief Constables and the Director of Finance to ensure that both PCC's strategies are resourced and implemented in a timely and cost-effective way.
- The CFO will ensure that high standards of financial governance and control are maintained for all aspects of the Commissioners' activities.
- The post holder will be a key member of both PCC's senior management teams.

This is a statutory role and the statutory responsibilities of the CFO are set out in the following legislation:

- Paragraph 6 of Schedule 1 to the Police Reform and Social Responsibility Act 2011
- Sections 112 and 114 of the Local Government Finance Act 1988.

This role is the Section 151 officer for both Police and Crime Commissioners.

## **KEY STRATEGIC AND MANAGEMENT RESPONSIBILITIES**

The CFO will provide professional advice on financial matters to both PCCs, and will:

- Be a key member of both PCCs Senior Management Teams, working flexibly as directed by both Chief Executives to implement strategy and to resource and deliver both PCC's strategic objectives sustainably and in the public interest;
- Lead on the development of the PCC's medium term financial plan;

- Be actively involved in, and able to influence, all strategic business decisions of the PCCs, ensuring that all the financial implications, opportunities and risks are fully considered and align with the PCC's financial strategy;
- Ensure sound financial governance in both OPCCs and forces through the development of sound financial reporting frameworks and the OPCC risk management strategy;
- Provide advice on the levels of reserves and balances that is in line with good practice guidance;
- Lead the promotion and delivery by both PCCs of good financial management so that public money is safeguarded and used appropriately, economically, efficiently, and effectively, and ensure that the finance function of both OPCCs is resourced and fit for purpose;
- Liaise with the force Director of Finance to advise the PCCs and Chief Constables on value for money in relation to all aspects of PCC and Chief Constable / Force expenditure;
- Ensure that effective monitoring arrangements are in place to retain a clear view on how force budgets are being spent and adhered to throughout the financial year;
- Ensure publication of the statement of accounts and other external reporting requirements of both PCCs;
- Lead on the development of the Treasury Management Strategy;
- Closely scrutinise force saving plans to ensure that they are delivered;
- Jointly, with the Director of Finance, manage the Internal Audit function and support the joint audit committee; and
- Any other responsibilities as required by the PCCs.

## **STATUTORY RESPONSIBILITIES**

The Chief Financial Officer of the PCCs is responsible for:

- Ensuring that the financial affairs of the PCCs are properly administered and all financial regulations are observed and kept up to date;
- Ensuring regularity, propriety, and value for money in the use of public funds;
- Ensuring that the funding required to finance agreed programmes is available from government funding, precept, other contributions and recharges;
- Reports to the PCCs, the Police and Crime Panels, and to the external auditors any unlawful, or potentially unlawful, expenditure by the PCCs or officers of the PCCs;
- Reporting to the PCCs, the Police and Crime Panels, and to the external auditor when it appears that expenditure is likely to exceed the resources available to meet that expenditure;
- Advising the PCCs on the robustness of the budget and adequacy of financial reserves;
- Ensuring production of the statements of accounts of both PCCs;
- Ensuring receipt and scrutiny of the statements of accounts of the Chief Constables and ensuring production of the group accounts;
- Liaising with the external auditor;

- Advising the PCCs on the application of value for money principles by the police force to support the PCCs in holding the Chief Constables to account for efficient and effective financial management; and
- Advising, in consultation with the Chief Executives, on the safeguarding of assets, including risk management and insurance.

**N.B.** The CFO of the PCCs has certain statutory duties which cannot be delegated, namely: reporting any potentially unlawful decisions by the PCC on expenditure, and preparing each year, in accordance with proper practices in relation to accounts, a statement of the PCCs' accounts, including group accounts. The Chief Financial Officer of a PCC is the PCC's professional adviser on financial matters.

### **POLITICAL RESTRICTIONS**

The Chief Financial Officer is a politically restricted post.

In summary, the restrictions imposed on post-holders include:

- Becoming or remaining, whether by election or otherwise, a member of a Local Authority, of the National Assembly of Wales, of the European Parliament, of the House of Commons, or a Police and Crime Commissioner;
- Announcing, or allowing others to announce, one's candidature for one of the aforementioned offices;
- Holding office in a political party;
- Canvassing at elections; and
- Speaking or writing publicly on matters of party political controversy.

### **SPECIAL CONDITIONS / POINTS TO NOTE**

- The purpose of this job description is to indicate the general level of the duties and responsibilities of the role. The duties may, from time to time, vary without changing the general character of the role or the levels of responsibilities.
- Whilst the role is normally based at West Mercia Police Headquarters, you will regularly be required to work from the Warwickshire OPCC, as required and agreed with the two Chief Executives to the OPCCs.
- The role will require some out-of-hours working.
- Appointment to this post is subject to:
  - a) security clearance, and
  - b) a confirmation hearing by the Police and Crime Panel.

### **PERSON SPECIFICATION**

- |    |  |                  |
|----|--|------------------|
| 1. | Member of an accountancy body recognised by the International Federation of Accountants (IFAC), qualified through examination. | <b>Essential</b> |
| 2. | Adhere to international standards set by IFAC on ethics and Continuing Professional Development.                               | <b>Essential</b> |

- |     |  |                  |
|-----|--|------------------|
| 3.  | Experience of managing large scale budgets in the public sector.   | <b>Essential</b> |
| 4.  | Proven experience of operating at a strategic level in a political and high profile public environment.              | <b>Essential</b> |
| 5.  | Proven negotiation and influencing skills at a senior level within complex stakeholder relationships.                | <b>Essential</b> |
| 6.  | Recent experience of working at a strategic level with partner organisations to plan and deliver effective services. | <b>Essential</b> |
| 7.  | Recent direct experience of designing and monitoring sound and effective corporate governance arrangements.          | <b>Essential</b> |
| 8.  | Experience of large scale financial appraisals and decision making on complex projects.                              | <b>Essential</b> |
| 9.  | Degree level or equivalent in an area related to public sector policy making or the management of resources.         | <b>Desirable</b> |
| 10. | Recent experience within the Policing and Community Safety sector.   | <b>Desirable</b> |
| 11. | Knowledge and experience of modern processes for the effective allocation of resources.                              | <b>Desirable</b> |

## INTERVIEW QUESTIONS – ISSUES WHICH MAY BE RAISED

**Ron**      **Q1: What are the challenges and threats to the Strategic Alliance from the grant review consultation?**

- Some proposals could have implications for the Alliance as a whole (eg a formula which tended to shift resources towards urban areas or to increase funding for national or regional entities)
- Other proposals could have implications for one of the partners (eg changes which shifted the position significantly for either WM or W). Might this weaken the overall economic case for the Alliance, or make it more difficult for one of the partners to sustain the present commitments?
- If the potential outcome of the changes was that Council Tax levels in WM and W moved further apart, would this make it more difficult to justify the Alliance to the public?
- The Home Office proposals could introduce new methods of needs assessment. It is inevitable that this will result in variations compared to what individual PCCs receive now. Will there be any transitional arrangements or damping as under the existing arrangement?
- There is a risk that the Government will try to find ways of forcing PCCs to use reserves in the short term
- If the proposals introduced more freedom for PCCs to set Council Tax levels locally, would the strategies of the 2 PCCs be the same?

***(possible supplementary question: What are the features of a good grant system? )***

**Bill W Q2: Explain the approaches you have used for medium term financial planning**

- Look at least 5 years ahead
- Rolling process- years 1/2 in detail, years 3-5 more flexible
- Build year 1 directly into the annual budget
- Review assumptions regularly – not a once a year process
- Ensure that the financial strategies link to corporate and Police/Crime strategies
- Focus on key variables – grant/pay levels/establishments/turnover/Council tax
- Sensitivity testing
- Consult partners and public on priorities
- Risk assessment and building in contingencies
- Reserves strategies
- Summarise results in a form that can be used as the basis for engaging with staff and partners in order to update/refine the strategies



**Bill W**    **Q3: The Alliance is committed to improving the quality of delegated financial management. What do you see as the key elements of an effective system of cost centre management?**

- Cost centres which are relevant to the way that the Alliance is organised and operated
- Clarity on allocation of direct costs and overheads
- Good ICT support systems, to enable access to data and interrogation of reports
- Regular monitoring, with reports tailored for different users
- Clear rules on delegated authority, freedom to move funds between cost centres, and carry forwards
- Accountability - responsibility for individual cost centres and overall performance
- Availability of both objective and subjective information

**Bill L**      **Q4: In an alliance like W and WM, a decision which represents vfm for one may not represent vfm for the other. How would you deal with the problem?**

- Invest time in building commitment, trust, openness etc at all levels within the Alliance, so that the first question isn't always *'how does it affect us?'*
- Having a clear long term strategy for the Alliance so that individual short term decisions are taken in that longer term context.....
- Good systems for evaluating costs and benefits (financial and non financial) of proposals, so that options can be evaluated and the implications for the Alliance and the partners individually are absolutely transparent; the situation to avoid at all costs is debates built on misinformation
- ....short term negative implications might have longer term benefits
- .....a short term 'cost' to one partner might unlock much wider benefits in that area later on
- As far as possible, follow a policy of 'for the greater good of the Alliance'. There are practical and political limits to this obviously, but over a period it should be that individual choices will balance out, for the overall benefit of the Alliance.

**John**      **Q5: The Police and Crime Commissioners and Chief Constables in Warwickshire and West Mercia share an Audit Committee. How would you maximise the benefit of that Committee to the organisations?**

Ron

**Q6: In line with many Forces, the Alliance has ambitious IT investment plans to both integrate systems across the Alliance and upgrade and improve them. What are the issues involved in tracking and realising the benefits of this investment?**

- Importance of preparing a comprehensive business case
- What is the improvement designed to achieve? (avoid ICT for ICT's sake....)
- What are the alternatives - could existing systems be modified? Does another Force already have a system which will do the job?
- Beware of replicating exactly what existing systems do – specific local features may be costly and not essential
- Establish a base position (financial costs; quality of output) to compare alternatives against and to monitor against)
- Be clear on the quality improvements which are aimed for
- Identify all upfront costs – staff; consultancy; hardware and software; cost of modifying other linked systems
- Establish a tightly controlled implementation arrangement
- Ensure regular monitoring of costs and progress
- Challenge any changes to the specification
- Challenge extensions to the proposal, or secondary proposals emanating from the original which may have costs or other consequences
- To be in a position to track benefits, the Alliance must collect information on 'before and after' positions on running costs (especially staff savings) and quality/output measures
- ...increased costs could be more than outweighed by quality improvement

**John Q7: Decision making in an organisation which has a primary role of governance can be complicated. Explain how you would expect the framework for making financial decisions to operate in that context**

- Clarity on the objectives for the Alliance
  - which are regularly updated
  - so that financial decisions are always framed in the current strategic context
- Medium Term Financial Strategies which set out the revenue and capital plans for achieving the objectives
- Clarity in the annual budget on the key components of the strategy (establishment levels, major investments etc) so that decisions are in effect ratified in advance
- Robust financial regulations and protocols designed to give clarity on delegated responsibilities, variations, reallocations within budgets, reporting requirements etc
- Strategic management structures involving the leaderships of the partners (PCC, CC, Chief Exec, Treasurer) which provide a permanent and regular basis for agreeing objectives, financial plans and individual proposals