

NOTTINGHAMSHIRE POLICE AND CRIME PANEL

Monday, 07 September 2015 at 14:00

**County Hall, County Hall, West Bridgford, Nottingham, NG2
7QP**

**There will be a pre-meeting for Panel Members only
in The Civic Suite at 1.00pm**

AGENDA

- | | | |
|----------|---|-----------------|
| 1 | Minutes of last meeting held on 15 June 2015 | 5 - 14 |
| 2 | Apologies for Absence | |
| 3 | Declarations of Interests by Members and Officers:- (see note below)
(a) Disclosable Pecuniary Interests
(b) Private Interests (pecuniary and non-pecuniary) | |
| 4 | Work Programme | 15 - 18 |
| 5 | Police and Crime Commissioner's Update Report | 19 - 54 |
| 6 | Update on Police and Crime Plan Strategic Priority Theme 4 -
Reduce the Impact of Drugs and Alcohol on levels of Crime and
Anti-social Behaviour | 55 - 64 |
| 7 | Delivering the Future | 65 - 76 |
| 8 | Comprehensive Spending Review and Funding Formula Review | 77 - 194 |

9	Petition from Unison regarding a Proposed Reduction in the number of Police Community Support Officers	195 - 214
10	Complaints Update	215 - 222
11	Panel Member Development	223 - 224

Notes

- (a) Members of the public are welcome to attend to observe meetings of the Police and Crime Panel. Please note that there is no opportunity for the public to speak at these meetings.
- (b) Declarations of Interests – Persons making a declaration of interest should have regard to their own Council's Code of Conduct and the Panel's Procedural Rules.

Members or Officers requiring clarification on whether to make a declaration of interest are invited to contact Keith Ford (Tel. 0115 9772590) or a colleague in Democratic Services at Nottinghamshire County Council prior to the meeting.

- (c) Members of the public wishing to inspect 'Background Papers' referred to in the reports on the agenda or Schedule 12A of the Local Government Act should contact:-

Customer Services Centre 0300 500 80 80

- (d) Membership:-

Mrs Christine Goldstraw OBE – Independent Member – Chair
Councillor Debbie Mason – Rushcliffe Borough Council – Vice-Chair

Mayor Kate Allsop – Mansfield District Council
Mr Rizwan Araf – Independent Member
Councillor Cheryl Butler – Ashfield District Council
Councillor Eunice Campbell – Nottingham City Council
Councillor David Challinor – Bassetlaw District Council
Councillor David Ellis – Gedling Borough Council
Councillor Glynn Gilfoyle – Nottinghamshire County Council
Councillor John Handley – Nottinghamshire County Council
Mrs Suma Harding – Independent Member

Councillor Nicola Heaton – Nottingham City Council
Councillor Neghat Khan – Nottingham City Council
Councillor Tony Harper – Broxtowe Borough Council
Councillor Keith Longdon – Nottinghamshire County Council
Councillor Tony Roberts – Newark and Sherwood District Council
Mr Bob Vaughan-Newton – Independent Member
Councillor Linda Woodings – Nottingham City Council

NOTTINGHAMSHIRE POLICE AND CRIME PANEL

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MINUTES OF THE MEETING HELD ON MONDAY 15 JUNE 2015 AT 2.00PM AT COUNTY HALL

MEMBERS PRESENT

(A denotes absent)

Chairman - Christine Goldstraw OBE – Independent Member – **A**
Vice-Chairman Councillor Debbie Mason – Rushcliffe Borough Council

Executive Mayor Kate Allsopp – Mansfield District Council
Rizwan Araf – Independent Member
Councillor Cheryl Butler – Ashfield District Council
Councillor Eunice Campbell – Nottingham City Council
Councillor David Challinor – Bassetlaw District Council - **A**
Councillor Jon Collins – Nottingham City Council - **A**
Councillor David Ellis – Gedling Borough Council
Councillor Glynn Gilfoyle – Nottinghamshire County Council
Councillor John Handley – Nottinghamshire County Council
Suma Harding – Independent Member
Councillor Tony Harper – Broxtowe Borough Council
Councillor Neghat Khan – Nottingham City Council
Councillor Keith Longdon – Nottinghamshire County Council
Councillor Maddy Richardson – Bassetlaw District Council
Councillor Tony Roberts – Newark and Sherwood District Council
Bob Vaughan-Newton – Independent Member
Councillor Linda Woodings – Nottingham City Council

OFFICERS PRESENT

Keith Ford – Team Manager, Democratic Services) Nottinghamshire
Pete Barker – Democratic Services Officer) County Council
	(Host Authority)

OTHERS PRESENT

Paddy Tipping – Police and Crime Commissioner (PCC)
Chief Constable Chris Eyre – Nottinghamshire Police
Chris Cutland – Deputy Police and Crime Commissioner (DPCC)
Kevin Dennis – Chief Executive, Office of PCC (OPCC)
Charlotte Radford – Chief Finance Officer, OPCC
Assistant Chief Constable (ACC) Simon Torr – Nottinghamshire Police
Detective Superintendent Mark Pollock – Nottinghamshire Police

1. ELECTION OF CHAIRMAN

RESOLVED 2015/019

That Christine Goldstraw OBE be appointed Chairman of the Panel for the 2015/16 municipal year.

2. ELECTION OF VICE CHAIRMAN

RESOLVED 2015/20

That Councillor Debbie Mason be appointed Vice-Chairman of the Panel for the 2015/16 municipal year.

3. MINUTES OF LAST MEETING

The minutes of the meeting held on 20 April 2015, having been previously circulated, were agreed as a true and correct record and were confirmed and signed by the Chair of the meeting.

4. APOLOGIES FOR ABSENCE

Apologies for absence were received from the Chairman and Councillor David Challinor and Jon Collins.

The Commissioner informed the Panel that the Chief Constable had been delayed but would be attending.

In the absence of the Chairman, the meeting was chaired by the Vice-Chairman, Councillor Debbie Mason.

5. DECLARATIONS OF INTERESTS

Rizwan Araf, Suma Harding and Bob Vaughan-Newton all declared a private and pecuniary interest in agenda item 8 – Review of Membership, Balanced Appointment Objective as they are independent members of the Panel and the appointment of such members was covered in the report. They left the meeting for the duration of that agenda item.

6. RULES OF PROCEDURE

Keith Ford explained that these rules were agreed at the very first meeting of the Panel and that they were being shared again particularly for new Panel members. The new members were identified for the Commissioner who welcomed them and hoped that they would find their membership useful and beneficial.

Members raised concerns about 11.2 and 11.4 of the Rules of Procedure and queried whether the Chief Constable should be attending every Panel meeting. Mr Ford explained that the Commissioner had requested that he be allowed to bring the Chief Constable to Panel meetings as he felt appropriate and that this had been agreed at an early meeting of the Panel. Members queried whether this agreement could now be reviewed. The Commissioner was clear that the Chief Constable wanted to attend the meetings and did so as his invitee. He felt that it was a system that worked and should continue. There

were varying opinions amongst Members about the Chief Constable's continued attendance at Panel meetings

The Vice-Chair thought that the wording of paragraphs 11.2 and 11.4 could be clearer and that she would consult the Chair and report back to the next meeting about this issue.

7. WORK PROGRAMME

Keith Ford introduced the report and asked Panel Members to identify which themes they would like to consider at future meetings. Keith also confirmed that there were still places available for the national Police and Crime Panel conference which was due to be hosted by Nottinghamshire County Council and held at County Hall on 3rd July.

The Vice-Chairman suggested that one theme per meeting was sufficient in order to give sufficient time for discussion. Members suggested focussing on Priority Theme 4 – Reduce the Impact of Drugs and Alcohol on Levels of Crime and Anti-Social Behaviour as the theme for the meeting on 7th September. Members also suggested discussing Priority Theme 7 – Spending Your Money Wisely at the December meeting taking into account that the local government and police settlement was due at the end of November / beginning of December.

Members expressed concerns at the increasing incidence of domestic violence and the time cases were taking to get to court and requested an update or perhaps consideration via a working group. The Vice Chairman undertook to discuss the Panel's priorities with the Chairman and report back. The Commissioner informed the Panel that domestic violence services were currently being recommissioned with the County Council and discussions were ongoing with the City Council. He said that he would welcome the opportunity of discussing the matter with the Panel and it was agreed that Priority Theme 1 - Protect, support and respond to victims, witnesses and vulnerable people should be considered at the November Panel meeting (with a particular focus on Domestic Violence incidents and the, conviction rates and delays in the criminal justice system).

The Vice-Chairman spoke of the value of attending the national Police and Crime Panel Conference, especially for new members of the Panel. It was an opportunity to meet other Panel Members from around the country and discuss how the different panels operated.

Members agreed that it would be beneficial to hold a Members' Workshop in October to consider national Policing Governance and funding issues.

RESOLVED 2015/21

- 1) That the work programme be noted and updated in line with Members' suggestions as appropriate.**
- 2) That Members contact Keith Ford to confirm their interest in attending the national Police and Crime Panel Conference to be held at County Hall on Friday 3rd July 2015.**
- 3) That a Members' Workshop be arranged in early October to consider national Policing Governance and funding issues.**

8. REVIEW OF MEMBERSHIP - BALANCED APPOINTMENT OBJECTION

Rizwan Araf, Suma Harding and Bob Vaughan-Newton all left the meeting for the duration of this agenda item.

Keith Ford introduced the report and reminded the panel that its membership had to be reviewed annually and be politically balanced, both in terms of each Council's appointments and ideally across the overall area of the Panel. The recent local elections had resulted in some changes to the Panel's membership and, subject to the Secretary of State's approval, the co-option of a Conservative elected member could be sought to maintain the overall political balance. The Panel would also need to decide from which Authority this Member would be selected. Finally, Mr Ford informed the Panel that the terms of office of all four Independent co-optees were coming to end at various times in the near future and clarified that there was no limit on the total number of years an Independent member could be asked to serve.

During discussions Members expressed support for the further co-option of a Conservative elected member and reappointing the four existing Independent members.

RESOLVED 2015/22

- 1) That the Panel seek Secretary of State approval for a further co-option of a Conservative elected member to enable continued political balance across the overall area of the Panel;**
- 2) That subject to Secretary of State approval, the Panel subsequently decide which Authority should be approached to provide the additional Conservative co-optee;**
- 3) That the Panel agree to re-appoint the four existing Independent members until June 2017.**

9. POLICE AND CRIME PLAN 12 MONTH MONITORING REPORT AND COMMISSIONER'S ANNUAL REPORT 2014-15

Rizwan Araf, Suma Harding and Bob Vaughan-Newton all returned to the meeting at the start of this item. The Vice-Chair thanked them all for their valuable contributions to the work of the Panel.

The Commissioner welcomed the new Panel members and confirmed he was happy for any Panel member to contact him between meetings.

The Commissioner explained it had been a very challenging year, especially in terms of the reduced budget, and spoke about some of the headlines contained in the report:

- The Force's alcohol and drug strategy would continue to be a major theme in the coming 12 months. The Home Office had been appreciative of the partnership working that had been carried out in Nottinghamshire and regarded it as an example of best practice.
- In the area of mental health, the use of the two triage cars and the input of the community mental health nurses had been a notable success. The Panel had been informed that from March 2015 no young person with mental health problems would be held in a police cell for non-crime related matters and that

from October 2015 no adult with similar problems would be held in a cell. This had not been easy to achieve and the Commissioner praised the work of health colleagues in this area.

- The responsibility for the commissioning of victims' services had been transferred to the Commissioner during this year. This had therefore been a transitional year but funding decisions would be made in this coming year to enable new and different approaches to be developed.
- The Commissioner spoke of the Priority Plus areas, with five of these areas in the City and the County contributing to 25% of all crime. The Commissioner believed that through working with partners a real difference could be made. The actions arising from the recent Review led by the Chief Executive of the Commissioner's Office were around managing demand. The Commissioner informed the Panel that a National Audit Office report on Home Office funding had been published the previous week. The report concluded that while forces generally had been able to cope with the budget cuts, some forces had been affected disproportionately ie those such as Nottinghamshire who rely more heavily on grant funding. The report recommended that the Home Office undertakes work on a new funding formula.
- The Commissioner emphasised the need to concentrate on reducing back office costs in the face of continued budget reductions. The Force was in discussion with other Forces about the way forward but the Commissioner felt that more work was still needed. Work was also continuing on moving towards a shared IT platform.

During discussions the following points were raised:

- The Panel expressed its disappointment at the proposed reductions in the number of PCSOs though recognised it was driven by a need to reduce expenditure dramatically. The Commissioner pointed out that after the reduction in numbers there would still be more PCSOs employed in Nottinghamshire than before he was elected and would still have a high number of PCSOs compared to many other Forces. Nottinghamshire had the highest number of PCSOs in the East Midlands, other than perhaps Leicestershire, and employed twice as many PCSOs as Derbyshire. He underlined that Nottinghamshire would also continue to provide Neighbourhood Policing services.
- In answer to a question about why couldn't the precept be increased to allow the current numbers of PCSOs to be maintained, the Commissioner explained that the precept could only be increased following a referendum and that until now all similar referenda had failed, including one in Bedfordshire where 70% of those voting voted against an increase. The Commissioner informed the Panel that he had asked for some analysis of the potential outcome of a referendum in Nottinghamshire and he felt that a similar result to the Bedfordshire referendum would be likely. Furthermore, the cost of running a referendum and undertaking a re-billing exercise was likely to cost in the region of £1m.
- The Panel was aware of media reports about the potential for cost savings through the combining of Forces and reducing the numbers of Chief Constables and Commissioners. Although the Panel was not necessarily in agreement as a way forward, the Commissioner was asked whether he thought there was any potential for major savings by adopting such an approach. The Commissioner

replied that he spoke frequently to the Home Secretary and at the moment the merging of Forces was not on the agenda. The law was not clear either on whether two forces could share a Chief Constable and the Home Secretary was not of a mind to introduce legislation any time soon that would clarify the situation. The Chief Constable, who had now joined the meeting, confirmed that the Force had reduced the numbers of senior staff. Nottinghamshire now had only one Assistant Chief Constable when formerly there were 4 and there are now only 4 Chief Superintendents employed compared to 11 in the past. The Chief Constable also said that the sharing of senior officers between Forces made sense as the amount of partnership working increased.

- The importance of managing public expectations was raised by the Panel. In the case of the relatively recent appointment of the PCSOs, Members asked if the reduction in numbers could not have been predicted and queried whether so many PCSOs should originally have been appointed. The Commissioner replied that the Government had committed to reducing the deficit and it was now predicted that the Force would be facing a 5% annual reduction in its budget. Many letters of support had been received supporting the use of PCSOs and the Chief Constable was working hard to mitigate the effect of the reduction in their numbers.
- Members recognised that the introduction of the PCSOs seemed universally to be accepted as a good thing, but queried whether there was any evidence that justified expenditure on PCSOs rather than on PCs and the extent of the cost savings achieved through the expenditure on PCSOs. The Commissioner replied that he guided the relevant legislation through the Commons and was a supporter of the PCSO concept as it provided neighbourhood policing which is what the public wants. In terms of cost, two PCSOs can be provided for the cost of one PC, they also provide more flexibility and also, unlike PCs, they could be made redundant if required. The Chief Constable added that the PCSOs have been a success despite some initial reservations, but that the Force did need to scale down to guarantee its survival in the future.
- The Panel queried whether there was more scope for collaboration. The Commissioner replied that he was certainly in favour and thought more could be achieved, though the concept was not universally popular. The Chief Constable emphasised that in Nottinghamshire collaboration was very much a part of how the Force worked and confirmed that there was already cooperation between 5 forces which meant funds could go further as a result.
- The Panel queried whether there was a contradiction in the fact that although the number of Confiscation and Forfeiture Orders had increased, the overall value of the Proceeds of Crime Act (POCA) orders had decreased. The Commissioner agreed that this was an area where the Force could improve but pointed out that the Police only receive 25% of the proceeds from POCA Orders with the remainder going to other elements of the criminal justice system. The Chief Constable pointed out that one multi million pound case could heavily skew the figures. In the last 3 or 4 years the Force had concentrated on the low and mid ranking criminals as these were the people most visible as living off a criminal lifestyle, though 'Mr Bigs' were also targeted. The Chief Constable agreed with the Commissioner that there was room for improvement and said that the Force could learn from the Leicestershire and Derbyshire forces who were among the best performers in the Country.

- The Panel expressed concern at the increase in the Ineffective Trial Rate in the Crown Court. The Commissioner replied that much analysis had taken place but that it was difficult putting theory into practice. There were 43 forces across the country, all with their own systems, the Crown Prosecution Service was organised on a regional basis and the court system was denuded of finance with the situation likely to get worse. The Commissioner felt that ultimately results would only improve when the management across all three elements was improved but that this would mean the agencies involved giving up some of their responsibilities and this was unlikely to happen. The Chief Constable highlighted problems with duplicated requests from the courts for the same information and the Force now logged the number of times it had shared the same information. The Chief Constable informed the Panel that performance was much better in Crown Courts than in Magistrates' Courts and agreed that further work did need to be done. The Chief Constable added that the Deputy Police and Crime Commissioner provided an outstanding lead on this issue, working with the Ministry of Justice on the Criminal Justice review programme.
- The Commissioner was congratulated for remaining optimistic in the face of onerous demands and challenges and was asked whether overall the rates of violent crime were increasing. The Commissioner replied that it may seem peculiar but the Force actually wanted the incidence of some crimes to increase and was actively encouraging an increase in the reporting of such crimes involving domestic violence, serious sexual assault and hate crimes. The Chief Constable said that the changes in reporting were impacting upon the levels of crime, with relatively minor issues having to be now recorded as crimes (e.g. a washing machine left for collection being taken for scrap metal). The Chief Constable felt that further conversations were needed with Her Majesty's Inspectorate of Constabulary to clarify expectations.
- Members asked about sickness absence and whether there were any patterns, for example was it mainly physical or mental illness, and what the Force was doing to minimise absences. The Commissioner replied that the sickness figures were rigorously monitored and levels were reducing. The Chief Constable confirmed that the type and length of absences were all recorded and that support was available, for example to those who work undercover. The Force's sickness figures were the best in the East Midlands but there was a financial cost involved in achieving them.
- The retention figures for those employed in the Force with a Black and Minority Ethnic (BME) background was queried by the Panel. In one part of the report the figure given for BME representation in the Force was given as 4.3% but in another part of the report the figure was given as 15.62%. Also, the report mentioned a course and Councillor Khan asked about the outcomes of the course. The Commissioner replied that the percentage of officers employed from a BME background stood at approximately 4% compared to the BME population in Nottinghamshire of approximately 12%. The Commissioner said he was keen to make progress in this area but that the budget situation dictated that there would be no recruitment taking place this year and probably none the following year either. 12 to 18 months ago an outside consultant met all those in the Force from a BME background and found some good areas and some areas were highlighted for improvement. The Force was still working through the consultant's findings. The Chief Constable confirmed that the Force carried out work designed to foster the retention and development of those from BME

communities. The Force undertook exit interviews for all leavers, including those from BME backgrounds.

- The Panel referred to the HMIC report entitled 'Responding to Austerity' and noted the concern expressed within the report regarding staff retention. The Commissioner confirmed that 110 officers had left in the current year and that 75 PCSOs would also be leaving. Of the 110 that had left the majority of them, approximately three-quarters, had completed 30 years of service and wanted to leave. There were now far fewer officers joining the Force whose intention it is to spend their entire career with the service. Detective Superintendent Pollock confirmed that many of the younger officers join with the intention of only serving for between 5 and 7 years. Being able to move one's pension around when changing jobs had contributed to the increased mobility of the workforce.
- The Panel was concerned at the effects of the projected 45% real terms cut in spending by the year 2020 and asked whether the scale of the cuts would put the existence of the Force in jeopardy. The Commissioner replied that the situation in Notts was not as serious as in some other Forces and gave the example of the Lincolnshire force which needed to reduce the numbers of officers but was not in a position to be able to do so. The debate about how much should be spent on public services took place during the General Election and the Government now had a mandate to reduce spending in the area and that the public sector as a whole now needed to be restructured, not just the Police. The Commissioner argued that there was a need to increase local discretion and flexibility around funding. The Chief Constable reassured the Panel that the Force would still be in existence in 2020 and it would use all of its powers to keep communities and individuals safe. He felt that the Force was better when it worked with its partners, focussing on the vulnerable, operating local, integrated teams and it trusting those teams to deliver. Mistakes would be made but there would be fewer of them if the Force was allowed to get on with the job rather than being dictated to from central government.
- The Panel noted that 30% of youth offenders had reoffended in the previous 12 months and asked what the Force was doing to address the problem. The Commissioner stated that the youth offending teams in the City and the County were 'unsung heroes' and were amongst the best in the country. Their early intervention was crucial and they sometimes worked with those who were at risk but who had committed no crimes. Kevin Dennis, Chief Executive, Office of the Police and Crime Commissioner (OPCC), agreed that the figure of 30% was too high but both of the teams were performing well. A recent inspection of the County team had only just been published but was particularly positive about the reoffending rate compared to national figures. There was always a hard core of offenders and there was now a focus on those coming out of custody, with the evidence suggesting that the work in this area was having an impact. First time offending figures had reduced. Members felt that the lack of information currently available within some court proceedings would be improved by the new body-worn cameras. The Chief Constable stated that the body-worn cameras were being rolled out across the Force, with training provided about its use to ensure consistency with other types of evidence. He also underlined the current challenges in transferring files electronically.

That the views of Panel Members on the Commissioner's Annual Report and performance in 2014/15 be fed back formally to the Commissioner's Office for publication.

10. POLICE AND CRIME PLAN STRATEGIC PRIORITY THEME 5 – REDUCE THE THREAT FROM ORGANISED CRIME

Detective Superintendent (DS) Mark Pollock introduced the report and provided some context. Nationwide, there were estimated to be 5,500 groups involved in organised crime comprising 37,000 people engaged in criminal activities with a 'guestimated' value of £24bn per annum. The Home Office's Serious and Organised Crime Strategy required the Force to tackle the problems according to the '4 Ps' (Prepare, Prevent, Protect, Pursue).

The Force was more experienced than some other Forces in this area of work and DS Pollock reminded the Panel of the situation in Bestwood ten years previously and stated that the days of Nottingham being the 'gun crime capital' of the UK were over. There had been a huge debate about what constitutes an organised crime group, although the Force were aware of how to recognise such activity. DS Pollock informed the Panel that it was believed that 35 such groups were active in the City and the County, 60% of which operate in the City. These groups engage in a range of criminal activities including drugs, firearms, child sexual abuse, burglary and illicit tobacco.

DS Pollock explained that the Force had trained officers able to identify organised crime and who undertake an initial assessment of any potential case. Then, in a further example of collaboration, the details are passed on to the East Midlands Unit who carry out a further assessment to determine whether the case can be defined as involving organised crime and if so what are the risks involved and what is the impact on the community. If the case is defined as an organised crime one then the Unit supplies tactical advice to the Force and the case is allocated to a detective who is responsible for investigating according to the '4 Ps' mentioned earlier. There had been some considerable success in disrupting the activities of those involved in organised crime. Operation Vanguard had long been running in the City, targeting urban street gangs which were sophisticated groups that linked into regional and national structures. This Operation had recovered drugs with a street value of nearly £3m, £85k in cash and firearms and ammunition. Operation Jongleur was a more recent operation which focussed on urban street gangs in the City and had so far recovered drugs with a street value of £15K and almost £45K in cash. Operation Vanguard Plus involved working in partnership with other agencies on 'Prevent' and 'Protect' initiatives, focussing on people who were vulnerable to becoming involved in street gangs, as well as on individuals who were involved but wanted to get out (with such individuals given support in getting jobs and places on courses).

East Midlands Special Operations Unit (EMSOU) had undertaken work in Ashfield, tackling groups with links nationally and individually into very serious criminality. A number of individuals had been arrested and were awaiting trial. The Home Secretary was monitoring this as a model example of how to work with the National Crime Agency. Central government had asked the Force to organise a conference in the Autumn, particularly focussing on partnership working.

DS Pollock concluded by saying that much progress had been made in the last 5 years in terms of structure and set ups. The Force had performed well in the 'Pursue' element of the '4Ps' but could improve on the other three elements and while there was already

much partnership working and collaboration taking place there was still a need to expand this way of working.

During discussions the following points were raised:

- Members queried whether it was clear as to how many individuals were involved in organised crime activity at any given time. DS Pollock said that some of the boundaries between the various groups were somewhat arbitrary with many members having links to more than one group (as highlighted by relationship charts that had been drawn up by the Force).
- The Panel asked about the accuracy of the figures contained within the report and Detective Superintendent Pollock replied that the Panel was correct to treat some of those figures with caution but the evidence did suggest that the Force was being successful in disrupting activity in this area (although the overall numbers had not fluctuated greatly).

RESOLVED 2015/024

- 1) That the Police and Crime Panel note the report.**
- 2) That the Panel support the development of Organised Crime Group (OCG) Partnership Boards.**

The meeting closed at 4.30pm

CHAIRMAN

Miins 15 June 2015

WORK PROGRAMME

Purpose of the Report

1. To give Members an opportunity to consider the work programme for the Panel and to suggest further topics for inclusion (**see appendix A**).

Information and Advice

2. The work programme is intended to assist with the Panel's agenda management and forward planning. The draft programme will be updated and reviewed regularly in conjunction with the Chairman and Vice-Chairman of the Panel and is subject to detailed discussion with the Police and Crime Commissioner and the Chief Constable.
3. The work programme has been updated to include specific focus on each of the seven Strategic Priority Themes included in the Police and Crime Plan at each meeting of the Panel (except the February meeting at which the precept and budget is considered).

Other Options Considered

4. All Members of the Panel are able to suggest items for possible inclusion in the work programme. The Work Programme has been updated following discussions around the Commissioner's update report at the last meeting. The regular standing items and statutory requirements have also been scheduled into the proposed meeting timetable.

Reasons for Recommendation/s

5. To enable the work programme to be developed further.

RECOMMENDATION/S

- 1) That the work programme be noted and updated in line with Members' suggestions as appropriate.

Background Papers and Published Documents

- 1) Minutes of the previous meeting of the Panel (published).

For any enquiries about this report please contact:-

Keith Ford, Team Manager, Democratic Services, Nottinghamshire County Council
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Tel: 0115 9772590

Nottinghamshire Police and Crime Panel**Work Programme (as at 25 August 2015)**

<u>Agenda Item</u>	<u>Brief Summary</u>
2 November 2015 – 2.00pm	
Police and Crime Commissioner's update, including Budget and Efficiency Programme update, details of decisions taken and overview of Force Performance).	The Panel will review and scrutinise any decisions and other actions taken by the Commissioner on an ongoing basis. The Panel will also consider the Commissioner's response to the key performance and financial issues within the Force.
Complaints update	Regular update on any complaints received against the Police and Crime Commissioner or Deputy Police and Crime Commissioner.
Specific focus on one of the Police and Crime Plan Strategic Priority Themes.	Strategic Priority Theme 1 – Protect, support and respond to victims, witnesses and vulnerable – with a particular focus on Domestic Violence incidents and the, conviction rates and delays in the criminal justice system.
7 December 2015 – 2.00pm	
Transforming Rehabilitation – further update from the Community Rehabilitation Company – Ben Wild, Assistant Chief Officer, CRC .	Further to the update presented to the Panel in January 2015.
Police and Crime Commissioner's update, including Budget and Efficiency Programme update, details of decisions taken and overview of Force Performance).	The Panel will review and scrutinise any decisions and other actions taken by the Commissioner on an ongoing basis. The Panel will also consider the Commissioner's response to the key performance and financial issues within the Force.
Complaints update	Regular update on any complaints received against the Police and Crime Commissioner or Deputy Police and Crime Commissioner.
Specific focus on one of the Police and Crime Plan Strategic Priority Themes.	Panel to consider Priority Theme 7 – Spending Your Money Wisely
Consultation Events and Complaints Received	Six monthly update on the Commissioner's consultation events and complaints received by the Office of the Police and Crime Commissioner (as agreed at the 5 January 2015 Panel meeting).

<u>Agenda Item</u>	<u>Brief Summary</u>
1 February 2016 – 2.00pm	
Proposed Precept and Budget 2016/17	To consider the Commissioner's proposed Council Tax precept.
Police and Crime Plan 2014-18 Refresh	To seek the Panel's views on the draft refreshed Police and Crime Plan.
Complaints update	Regular update on any complaints received against the Police and Crime Commissioner or Deputy Police and Crime Commissioner.
18 April 2016 – 2.00pm	
Police and Crime Commissioner's update, including Budget and Efficiency Programme update, details of decisions taken and overview of Force Performance).	The Panel will review and scrutinise any decisions and other actions taken by the Commissioner on an ongoing basis. The Panel will also consider the Commissioner's response to the key performance and financial issues within the Force.
Complaints update	Regular update on any complaints received against the Police and Crime Commissioner or Deputy Police and Crime Commissioner.
Specific focus on one of the Police and Crime Plan Strategic Priority Themes.	Panel to focus on a specific Priority Theme (to be confirmed)
6 June 2016 – 2.00pm	
Appointment of Chairman and Vice-Chairman	To appoint the Chairman and Vice-Chairman of the Panel for the 2016/17 year.
Review of Balanced Appointment Objective.	<p>The Panel will review its membership to see whether any actions are required in order to meet the requirements for:-</p> <ul style="list-style-type: none"> the membership to represent all parts of the police force area and be politically balanced; and members to have the skills, knowledge and experience necessary. <p>The terms of office for independent Members will also be reviewed where applicable.</p>
Police and Crime Commissioner's update, including Budget and Efficiency Programme update, details of decisions taken and overview of Force Performance).	The Panel will review and scrutinise any decisions and other actions taken by the Commissioner on an ongoing basis. The Panel will also consider the Commissioner's response to the key performance and financial issues within the Force.

<u>Agenda Item</u>	<u>Brief Summary</u>
Complaints update	Regular update on any complaints received against the Police and Crime Commissioner or Deputy Police and Crime Commissioner.
Specific focus on one of the Police and Crime Plan Strategic Priority Themes.	Panel to focus on a specific Priority Theme (to be confirmed)
Consultation Events and Complaints Received	Six monthly update on the Commissioner's consultation events and complaints received by the Office of the Police and Crime Commissioner (as agreed at the 5 January 2015 Panel meeting).

For Consideration	
Public/Non Public*	Public
Report to:	Police and Crime Panel
Date of Meeting:	7th September 2015
Report of:	Paddy Tipping Police and Crime Commissioner
Report Author:	Kevin Dennis
E-mail:	kevin.dennis@nottinghamshire.pnn.police.uk
Other Contacts:	Kevin Dennis
Agenda Item:	5

POLICE AND CRIME COMMISSIONER'S UPDATE REPORT

1. PURPOSE OF THE REPORT

- 1.1 This report presents the Police and Crime Panel (Panel) with the Police and Crime Commissioner's (Commissioner) update report.
- 1.2 In accordance with section 13 of the Police Reform and Social Responsibility (PR&SR) Act 2011 and subject to certain restrictions, the Commissioner must provide the Panel with any information which the Panel may reasonably require in order to carry out its functions. The Commissioner may also provide the Panel with any other information which he thinks appropriate.
- 1.3 This report provides the Panel with an overview of current performance, key decisions made and his activities since the last report in April 2015.^a

2. RECOMMENDATIONS

- 2.1 The Panel to note the contents of this update report consider and discuss the issues and seek assurances from the Commissioner on any issues you have concerns with.

3. REASONS FOR RECOMMENDATIONS

- 3.1 To provide the Panel with information so that they can review the steps the Commissioner is taking to fulfil his pledges and provide sufficient information to enable the Panel to fulfil its statutory role.
- 3.2 Whilst Chief Constables and the national body of Commissioners (APCC) intend to provide written submissions to the consultation process, Panel members may wish to provide their own submission.

^a In order to ensure adequate time for consultation a draft was circulated on 23rd July 2015 and finalised on 18th August 2015.

4. Summary of Key Points

POLICING AND CRIME PLAN – (2015-18)

- 4.1 Performance against refreshed targets and measures across all seven themes is contained in the tables at **Appendix A** up to June 2015. This is the first report to the Panel in respect of the Commissioner's third Police and Crime Plan.
- 4.2 The Commissioner's report has been simplified to focus on reporting by exception. In this respect, this section of the report relates exclusively to some performance currently rated red i.e. significantly worse than the target (>5% difference) or blue, significantly better than the target (>5% difference).
- 4.3 The table below shows a breakdown of the RAGB status the Force has assigned to the 33 new sub-measures reported in **Appendix A**. It can be seen that 22 (67%) of these measures are Amber, Green or Blue indicating that the majority of measures are close, better or significantly better than the target. 33% of measures reported are Red and significantly worse than target.

KEY to Performance Comparators			
Performance Against Target		June-15	% of Total
1	Significantly better than Target >5% difference	7	21%
1	Better than Target	11	33%
1	Close to achieving Target (within 5%)	4	12%
1	Significantly worse than Target >5% difference	11	33%
		33	100%

- 4.4 In summary, total crime is higher than last year (+8.3%, **Red**) but antisocial behaviour (ASB) is much lower (-7.1%, **Blue**). Violence continues to be the key driver to the overall increase in Total crime (+28.7%, +1,119) and follows the HMIC inspection undertaken in 2014 into crime recording which has led to higher compliance rates to the national crime recording standard. Nottinghamshire is believed to have one of the highest compliance rates (98%) and this has led to more incidents being recorded as crimes. In addition, new offences of Harassment and Malicious Communications are now counted as recorded crimes.
- 4.5 As explained at [Section 4.7.6](#), despite this +8.3% increase, 19 other forces have experienced much higher % increases with the national average being +9%.
- 4.6 Blue Rating (1 significantly better than Target >5% difference)

The Number of people killed or seriously injured (KSIs) on Nottinghamshire's roads

- 4.6.1 Figures for January to March 2015 show a 15.5% reduction in KSI casualties compared to the same period in the previous year, this equates to 15 less casualties contributing considerably to the overall reduction of 50.4% against the 2005-09 average (**Green**). KSI for 0-15 year olds is -65.3% (**Blue**). The total number of collisions reported is down 14.8% which over 100 fewer accidents

have been attended. Vulnerable road user groups are showing good reductions with the exception of pedal cycle KSI's, which although up 22% only reflects a rise of 2 and slight injuries fell by over 37%. Motorcyclists showed a reduction of 56%.

- 4.6.2 Operation Drosometer 5 will continue until the end of August 2015. So far over 3000 drivers have been caught for fatal 4 offences detected.^b The June drink drive campaign has not seen an uplift in arrests for drink driving which show parity with normal ambient levels of activity.

Reduce the number of non-crime related mental health patients detained in custody suites

- 4.6.3 Current data shows that there has been a 86.5% reduction in the numbers of non-crime related mental health patients detained in the Forces Custody Suites. Previously it was 53.1% so this is a significantly improving picture. This includes those patients referred to Custody Suites from other agencies i.e. hospital Section 136 suites. This suggests that Street Triage continues to be successful.
- 4.6.4 There are a number of reasons for custody suites being the first place of safety.^c

An increase in the Early Guilty Plea rate compared to 2014-15 in Crown and Magistrates' Courts

- 4.6.5 The Magistrates' Courts Early Guilty Plea rate has considerably improved from 65.6% in the same period last year, to 71.6%. This places Magistrates' Courts Early Guilty Plea rate above the national average of 70.8%.

Reduction in Anti-Social Behaviour (ASB) incidents across the force

- 4.6.6 Year to-date ASB is down 7.1%. In respect of the Commissioner's target to reduce ASB by 50% by 2016-17, performance is currently -38.3%. In the County it's -49.4% and in the City it's -21.8%. Previous Panel reports explained an increase in noise related incidents in 2014 mainly in the City.

The number of Proceeds of Crime Act (POCA) confiscation and forfeiture orders – To increase by 10% per annum

- 4.6.7 There were 4 additional Confiscation and Forfeiture Orders compared to last year, placing the Force 15.9% above target. However, the overall value of POCA orders has fallen by 41.1% or £71,490.69, with the average value now at £6,025.94 compared to £13,379.36 last year.

To Monitor the Number of Production and Supply Drug Offences

- 4.6.8 There were 71 additional supply and production drug offences recorded year-to-date (+40.3%). In comparison there was a considerable reduction in possession

^b The fatal 4 offences refer to speeding, mobile phone use whilst driving, drink/drug driving and not wearing seatbelts.

^c Reason not recorded, suite full, suite refused, suite has no staff, male on suite, female on suite, too violent, detained for safety, and other.

offences, which could be attributable to the increased numbers of supply offences whereby an arrest and disposal would be expected.

4.7 Red Rating (1 significantly worse than Target >5% difference)

A reduction in the number of repeat victims of domestic violence compared to 2014-15

4.7.1 The number of repeat victims of domestic violence increased by 117 offences year-to-date (+21.6%), with a 25.2% increase in the County, and a 16.7% increase in the City. However, further analysis by the Management Information department has identified that this increase is due to either greater compliance with the national crime recording standard (in which more incidents are recorded as crimes especially violence) and also new harassment offences (malicious communications, letters, text messages, social network) which is prevalent in domestic violence.

A Reduction in the Number of Repeat Victims of Hate Crime Compared to 2014-15

4.7.2 There were 11 (+78.6%) additional repeat hate crimes recorded year-to-date, of which 6 occurred in the City. The Force has explained that the increase in hate crime is due to violence against the person (VAP) and the reasons stated in the above section are also applicable for hate crime.

To monitor the percentage of Grade 1 and 2 incidents attended within the prescribed timescale^d

4.7.3 Historically the targets for attending incidents have been as follows:

- 85% attendance to Grade 1 incidents in Urban areas within 15 minutes and Rural areas within 20 minutes; and,
- 80% attendance to Grade 2 incidents within 60 minutes.

4.7.4 The first Police Response Hub at the Riverside went live in March 2015 with a further two in June 2015. It is too early to assess the impact of the changes on attendance times. However it is fair to say that performance is currently variable, and the Force is aware and examining the issues at its Performance Board in July 2015.

4.7.5 In terms of Grade 1 incidents, the Force attended 81.9% of Urban areas and 77.0% of Rural areas within the specified times (Amber). However, Grade 2 incidents were much lower than target i.e. 66.1% of incidents were attended

^d The Force has a detailed 'Graded Response and Deployment Procedure' which defines Grade 1 and Grade 2 incidents. In short, a Grade 1 incident requires an immediate response and the incident is defined as emergency or non-emergency based upon the information made available to the operator and not by the means of access to the operator (i.e. 999 / non-999, etc.). It will only qualify as an 'emergency', if the criteria set out in the procedure is satisfied e.g. there is, or is likely to be a risk of danger to life, use, or immediate threat of use, of violence. A Grade 2 is an incident where the customer service advisor or control operator identifies that there is a degree of importance or urgency attached to the initial police action, but that an emergency (Grade 1) response is not required e.g. An offender has been detained but who is not violent.

within 60 minutes (Red). Only the city centre was on target (covered by the Riverside hub), and as with Grade 1 responses some areas were more effected (e.g. Broxtowe North, 61.1%, Ashfield North, 61.8%).

A Reduction in All Crime compared to 2014-15

- 4.7.6 Overall, All Crime is up 8.3%. There are 1,488 additional offences of All Crime recorded in 2015-16 (year to date) compared to the previous financial year. The majority of this increase was recorded on County Division (1,296 offences, +12.9%) and are predominantly related to Violence (1,119 offences, +28.7% force-wide). The reasons are explained at [Section 4.4](#) above. Unfortunately, the increases in violence mask the good performance achieved in respect of Burglary Dwelling (-14.3%) and Personal Robbery (-23%).
- 4.7.7 Following the HMIC inspection last year a number of forces were identified as having poor compliance rates with the national crime recording standard. Analysis of Iqanta data year to date to June 2015 identifies that 19 forces have experienced much higher % increases than Nottinghamshire ranging between +8.6% to +36.5%. The national average is around +9% putting Nottinghamshire below this at +8.3%.
- 4.7.8 In respect of VAP (Violence Against the Person) which has seen the highest increase in volume crime, 20 other forces have had significantly higher increases than Nottinghamshire ranging from +28.7% to +109% resulting in a national average of around +29.6% putting Nottinghamshire below this at 28.7%.
- 4.7.9 As stated already, the increases in VAP has masked the good performance in a number of serious acquisitive crimes. For example, burglary dwelling is down 14.3% and is ranked 8th nationally (others ranged from -15.4% to -31%) and Personal robbery is down -23% and is ranked 6th nationally (others ranged from -41% to -56%).

A Reduction in Victim-Based Crime Compared To 2014-15

- 4.7.10 Victim-Based crimes accounts for 89.8% of All Crime recorded by the Force, which is slightly higher than the proportion recorded last year. Again, County Division recorded the larger increase (14.9%, or 1,342 offences). Since records of Violence have increased significantly, Victim Based crime also increases.

Monitor the Number of Offences in Those Local Areas Which Experience a High Level of Crime

- 4.7.11 Both County (15 Partnership Plus Areas) and City Divisions (Five High Impact Areas) are showing an increase in All Crime (+17% and +21% respectively). These increases are twice as high than All Crime force-wide (+8.3%) Given the performance reported in April (County +8%, City -3%); it appears that May and June's performance has driven the increases.
- 4.7.12 Some areas are experiencing much higher increases e.g. Sutton in Ashfield (+45%), Carr Bank (+32%), Bulwell (+30%), Eastwood South (+28%) and Castle (+25%).

- 4.7.13 During 2014, the Commissioner's office undertook a review of Partnership Plus Areas and produced a report in November 2014 '*Partnership Plus Areas Review: The Case for Change - A New Model for Neighbourhood Delivery?*' for the Safer Nottinghamshire Board. A number of recommendations were agreed intended to improve the medium to long term performance in these priority areas.

An Increase in the Detection Rate for Victim-Based Crime

- 4.7.14 There were 503 less detections for Victim-Based Crime year-to-date than in the previous year (-5%). Currently the detection rate is 20.8% but last year it was 25.92%.
- 4.7.15 Further analysis by the Management Information department reveals that despite a low detection rate, surprisingly, only 55.1% of cases is a suspect unknown. The Home Office outcomes framework introduced in 2014 reveals that many cases cannot be prosecuted for a variety of reasons. For example, a third of all recorded crimes (32.7%, 2,933 cases) there is a suspect identified but either the victim does not support any prosecution or there are other evidential difficulties preventing a prosecution – last year it was just under a quarter (23.4%, 2,037 cases).
- 4.7.16 In addition, community resolutions (an out of court disposal) have fallen 27.7% from 913 to 660 (-253). Furthermore, there has been a large % increase (+86.5%, +32) in the number of offenders not proceeded against either because they were too ill (physical or mental) or the victim was dead or too ill. The Force is aware of these issues and will be reviewing the data at the next Force Performance Board.

To Monitor the Detection Rate for All Crime

- 4.7.17 The detection rate for All Crime fell from 31.4% last year to 24.0%; the Force suggest this is due to the falling numbers of arrests which may have impacted directly on overall detections, but changes to the Home Office counting rules, 24 hour interventions and new offence classifications may also be contributory factors.

To Make £11.0m Savings by March 2016 + Overall Spend V Budget

- 4.7.18 The Government's grant has reduced significantly and in order to balance the budget, savings of £11.0m need to be made in 2015-16. To date £0.753m efficiencies have been achieved against a target of £1.349m. The Force is therefore off target by £0.6m.
- 4.7.19 Furthermore, it is anticipated that the Force will not achieve its efficiency savings of £11m. However, work is on-going to close the gap.
- 4.8 The Commissioner's staff are represented at the key Divisional, Partnership and Force Local Policing Board meetings in order to obtain assurance that the Force and Partners are aware of the current performance threats, and are taking appropriate action to address the emerging challenges. Should there be any issues of concern these are relayed to the Commissioner who holds the Chief Constable to account on a weekly basis.

- 4.9 In addition, from time to time the Commissioner meets with both Divisional Commanders to gain a deeper understanding of threats harm and risk to performance. For example, the last meeting was held on Wednesday 1st July 2015 to discuss current issues.

DECISIONS

- 4.10 The Commissioner has the sole legal authority to make a decision as the result of a discussion or based on information provided to him by the public, partner organisations, members of staff from the Nottinghamshire Office of the Police and Crime Commissioner (NOPCC) or Chief Constable.

Significant Public Interest Decisions

- 4.11 The Commissioner's web site provides details of all significant public interest decisions. Since the last Panel report a number of decisions have been approved in respect of:

- **Ref: 2015.044 Standing Orders for Grants:** Financial Regulations updated to provide detail on how the Commissioner's grant scheme and the governance arrangements function.
- **Ref: 2015.043 YouGov Survey:** Decision made to conduct a survey for the Nottinghamshire Police and Crime Commissioner on increasing the current police and crime element of the precept from 1.98%, which is a Band D precept annual increase of £3.42 to 10% and a Band D precept annual increase of £17.64.
- **Ref: 2015.041 Nottinghamshire Police Dog Kennels:** In 2013 Nottinghamshire Police approved a business case to rebuild the dog kennels at Police headquarters due to their poor state of repair and the requirement to meet the welfare standards. Collaborative considerations delayed implementation. A decision has been made to continue with the dog kennel project within allocated budget.
- **Ref: 2015.039 Business Case for the Refurbishment of the Southern Public Protection Hub (to accommodate Public Protection):** Authorisation has been granted for the use of capital funding to refurbish the Southern Public Protection Hub to accommodate the move of Public Protection to a two hubs model.
- **Ref: 2015.038 InPhase Hosting Arrangements:** InPhase is an integrated management and performance software system which will allow the Commissioner and his office to better manage the wide range of information. A decision has been made to move hosting of the Inphase system to NTT Europe Online (on behalf of Inphase).
- **Ref: 2015.036 International Student Safety Project:** £4,277 has been approved to part fund this project and to waiver contract standing orders for this procurement to support pilot research to look at the safety and experiences of Chinese students in Nottingham. The University of Nottingham is providing £6,888 funding.
- **Ref: 2015.035 Provision of Stop and Search Diversity Training:** Following a tendering process, Noble Khan Limited has been awarded a £30k contract to

deliver diversity training for 800 frontline Police officers involved in stop and search over the next 12 months. This supports the recommendations of the BME Steering Group which researched and reported on ways to improve Police Experiences for members of the BME communities.

- **Ref: 2015.034 Response Policing Business Case Addendum - Watnall Road, Hucknall:** Approval has been given for the Estates Team to undertake various works and negotiations:
 - To deliver a Response Hub at the Driver Training School at Watnall Road, Hucknall
 - Negotiate a lease with the Ministry of Justice for the accommodation opposite HMP Ranby to form the Bassetlaw Response hub
 - Re-negotiate terms with Bassetlaw District Council for a reduced footprint at Retford and Worksop
- **Ref: 2015.033 Closure of Holmes House (Mansfield Police Station Open Plan): The following have been approved:**
 - To create open plan office areas in Mansfield Police Station
 - Relocate staff and officers from Holmes House to Mansfield Police Station and FHQ
 - Sell Holmes House
- **Ref: 2015.032 West Bridgford Police Station - 1st Floor Refurbishment:** To proceed with the capital programme scheme to refurbish the first floor accommodation at West Bridgford Police Station.
- **Ref: 2015.031 Capital Outturn Report 2014/15:** An earlier version of this report was included on the Strategic Resources and Performance meeting of 20th May 2015. This decision report provides the final adjusted out-turn figures for the 2014-15 Capital Programme.
- **Ref: 2015.029 Capital Carry Forward from 2014/15 to 2015/16 - Broxtowe Police Station Refurbishment:** The 2014/15 capital programme included a sum of £239,000 for the refurbishment of Broxtowe Police Station. The scheme was delayed due to the reasons set out in the Decision form. Approval has been given to carry forward the capital to the 2015/16 capital programme. This project will provide officers and staff with an improved working environment.
- **Ref: 2015.028 East Midlands Operational Support Service:** the Section 22 collaborative agreement Business Case and amendments post consultation for EMOpSS (East Midlands Operational Support Service) are approved and will be taken forward for implementation. It is estimated that efficiency savings in Nottinghamshire alone would be in the region of £1m. A full review of the Section 22 agreement will take place within 6 months.
- **Ref: 2015.027 Nottinghamshire County Business Crime Partnership (BCP) - £10K Continued Funding (2015-16):** This funding assists the on-going work of Nottinghamshire County Business Crime Partnership covering the seven districts (and the three Community Safety Partnerships (CSP) areas) to tackle business crime including shoplifting which increased

significantly in 2013-14 and continues to pose a key risk to the Commissioner's priority to reduce crime.

- **Ref: 2015.026 Regional IT Transformation Programme Resourcing:** Approval has been given to implement the proposed restructuring of the Regional IT Transformation Programme resources to enable and initiate the team, to maximise return on investment and provide stability for the function.
- **Ref: 2015.021 Policing Business Services (PBS):** A decision has been made to continue to support the PBS. The business case supported is to move away from 'ad-hoc' sharing of services to a fully integrated single service centre providing operational and strategic business support to regional forces.
- **Ref: 2015.020 Lease of Byron House, Maid Marian Way, Nottingham:** Approval has been given to the proposal that Central Police Station and Canning Circus Police Stations be replaced with Byron House, Maid Marian Way, Nottingham. Byron House will be the new base for the Aurora II partnership between Nottinghamshire Police and Nottingham City Council Community Protection. The building is owned by Nottingham City Council and the Police will take a 25 year lease of space within the building.
- **Ref: 2015.019 Procurement of Internal Audit Services:** NOPCC is looking to establish a single supplier Framework Agreement solely for the Offices of the PCCs and Chief Constables representing the East Midlands Region of Derbyshire, Leicestershire, Northamptonshire and Nottinghamshire. Individual Call-Off Contracts by means of Direct Award will then be entered into by each of the Office of the PCCs and Chief Constables jointly, against the requirements and terms set out in the Framework Agreement.
- **Ref: 2015.016 Domestic Violence Helpline:** Following internal and external discussions, it was agreed early in 2014 that the PCC fund the Nottinghamshire Domestic Violence Helpline with a grant of £38,415 during 2014-5. The grant will be awarded to WAIS (Women's Aid Integrated Services) with funding from Ministry of Justice's Victims' Services Grant.
- **Ref: 2015.015 Atlas Upgrade:** Approval has been given to spend £137,500 (excluding VAT) from the equipment reserve in East Midlands Special Operations Unit (EMSOU) to keep the ATLAS platform (intelligence system) operating effectively (upgrade to keep up with developments in mobile telephony).
- **Ref: 2015.014 Additional Small Grant Funding 2014-15 for FGM Conference and Child Sexual Exploitation (CSE) research:** It was previously agreed that the Mojatu^e FGM conference held on 12 February be funded by the Commissioner (£2,116). In addition, the Commissioner agreed to provide £22,080 funding to the Ann Craft Trust for additional CSE (Child Sexual Exploitation) research project. The additional time required to deliver the project meant that the Ann Craft Trust has incurred an additional cost of £2,700.
- **Ref: 2015.013 Domestic abuse support services 2015-8 commissioning budget city county budget split:** Currently the commissioning of DV services in the city and county is fragmented, with disparate services funded through grants and contracts with the city and county councils and PCC. The

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Mojatu means "Just One" in Swahili

PCC projects are funded through direct grants as well as grants given via the Crime and Drugs Partnership and Safer Nottinghamshire Board. All the PCC funded projects are based on historical grant arrangements. A number of options were considered and Option 2 was approved to split the DV budget between city and county based on recorded crime levels.

- **Ref: 2015.012 Nottinghamshire Integrated Victim Support Services:** The Commissioner receives a grant from the Ministry of Justice (MoJ) to commission local victim support services. In September 2014 the Commissioner authorised a tender process to set up a new Nottinghamshire Integrated Victim Support Service for Nottinghamshire. Following an open EU tender process and evaluation Victim Support was part-awarded the contract from 1 April to 31 December 2015.
- **Ref: 2015.011 Victims of Crime and Safer Communities - A Partnership Approach for Joint Case Management:** The Commissioner's Police and Crime Plan sets out his ambition to deliver safer communities reduce crime and protect victims. Effective information sharing and multi-agency working is key to achieving this ambition. Since October 2014, the Commissioner (as an early adopter) has had responsibility for the provision of victims' services. This provides an opportunity to improve the support to victims through effective local multi-agency working and case management. An effective IT case management system will prepare partner agencies, including locally commissioned victim support services, to work together effectively across Nottinghamshire to understand each other's involvement in supporting and knowledge about victims of crime. This will ensure that all services supporting victims are better able to work together to protect vulnerable victims and enable them to cope and recover from crime.
- **Ref: 2015.01 Migration of EMRN (East Midlands Regional Network) Services onto PSN (Public Service Network) Bearers:** The capital spend of £34,231 (Nottinghamshire cost) for implementation of PSN Bearers has been approved to implement a project, under the leadership of ACC Torr within the IT Transformation Programme, to migrate services off the EMRN onto the PSN to achieve revenue savings across the region.
- **Ref: 2015.009 Capital Funding Request for Live Links and Virtual Courts:** Capital funding of £27,500 is approved in order to match fund the Innovation Fund supporting regional Live Links and Virtual Courts solution.
- **Ref: 2015.008 Capital Funding Request for Custody Improvements:** An extra £99K of capital expenditure has been approved for the Custody Improvement Project so that the Force installs the Home Office approved wash basins (includes anti-ligature solid surface).
- **Ref: 2015.007 Bassetlaw/Broxtowe ANPR Decision:** £50k of capital funding has been approved for the provision of ANPR cameras in the County, £25K in 2015/2016 and £25K 2016/2017. This is part of a wider partnership funding totalling £250K, the remainder having been pledged by the County Council's Community Safety Committee and Camera Safety Partnership. Phase 1 of this initiative (Ashfield South) is completed. This funding is for Phase 2 which is an ANPR 'shield' for Bassetlaw and phase 3 for Broxtowe to be implemented over 2015/2016. This is designed to be an overt prevention and proactive tool to target travelling criminals of dwelling burglary and other criminal road users. This is not an income generator or speed initiative.

- **Ref: 2015.006 Integrated Restorative Justice for Nottinghamshire:** The Commissioner receives a grant from the Ministry of Justice (MoJ) to commission Restorative Justice Services. In November 2014 the Commissioner authorised a tender process to set up a new Integrated Restorative Justice Service for Nottinghamshire. Following an open EU tender process and evaluation 'Remedi' was awarded the contract from 18th February 2015 to 31st March 2016.
- **Ref: 2015.005 Precept, Budget, MTFP, Reserves Strategy 4 Year Capital Programme and Treasury Management Reports 2015-2016:** The reports were approved by the Commissioner following the Police & Crime Panel meeting on 2nd February 2015.
- **Ref: 2015.004 Award of Framework for Body Worn Video Devices & Associated Products, Services & Solutions:** Framework have been awarded a contract for the provision of Body Worn Video Devices and Associated Products, Services and Solutions, for a period of 4 years, effective from 4 February 2015 to 3 February 2019.

ACTIVITIES OF COMMISSIONER

4.12 The Commissioner and Deputy Commissioner continue to take steps to obtain assurances that the Chief Constable has not only identified the key threats to performance but more importantly that swift remedial and appropriate action is being taken to tackle the problems especially in the Priority Plus Areas in the County and High Impact Wards in the City.

4.13 Some recent activities and developments include:

Strategic Alliance

- The Chief Constables and Police and Crime Commissioners from Leicestershire, Northamptonshire and Nottinghamshire met on Friday 21st August 2015 to look towards the future. There was a strong desire to build on existing relationships by forming a strategic alliance, integrating services to protect the public.
- A decision has been taken in principle to make this happen in early 2016. Further work commences to define the strategic vision and timetable. There will, of course, need to be consultation with officers, staff and stakeholders as plans emerge.

New Domestic Violence and Abuse Service

- A new service to tackle domestic violence and abuse in Nottinghamshire was jointly approved in July 2015 by the Commissioner and Nottinghamshire County Council's Public Health Committee. The service will be delivered by two providers, Nottinghamshire Women's Aid covering the north and Women's Aid Integrated Services covering the south of the county. The new jointly commissioned service reduces the number of separate contracts and agreements that currently exist, ensures services are more integrated and more efficient, leading to improved support for service users when they need it most. The service will work in partnership with other agencies providing a comprehensive response to reduce the impact of domestic violence and abuse across Nottinghamshire.

National Advisory Group Report ‘Reshaping policing for the public’

- The Commissioner is a member of a national Advisory Group which is made up of experts from across the policing landscape, including six chief constables, the College of Policing, HMIC and representative bodies. In June the Advisory Group published its report ‘[Reshaping policing for the public](#)’. As a member of the group the Commissioner was able to contribute to the national debate about the future of policing.

Award for Racial Injustice Campaigning

- In June the Commissioner was given an award for ‘*Racial Injustice Campaigning*’ by the Nottingham-based social justice charity Himmah following his work with the organisation to drive forward change in the way police and members of the BME communities interact.

Rural Response to Survey

- In May the Commissioner encouraged rural communities to take the opportunity to ensure that their voice was heard by undertaking the National Rural Crime Network (NRCN) survey (the largest ever) into crime and anti-social behaviour in rural areas. The findings will be published both nationally and locally in July 2015 which will provide a clear picture of the issues which may help to shape the delivery of both local and national services.

Rural Special Constables

- In May the Commissioner invited members of the public to the Strategic Resources and Performance meeting to hear about progress on the establishment of two teams of Rural Special Constables. The plan is for the two teams to keep tight links with Nottinghamshire Police’s wildlife crime officers, helping to both prevent rural crime and increase the community engagement, reassurance and problem solving necessary to support those who live in rural areas while also protecting our heritage.

Street Pastors

- In May, the Nottingham Business Improvement District (BID), the Commissioner, Paddy Tipping, and intu,^f the owners of the Victoria and Broadmarsh shopping centres, have stepped in to safeguard the immediate future of the Street Pastors, who operate in Nottingham city centre, by agreeing to provide the necessary funding to ensure that they can keep their operations going in the immediate term. There are over 100 volunteer Street Pastors from all sections of the community aged 18 to 78 years old, some with faith and some with none. Their mission is to support, protect and care for young people and work alongside the Police, Ambulance service, council and other bodies to care for anyone they meet and reduce demand on core services at peak times.

International Day against Homophobia, Biphobia and Transphobia

- In May, together with a number of other partners, the Commissioner attended a ceremony at County Hall, West Bridgford to raise the Rainbow Flag and launch a series of events across the county and the city on the run up to the

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<http://www.intugroup.co.uk/who-we-are/>

International Day Against Homophobia, Biphobia and Transphobia. Over 100 Rainbow flags are being raised at locations across the county, including at all district and borough council offices, both universities and a number of businesses, schools, colleges and hospitals. The event commemorates the day in 1990 when the World Health Organisation declassified homosexuality as a mental disorder and is an annual landmark day for everyone who opposes prejudice and discrimination.

New Diversity Training

- In May, the Commissioner invited tenders for new diversity training to help improve Stop and Search experiences among BME communities. This training will have a valuable role in improving BME experience of policing through better engagement and responsiveness to their needs. The BME Steering Group lobbied the Commissioner to undertake this training.

Strategic Resources and Performance Meetings

- The Commissioner continues to hold the Chief Constable to account at the Strategic Resources and Performance meeting which is open to the public. The last meeting was held on 20 May 2015 at the Balderton Village Centre in Balderton, near Newark.

Visits to Priority Plus and High Impact Areas

- The Commissioner and Deputy continue to visit key Priority Plus areas in the County and High Impact areas in the City. The purpose of the visits is to obtain assurance from Police, Partners and local Councillors that current community safety issues are fully understood and that appropriate action is being taken. Such visits include:

May 2015

- Netherfield and Colwick
- Woodlands
- Oak Tree
- Aspley
- Hucknall East
- Portland

June 2015

- Castle
- Bridge
- Magnus
- Eastwood South
- Trent Bridge
- Kirkby in Ashfield East
- Ladybrook

July 2015

- Workso North West
- Workso South East

4.13.1 The contact with frontline practitioners helps the Commissioner to better understand any barriers and especially any concerns from local residents so that he can have regard to these when he considers his Policing and Crime Plan priorities.

5. Financial Implications and Budget Provision

5.1 The financial information set out below is intended to provide the Panel with information so that they can review the steps the Commissioner is taking to fulfil his pledges and provide sufficient information to enable the Panel to fulfil its statutory role.

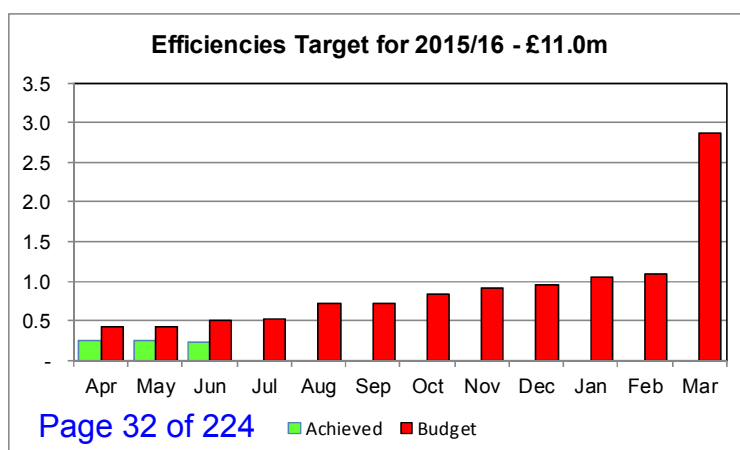
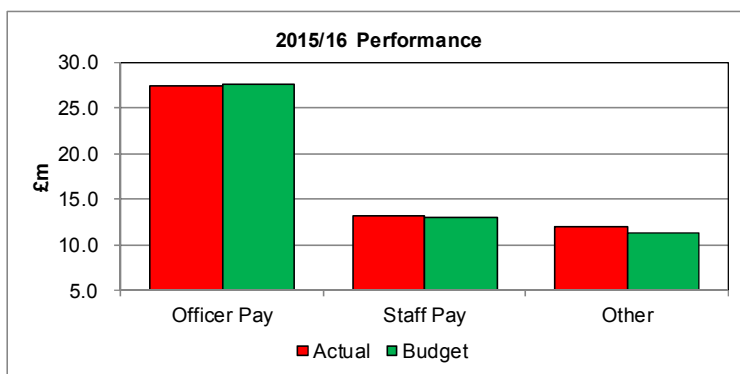
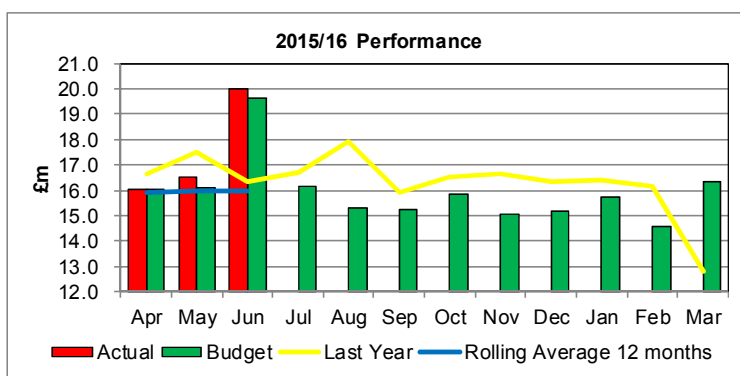
5.2 **Appendix B** contains the Financial Performance Insight report for June 2015. It details performance in respect of: Financials, Operations, Corporate Services, Overtime and Efficiencies.

Overview

5.3 The table illustrates budgetary performance during this financial year to June 2014.

5.4 The Force has a full year budget of £191.2m. Year to date £52.561m has been spent against a budget of £51.751m (an £810k overspend).

5.5 The overspend was due to both overtime (which was £0.039m worse than budget), Police staff pay (which was £0.208m worse than budget) due to the efficiency challenge included within the budget and agency staff costs which the Force is



currently being investigating and transport costs (which were £0.120m worse than budget) and also due largely to the phasing of the fleet review efficiency which was £0.133m.

- 5.6 Corporate Services is £0.877m worse than budget performance due to staff salaries which is mainly agency and not achieving the efficiency challenge.
- 5.7 The Force has recently moved a number of systems across to the MFSS (Multi-force Shared Service) so more costs are being centralised such as property, transport and IS (Information Systems).
- 5.8 **Appendix B** provides detailed further financial performance information.

6. Human Resources Implications

- 6.1 None - this is an information report.

7. Equality Implications

- 7.1 None – although it should be noted that high levels of crime occur predominately in areas of high social deprivation.

8. Risk Management

- 8.1 Risks to performance are identified in the main body of the report together with information on how risks are being mitigated.

9. Policy Implications and links to the Police and Crime Plan Priorities

- 9.1 This report provides Members with an update on performance in respect of the Police and Crime Plan.

10. Changes in Legislation or other Legal Considerations

- 10.1 None that directly relates to this report.

11. Details of outcome of consultation

- 11.1 The Deputy Chief Constable has been consulted on this report.

12. Appendices

A. Performance Tables - 7 Strategic Themes

13. Background Papers (relevant for Police and Crime Panel Only)

- [Police and Crime Plan 2015-2018 \(published\)](#)

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Nottinghamshire Police

APPENDIX A

Performance & Insight Report

Strategic Themes One to Seven

Performance to June 2015



Full Report





STRATEGIC PRIORITY THEME 1: Protect, support and respond to victims, witnesses and vulnerable people					
Measure		Objective / Target	Performance		Insight
1	Percentage of victims of crime that are completely, very or fairly satisfied with the service they have received from the police	90% of victims completely, very or fairly satisfied	85.4%	●	Performance has seen deterioration over the last year, and the most recent figure, covering satisfaction for incidents reported in the 12 months to April, contrasts with 87.1% for the same period last year. Vehicle crime, particularly theft from vehicle, continues to be the driving influence. There remains a significant difference between the divisions in terms of the headline figure (City 83.6%, County 86.7%), and vehicle crime satisfaction is the differentiating factor.
2	Percentage of victims and witnesses satisfied with the services provided in Court	An increase in the percentage of victims and witnesses satisfied compared to 2014-15	96.8%	●	Current performance covers the year to March 2015. Around 98% of victims and witnesses responding were satisfied or very satisfied with the services provided in Court in March. Figures for the 12 months to March show that more than nine in every ten respondents were satisfied in comparison with the 2013/14 level of 95.7% (April 2013 - March 2014).
3	Percentage of people who agree that the police and local councils are dealing with Anti-Social Behaviour and other crime issues	60% agreement by 2015-16	61.3%	●	Current performance covers interviews in the year to December 2014. The Force is 1.3 percentage-points above the 60 percent target. Performance has seen improvement over the last year with positive movement since the previous quarter.
4	Percentage reduction of people that been repeat victims within the previous 12 months	a) A reduction in the number of repeat victims of domestic violence compared to 2014-15	+21.6%	●	Numbers of repeat victims of domestic violence increased by 117 offences year-to-date, with a 25.2% increase in the County, and a 16.7% increase in the City.
		b) A reduction in the number of repeat victims of hate crime compared to 2014-15	+78.6%	●	There were 11 additional repeat hate crimes recorded year-to-date, 6of which occurred in the City.
		c) To monitor repeat victims of ASB	-5.1%		Numbers of repeat victims of ASB appear to align with the overall decrease in reporting of ASB, and this is mirrored across the two divisions, with City recording a 2.8% increase and County 13.3% less.

STRATEGIC PRIORITY THEME 1: Protect, support and respond to victims, witnesses and vulnerable people				
Measure		Objective / Target	Performance	Insight
5		d) To monitor the number of domestic abuse incidents and crimes and the proportion of which are repeats	+1.0%	Taken together, the numbers of domestic abuse incidents and crimes appear to have increased by 1.0% or 47 offences; however, due to a tagging issue with incidents this should be viewed with caution, as crimes are showing a 29.0% increase.
			38.9%	The proportion of domestic abuse incidents and crimes has reduced when compared to 40.6% in the previous year, although actual numbers have increased from 619 to 761 repeat offences. The proportion falls to 23.7% when incidents are removed, suggesting that the Force is dealing proactively prior to an incident becoming a crime.
	Public confidence in reporting offences to the police	a) To monitor the number of sexual offences as a whole	+52.0%	There were 206 additional Sexual Offences recorded year-to-date and this has been attributed to better recording practices, increased numbers of historic sexual offences being reported, and direct recording of other agency referrals. Broken down there have been similar sized percentage increases in serious sexual offences (63.0%), with a 73.0% increase in rape and a 42.0% increase in other sexual offences (serious).
		b) To monitor satisfaction levels of victims of Domestic Abuse through the force victim surveys	90.4%	Results of the Domestic Abuse Victim Satisfaction Survey for incidents reported in the 12-months to the end of April 2015 demonstrate that around nine in every ten victims are satisfied with the whole experience (507 out of 561 respondents). Satisfaction with the whole experience remains broadly stable. For incidents reported in the 12-months to April 2014 the rate was 91.1% and the difference is not statistically significant.
		c) To monitor the number of Hate Crimes and the proportion of which are repeats	+49.0%	There were 97 additional hate crimes recorded year-to-date, with a relatively even split between Public Order offences (138 offences ytd) and Victim-Based offences (156 offences ytd) across the two divisions (City 136 offences ytd; County 158 offences ytd).
			9.3%	The proportion of Hate Crimes which are repeats fell slightly from 9.5% last year to 9.3% this year. 8.0% of Hate Crimes in the City were repeats,

				whilst only 10.9% were repeats in the County.
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STRATEGIC PRIORITY THEME 1: Protect, support and respond to victims, witnesses and vulnerable people					
Measure		Objective / Target	Performance		Insight
6	The number of people Killed or Seriously Injured (KSIs)on Nottinghamshire’s roads	a) 40% reduction in all KSI RTCs by 2020 (from 2005-09 average)	-50.4%	●	Figures for January to March 2015 show a 15.5% reduction in KSI casualties compared to the same period in the previous year, this equates to 15 less casualties contributing considerably to the overall reduction of 50.4% against the 2005-09 average. The total number of collisions reported is down 14.8% which over 100 fewer accidents have been attended. Vulnerable road user groups are showing good reductions with the exception of pedal cycle KSI’s, which although up 22% only reflects a rise of 2 and slight injuries fell by over 37%. Motorcyclists showed a reduction of 56%. Provisional figures for April to June 2015 compared to 2014 continue this encouraging trend. Serious injury collisions for 2015 are 161 compared to 192 for 2014. Slight injury collisions are 1,323 for 2015 compared to 1,406 in 2014. This shows that quarter two figures for 2015 are positive especially for May and June which is encouraging as that marks the start of Operation Drosometer 5 – Nottinghamshire’s enforcement campaign of the fatal 4. This also bucks historical trends that traditionally show RTC uplifts in May and throughout the summer period. Operation Drosometer 5 will continue until the end of August 2015. So far over 3000 drivers have been caught for fatal 4 offences. The June drink drive campaign has not seen an uplift in arrests for drink driving which show parity with normal ambient levels of activity.
		b) Monitor KSIs for 0-15 year olds	-65.3%	●	
7	The number of non-crime related mental health patients detained in custody suites	A reduction in the number of non-crime related mental health patients detained in custody suites	-86.5%	●	There were 32 less people with mental health related illnesses presented to custody as a first place of safety year-to-date. Overall, there was a 33.9% reduction in the number of mental health patient detainees in custody and s136 suites. This is a direct result of the introduction of the Street Triage Team.

STRATEGIC PRIORITY THEME 1: Protect, support and respond to victims, witnesses and vulnerable people					
Measure		Objective / Target	Performance		Insight
8	Percentage of incidents responded to within the target time	To monitor the percentage of Grade 1 and 2 incidents attended within the prescribed timescale	Grade 1 83.0%		New target for 2015-16 Historically the targets for attendance to incidents have been as follows: <ul style="list-style-type: none">85% attendance to Grade 1 incidents in Urban areas within 15 minutes and Rural areas within 20 minutes; and,80% attendance to Grade 2 incidents within 60 minutes. In terms of Grade 1 incidents, the Force attended 81.9% of Urban areas and 77.0% of Rural areas within the specified times. Whilst 66.1% of Grade 2 incidents were attended within 60 minutes.
			Grade 2 66.1%		

STRATEGIC PRIORITY THEME 2: Improve the efficiency and effectiveness of the criminal justice process					
Measure		Objective / Target	Performance		Insight
1	Percentage of Crown Court files to be submitted by the police to the Crown Prosecution Service on time and without errors	A continued improvement in the quality and timeliness of files submitted by the police to the Crown Prosecution Service			As previously reported: A revised performance framework has been put in place in line with the new national PTPM model. This involves the dip sampling of a number of files to identify meaningful issues and to raise these issues to the PTPM, and where necessary the EEB.
2	Crown and Magistrates’ Courts conviction rates	To record a conviction rate in line with the national average	CC +0.7%		The Crown Court year-to-date (May 2015) recorded a conviction rate of 81.4%, slightly higher than the national average of 80.8% but lower than the region (82.2%). Encouragingly, performance is 4% better than in the previous comparable time period. The Magistrates’ Courts conviction rates of 81.7% are lower than the national average (84.2%) and the region (83.3%). There has been 2.0% deterioration when compared to the same period last year, although there has been an improvement on the previous month (April 80.8%).
			MC - 2.5%		
3	Early Guilty Plea rate for the Crown and Magistrates' Courts	An increase in the Early Guilty Plea rate compared to 2014-15	CC - 0.7%		The Early Guilty Plea rate recorded in the Crown Court year-to-date to May 2015 was 42.8%, which is a deterioration on the same period last year. The rate was also considerably above the national average rate of 33.9%.
			MC +6.0%		

OFFICIAL

		To be better than the national average	CC +9.0%	●	The Magistrates' Courts Early Guilty Plea rate has considerably improved from 65.6% in the same period last year, to 71.6%. This places Magistrates' Courts Early Guilty Plea rate above the national average of 70.8%.
			MC +0.8%	●	

STRATEGIC PRIORITY THEME 2: Improve the efficiency and effectiveness of the criminal justice process


Measure		Objective / Target	Performance		Insight
4	Percentage of effective trials in the Crown and Magistrates' Courts (HMCTS Measure)	Reduce percentage of ineffective trials compared to 2014-15	CC - 8.2%	●	The Ineffective Trial Rate in the Crown Court fell from 16.1% last year to June 2014 to 8.0% June this year-to-date, this was in conjunction with a rise in the Effective Trial Rate from 48.1% last year-to-date to 52.0% this year-to-date. This was despite an increase recorded in the Cracked Trial Rate of 4.3% to 40.0% overall. Magistrates Courts' have seen less change in performance, with the Ineffective Trial Rate falling to 21.5% , and the Effective Trial Rate increasing by 2.4% to 42.4%. In terms of the Cracked Trial Rate , there was a reduction of 1.8% to 36.1% .
			MC - 0.7%	●	
		Achieve a year-on-year improvement	CC +3.9%	●	
			MC +2.4%	●	

STRATEGIC PRIORITY THEME 3: Focus on those priority crime types and local areas that are most affected by crime and anti-social behaviour							
Measure		Objective / Target	Performance		Short / Long Term Trend		Insight
1	Reduction in All Crime across the force	a) A reduction in All Crime compared to 2014-15	+8.3%	●	△	▲	There were 1,488 additional offences of All Crime recorded in 2015-16 compared to the previous financial year. The majority of this increase was recorded on County Division (1,296 offences, +12.9%) and were predominantly related to Violence (1,119 offences, +28.7% force-wide). Year-to-date increases mask strong reductions in Burglary Other (-57 offences); Burglary Dwelling (-128 offences; Bicycle Theft (-40 offences); and, Robberies (-55 offences). Changes to the counting rules, 24 hour interventions and new offence types such as Malicious Communications are thought to be the main drivers of the increases recorded so far this year.
		b) A reduction in Victim-Based Crime compared to 2014-15	+9.4%	●	△	▲	Victim-Based crimes accounts for 89.8% of All Crime recorded by the Force, which is the slightly higher than the proportion recorded last year. Again, County division recorded the larger increase (14.9%, or 1,342 offences).
		c) To monitor the number of offences in those local areas which experience a high level of crime	City +21%	●	△	▲	Both County and City Divisions are showing an increase in All Crime in those areas identified to experience high levels of crime. Given the performance reported in April (County +8%, City -3%); it appears that May and June's performance has driven the increases.
			County +17%	●	△	▲	
		d) To monitor the proportion of rural crime compared to 2014-15					This is a new target and will require development through a small project group. To be reported in Quarter 3 and 4 of 2015-16.
2	Reduction in Anti-Social Behaviour (ASB) incidents across	Long-term target of 50% reduction by end of 2015-2016	-7.1%	●	▽	▼	Despite there being month-on-month increases recorded since March, the trajectory is at a lower level than in the

	the force	(compared to 2011-12 baseline)					previous year, and appears in-line with normal seasonal variation.
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STRATEGIC PRIORITY THEME 3: Focus on those priority crime types and local areas that are most affected by crime and anti-social behaviour							
Measure		Objective / Target	Performance		Short / Long Term Trend		Insight
3	The detection rate (including Positive Outcomes) for Victim-Based Crimes	a) An increase in the detection rate for Victim-Based Crime	-5.1%	●	▼	▼	There were 503 fewer detections for Victim-Based Crime year-to-date than in the previous year; however as seen in previous months higher numbers of detections awaiting approval mean that when the figures are refreshed next month, there should be an improvement.
		b) To monitor the proportion of Community Resolution disposals	15.0%	●	▼	▼	Whilst the proportion of Community Resolution disposals has fallen when compared to the previous year (from 17.7%) the volume has fallen by 30.0% or 300 disposals which is at a greater rate than the fall in overall detections
		c) To monitor the detection rate for All Crime	-7.5%	●	▼	▼	New target for 2015-16: The detection rate for All Crime fell from 31.4% last year to 24.0%; this should improve when the 382 detections awaiting approval are added (26.0%). Previous analysis has suggested falling numbers of arrests may have impacted directly on overall detections, but changes to the counting rules, 24 hour interventions and new offence classifications may also be contributory factors.
1	The number of Alcohol-Related Crimes	a) To monitor the number of crimes and ASB incidents which appear to be Alcohol-Related	Crime 12.9% ASB 14.5%		It is estimated that around 14% of All Crime and ASB is Alcohol-Related. The reported changes in Alcohol-Related Crime appear to have fallen, due to lower levels month-to-date. Whilst Alcohol-Related ASB also appears out of kilter with overall ASB performance by showing an increase.		
		b) To monitor the proportion of Alcohol-Related Violence	20.2%		The proportion of Alcohol-Related Violence appears to be falling and is less than half that estimated nationally.		
		To monitor the number of violent crimes which appear to be Alcohol-Related in the NTE	Crime +9.4%		New target for 2015-16 There were 41 additional night-time economy violence against the person offences recorded year-to-date compared to the previous year		

				following high volumes recorded during November and December.
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STRATEGIC PRIORITY THEME 4: Reduce the impact of drugs and alcohol on levels of crime and anti-social behaviour				
Measure		Objective / Target	Performance	Insight
2	Re-offending of drug fuelled offenders in the force IOM cohort		Binary -7% Frequency (all offenders ex TICs) -21% Frequency (all offenders inc' TICs) -27% Gravity (all offenders inc' TICs) -23%	Update only available for June 2014 cohort at present time. Of 152 Offenders in the June 2014 Cohort. Binary (number of Offenders Offending in previous 9 months) 85 Offenders have re-offended (56%) -7% (11 Offenders) compared to a baseline of 96 (63.2%) Offenders. Frequency (number of offences committed by the cohort) <u>All Offenders in cohort (152)</u> Excluding TICs: Current performance is 2.57 offences per offender (391 offences), -21% or -104 Offences on baseline. Including TIC's: Current performance is 2.61 offences per offender (396 offences), this is -27% (143 Offences) on baseline. <u>Reoffenders only (85)</u> Excluding TICs: Current performance is 4.6 offences per offender, -11% on baseline Including TICs: Current performance is 4.66 offences per offender, -17% on baseline. Gravity (weighting of the offences committed) <u>All Offenders in cohort (152) inc' TICs</u> Current performance is 2.58 per offender (aggregate total score 392 against 152 offenders), -23% on baseline <u>Re-offenders only (85) inc' TIC's</u> 4.61 per offender, -13% on baseline
1	The number of Proceeds of Crime Act (POCA) confiscation and forfeiture orders	A 10% increase in the number of orders compared to 2014-15	+30.8%	 There were 4 additional Confiscation and Forfeiture Orders compared to last year, placing the Force 15.9% above target. However, the overall value of POCA orders has fallen by 41.1% or £71,490.69, with the average value now at £6,025.94 compared to £13,379.36 last year.

STRATEGIC PRIORITY THEME 5: Reduce the threat from organised crime				
Measure		Objective / Target	Performance	Insight
2	Force Threat, Harm and Risk (THR) assessment level	To reduce the Threat, Harm and Risk assessment below the 2014-15 level	+5.9%	● Whilst the number of Active Organised Crime Groups (OCGs) is higher than the number reported last year ¹ , the number of OCGs assessed as 'High Risk' has gone down by half (-42.9%); with numbers of Active OCG Nominals up 3.3% of which there are 52.6% less Active Nominals in 'High Risk' OCGs.
3	Reported drug offences	To monitor the number of production and supply drug offences	+40.3%	● There were 71 additional supply and production drug offences recorded year-to-date. In comparison there was a considerable reduction in possession offences, which could be attributable to the increased numbers of supply offences whereby an arrest and disposal would be expected.
4	The number of Cyber Crimes	To monitor the number of Cyber Crimes in 2015-16 to establish a baseline	376	New target for 2015-16 Based on the search used for the Home Office Annual Data Return for Cyber Crime, 2.0% of All Crime year-to-date was classed as Cyber Crime. Numbers and proportions will appear relatively low due to the removal of Fraud & Forgery offences which are referred to the National Fraud Agency.

¹ Not necessarily the same OCGs.

STRATEGIC PRIORITY THEME 6: Prevention, early intervention and reduction in re-offending				
Measure		Objective / Target	Performance	Insight
1	Re-offending of offenders in the force IOM cohort		<p>Binary -18%</p> <p>Frequency (all offenders ex TICs) -26%</p> <p>Frequency (all offenders inc' TICs) -31%</p> <p>Gravity (all offenders inc' TICs) -26%</p>	<p>Update only available for June 2014 cohort at present time.</p> <p>Of 210 Offenders in the June 2014 Cohort.</p> <p>Binary (number of Offenders Offending in previous 9 months)</p> <p>Current performance, 134 offenders (43% of cohort) have re-offended, -18% (-29 Offenders) from the baseline (9 months prior June 2014) of 53% of the cohort (163 Offenders).</p> <p>Frequency (number of offences committed by the cohort)</p> <p><u>All Offenders in cohort (310)</u></p> <p>Excluding TICs: Current performance is 1.47 offences per offender (496 offences), down -26% (-158 Offences) from baseline.</p> <p>Including TICs: 1.6 offences per offender (496 Offences) (down -31% or -227 Offences against baseline)</p> <p><u>Re-offenders only (134)</u></p> <p>Excluding TICs: Current performance is 3.41 offences per offender -10% from baseline.</p> <p>Including TICs: 3.7 offences per offender -17% from baseline.</p> <p>Gravity (weighting of the offences committed)</p> <p><u>All Offenders in cohort (310) inc' TICs</u></p> <p>Current performance is 1.48 per offender (aggregate total score 460 against 310 offenders)</p> <p><u>Re-offenders only (134)inc' TIC's</u></p> <p>3.43 per offender.</p>
2	Youth Offender re-offending rates	To monitor re-offending rates and offending levels of Youth Offenders in the YJS	11.1%	Data from the Youth Offending Team for County show that just over 10% of youth offenders within the cohort have re-offended in the last 12 months, with a re-offending rate of 0.15. Data for the City Youth Offending Team are unavailable due to delays in an IT upgrade.
3	Community Resolutions for Youth Offenders	To monitor re-offending in Youth Offenders who have received a Community	88	Based on the date detected, year-to-date 88 outcomes have been issued to youth offenders who had previously received a community resolution in 2014-15. It should be noted that only those youth offenders who

		Resolution disposal		received a community resolution during 2014-15 and have subsequently received a positive disposal during the year-to-date to May 2015 have been counted, more offences may have occurred that have yet to be disposed of.
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STRATEGIC PRIORITY THEME 7: Spend Your Money Wisely					
Measure		Objective / Target	Performance		Insight
1	Make efficiency savings	To make £11.0m saving by March 2016	-£0.6m	●	The Government’s grant has reduced significantly and in order to balance the budget, savings of £11.0m need to be made in 2015-16. To date £0.753m efficiencies have been achieved against a target of £1.349m.
2a	Ensure balanced budget	Overall spend v budget 2014/15 budget - £193.8m 2014/15 Q2 Forecast - £193.8m	-£0.8m -1.6%	●	Expenditure to date was £0.8m worse than budget. This was largely due to the shortfall in the efficiency programme (as above) of which most is phasing.
2b	Total number of days lost to sickness	a) 3.7% for officers (8.2 days)	n/a		Due to Nottinghamshire Police changing our HR and Duty Management System we are still working to update our HR Information for the period our system was unavailable. As a result, we are currently not in a position to supply sickness data from the new system, or advise with regards to timescales for this
		b) 3.7% for staff (8.2 days)	n/a		Due to Nottinghamshire Police changing our HR and Duty Management System we are still working to update our HR Information for the period our system was unavailable. As a result, we are currently not in a position to supply sickness data from the new system, or advise with regards to timescales for this
3	BME representation	To increase BME representation within the force to reflect the BME community	n/a		Following the move to the Multi Force Shared Services (MFSS) Oracle system, HR is still undertaking a data validation exercise which is nearing completion. Until this has been completed the data will be unavailable.
4	Improve data quality and compliance with the National Crime Recording Standard (NCRS)	To have a compliance rate in line with the National Crime Recording Standard (NCRS) in respect of All Crime			New target for 2015-16 Data quality to be monitored through the PCC Delivery Plan to evidence that quality is improving. Performance for Violent Crime, Sexual Offences and compliance rates prior to intervention to be monitored through the PCC Delivery Plan.



Appendix B

FINANCIAL

Performance & Insight Report

Performance to June 2015

Financials

Month		
Actual £m	Budget £m	B/(w) than Budget £m

8.759	8.863	0.104
0.203	0.158	(0.046)
4.191	4.221	0.031
0.032	0.031	(0.001)
0.113	0.070	(0.044)
13.299	13.342	0.044
0.648	0.535	(0.113)
0.513	0.495	(0.018)
0.595	0.491	(0.104)
0.113	0.027	(0.087)
(0.256)	0.139	0.395
0.513	0.541	0.028
5.648	5.597	(0.051)
7.775	7.825	0.051
21.073	21.168	0.095
(1.072)	(1.538)	(0.466)
20.002	19.630	(0.372)

Total pay & allowances

Police pay & allowances
Police overtime
Police staff pay & allowances
Police staff overtime
Other employee expenses

Other operating expenses

Premises costs
Transport costs
Comms & computing
Clothing, uniform & laundry
Other supplies & services
Collaboration contributions
Other

Total expenditure

Income

Year to date			Full Year Budget £m
Actual £m	Budget £m	B/(w) than Budget £m	

26.521	26.673	0.152	105.637
0.857	0.818	(0.039)	3.245
13.058	12.850	(0.208)	48.673
0.180	0.181	0.001	0.632
0.217	0.199	(0.019)	0.787
40.834	40.720	(0.114)	158.974
1.716	1.612	(0.104)	5.960
1.620	1.500	(0.120)	5.854
1.551	1.477	(0.074)	5.939
0.177	0.095	(0.082)	0.447
0.624	0.777	0.154	4.612
1.711	1.728	0.017	6.679
7.341	7.304	(0.037)	14.567
14.739	14.493	(0.247)	44.059
55.573	55.213	(0.360)	203.033
(3.012)	(3.462)	(0.450)	(11.833)
52.561	51.751	(0.810)	191.200

Financials

Month: £20.002m against a budget of £19.630m (£0.372m adverse)
Year to date: £52.561m against a budget of £51.751m (£0.810m adverse)
Full year budget: £191.200m

Month:

Expenditure was £0.372m worse than budget. This was largely due to income being lower than expected, this is mainly down to a timing issue which will be rephased in the Q1 forecast.

Police officer pay was £8.759m, which was £0.104m better than budget which was largely due to pensions and officers leavers/retirees being higher than budgeted. Overtime was £0.203m, which was £0.046m worse than budget.

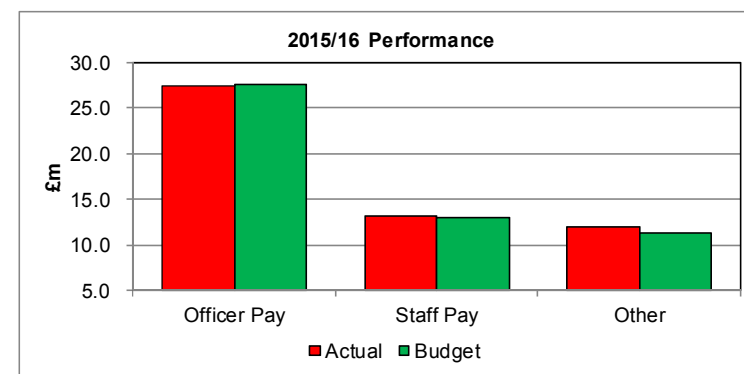
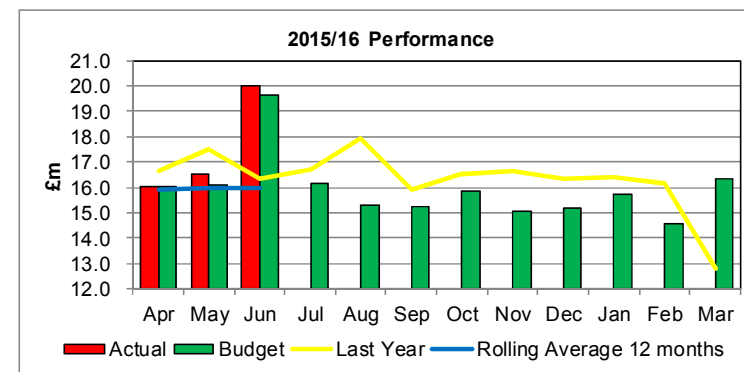
Police staff pay was £4.191m, which was £0.031m better than budget. This is due to the quarter end capitalisation of salary costs for areas such as NICHE.

Year to date:

Police officer pay was £26.521m, which was £0.152m better than budget which was due to savings on salaries and pensions. Overtime was £0.857m, which was £0.039m worse than budget.

Police staff pay was £13.058m, which was £0.208m worse than budget largely due to the efficiency challenge included within the budget and agency staff costs which are currently being investigated. Overtime was £0.180m which was slightly better than budget.

Transport costs were £0.120m worse than budget which is largely due to the phasing of the fleet review efficiency which was £0.133m.



Operations

Month: £11.419m against a budget of £11.385m (£0.035m adverse)
Year to date: £36.339m against a budget of £35.934m (£0.406m adverse)
Full year budget: £142.866m

Month:

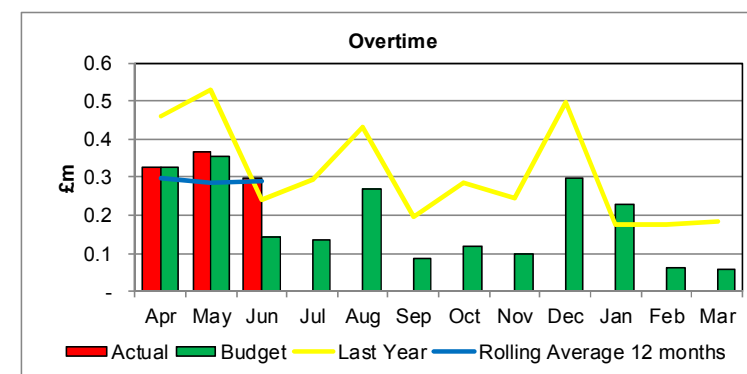
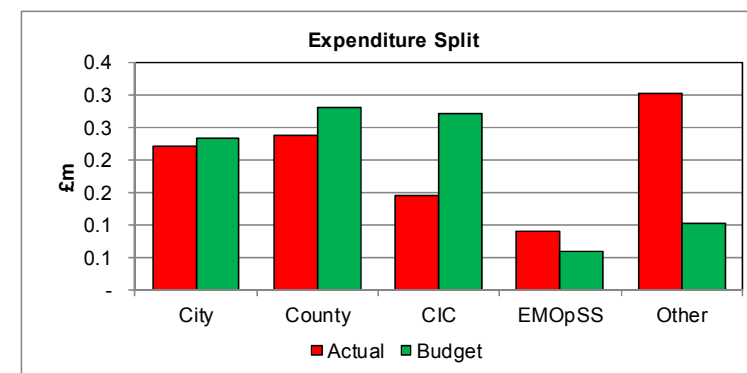
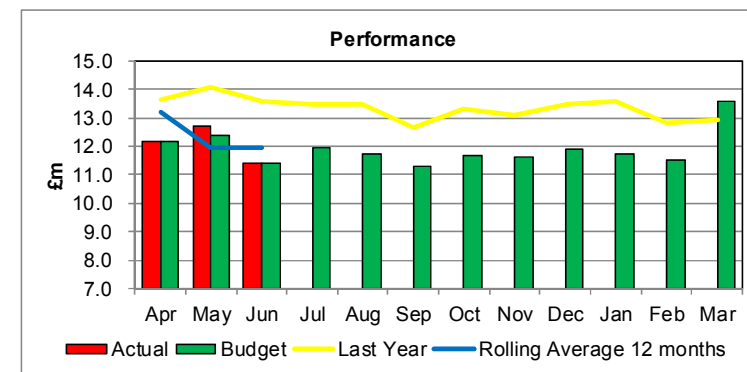
The £0.035m worse than budget performance was a mix between overspends within Police Officer and Staff pay offset against the centralised costs being corrected within the month that related to April & May.

Income in the month was £0.371m lower than expected, this is mainly down to a timing issue which will be rephased accordingly in the Q1 forecast.

Year to date:

The £0.406m worse than budget performance was mainly due to police officer salaries and staff. The payroll costs are being investigated as there could be some costs that should be charged to seconded officers.

With the move to the MFSS more costs are being centralised such as property, transport and IS. Currently a number of these costs are still residing within Operations and whilst most were corrected in June a few remain which are being reviewed and corrected for July. The credit is Other supplies & services relates to partnership grants and is being reviewed.



Corporate Services

Month: £8.613m against a budget of £8.128m (£0.485m adverse)

Year to date: £16.073m against a budget of £15.196m (£0.877m adverse)

Full year budget: £43.610m

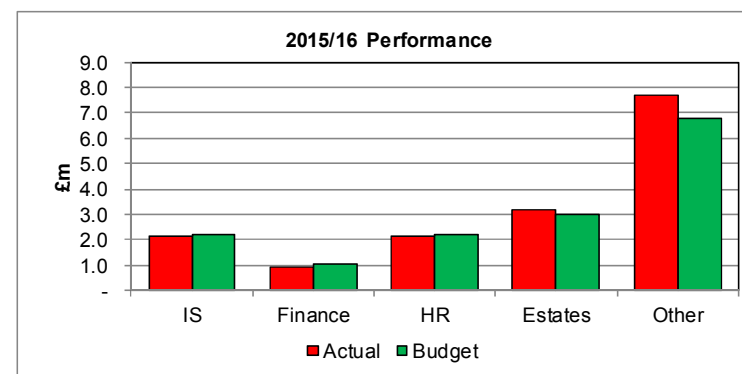
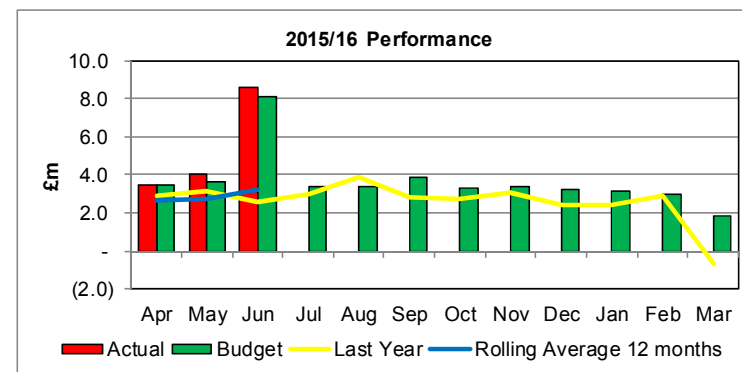
Month:

The £0.485m worse than budget performance was predominantly an overspend across Other Operating expenses, the majority of this shows in transport costs, and was due to budgets and actuals not being aligned, the true transport overspend across the force is £18k.

Year to date:

The £0.877m worse than budget performance was due to staff salaries which is mainly agency and not achieving the efficiency challenge.

With the move to the MFSS more costs are being centralised such as property, transport and IS. Currently a number of these costs are still residing within Operations and will be corrected in June. The overspend in Other supplies & services is largely due to efficiency challenges that were not achieved.



Overtime

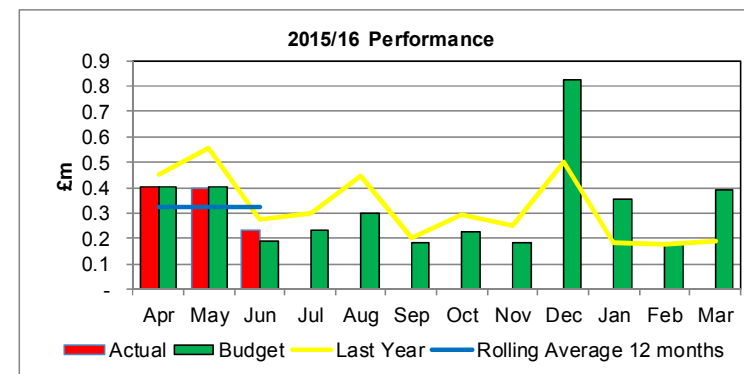
Month: £0.235m against a budget of £0.189m (£0.047m adverse)

Year to date: £1.037m against a budget of £0.999m (£0.038m adverse)

Full year budget: £3.877m

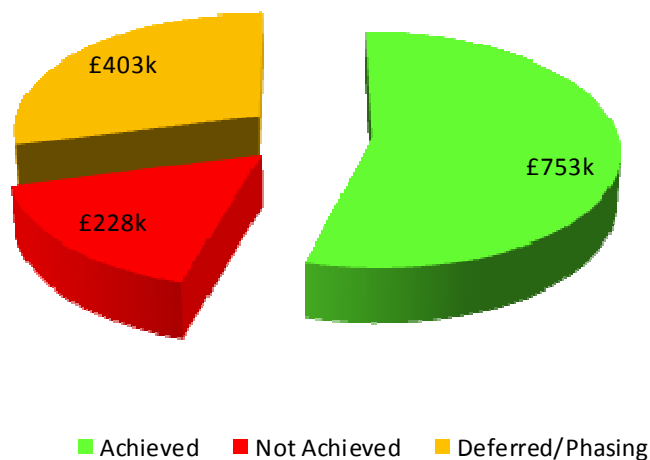
Officer overtime expenditure year to date was £0.857m, which is an over spend of £0.039m against a budget of £0.818m. This is better than at the same point last year.

Staff overtime expenditure year to date was £0.180m, which is an under spend of £0.001m against a budget of £0.181m.

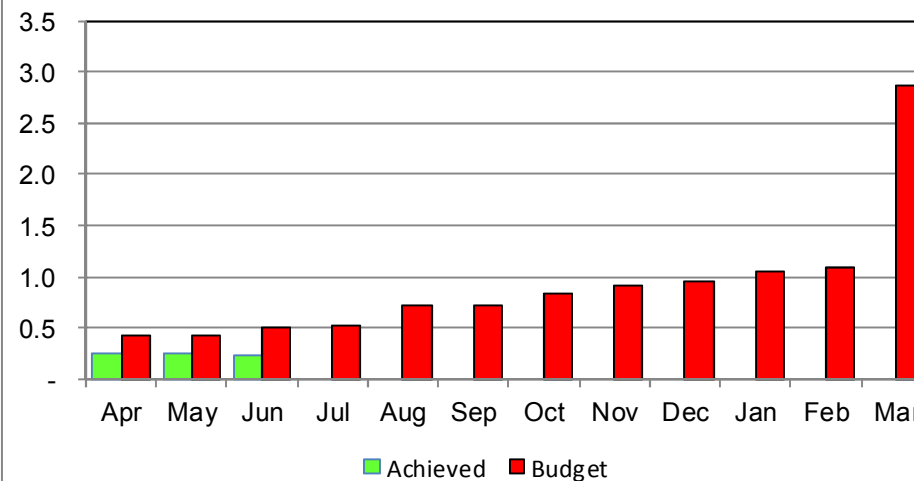


Efficiencies

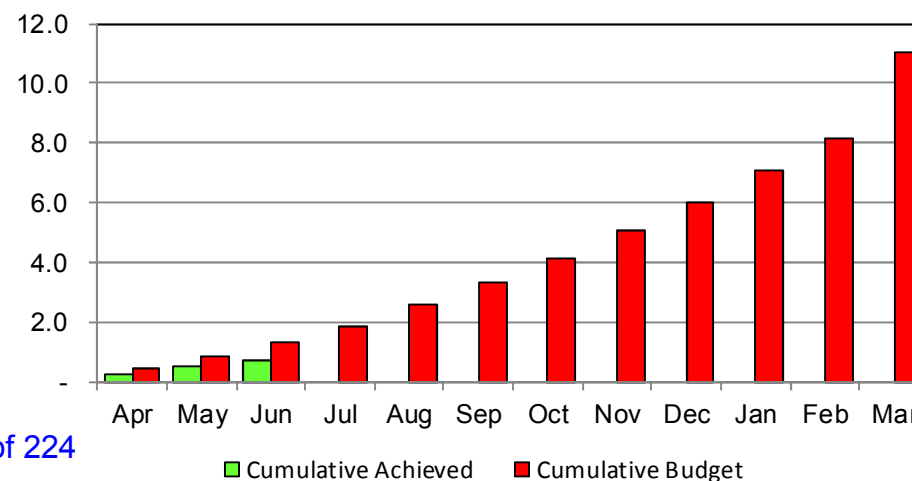
Efficiencies for June 2015



Efficiencies Target for 2015/16 - £11.0m



Cumulative Efficiencies Target for 2015/16



For Information	
Public	
Report to:	Police and Crime Panel
Date of Meeting:	Monday 7 September 2015
Report of:	The Nottinghamshire Police and Crime Commissioner
Report Author:	Susan Martin, Strategy Officer OPCC and Supt Adrian Pearson
E-mail:	adrian.pearson@nottinghamshire.pnn.police.uk
Other Contacts:	
Agenda Item:	6

*If Non Public, please state under which category number from the guidance in the space provided.

Update on Police and Crime Plan Strategic Priority Theme 4 - Reduce the Impact of Drugs and Alcohol on Crime and Anti-Social Behaviour

1. Purpose of the Report

1.1 To provide a general update on the area of work to reduce the impact of drugs and alcohol on crime and anti-social behaviour.

2. Recommendations

2.1 The Police and Crime Panel is invited to consider the contents of this report.

3. Reasons for Recommendations

3.1 To inform the panel on force activity and progress.

4. Summary of Key Points (this should include background information and options appraisal if applicable)

4.1 Performance snapshot

- There has been an overall reduction in drug possession offences, down 26.9% or 144 offences in the first two months year to date. In the last 12 months, recording peaked in December 2014 with 268 offences. Since then, figures have declined to a 5 month average of 187. City and County have recorded decreases
- The only volume increases so far this year have been in the City Centre (16) and Rushcliffe (3). The largest volume decreases so far this year have been in City South and City Central
- For supply and production offences, this year there has been an increase of 84 offences, up 76.4% on last year. The month of May recorded an increase of 46 offences, up 70% on May 2014. City South has recorded the largest increase of 69 offences (Operation Jongleur), and recorded 43% of all supply offences this year. Overall, arrests for drugs formed 7.8% of all arrests in May 2015. The

rolling average has been 8.8%. The 132 possession offences in May 2015 included , 63 for cannabis, 39 cocaine, 9 amphetamine and 6 opiates. The 94 supply offences for the same month included, 33 for supply of cannabis, 19 for production of cannabis and 23 for supply of cocaine

- A three month comparison March to May 2014, and the same period this year shows large drops for possession arrests for cannabis (305 down to 183), and amphetamine (55 down to 29). Cocaine possession has increased over the same period (84 up to 97). For the same period, supply of cannabis has fallen (238 down to 195), and cocaine has fallen (61 down to 54). Supply of opiates has increased (29 up to 34), and amphetamine has increased (9 up to 14). On average, 300 offenders brought into custody are meeting the criteria to be subjected to drug testing. The long-term positive test rate is 43%
- The number of people found to be in possession of cannabis needs to be viewed in the context of changes to our stop and search approach. We have reviewed our approach to not prioritising searches for possession of cannabis, and sought to be more focused on supply offences

4.2 Operation Promote

- There is considerable evidence to demonstrate the harm caused by drinking alcohol alongside taking stimulant drugs. The metabolite 'cocaethylene' forms in the body when cocaine and alcohol are consumed, which as a powerful psychotic agent, is a proven driver of violence. Drinking alongside stimulants like cocaine also enables individuals to continue to drink to extremely harmful levels while remaining lively and alert – so called wakeful drunks
- A partnership approach has been developed to support the city's alcohol strategy to reduce violence in Nottingham, which supports the Police and Crime Commissioner's alcohol strategy, in addition to the city's wider strategic approach to substance misuse. Operation Promote works to reduce violence in Nottingham City centre's night time economy (NTE) using a Home Office recognised best practice approach of restricting the supply of cocaine and other stimulants
- Following the successful deployment of a pilot in November and December of 2013, in which violence was reduced by 23%, funding was secured for a further deployment of 20 nights per year for three years. The impact of crime recording changes following inspection by HMIC resulted in an increase in incidents being recorded as violent crimes. Nevertheless, over the 2014/15 deployment proactive activity by Operation Promote saw violence increase by only 5.74% on the nights it operated against a city centre NTE increase of 17%. Operation Promote has recently achieved its 150th arrest
- The operation has started its 2015/16 run with successful initial results, weapons and high-risk individuals continue to be encountered and managed further supporting the value of the model in reducing risks in the NTE context. As the

removal of alcohol from the NTE is impracticable (and potentially undesirable) the continued management of other identifiable risks represents a strong approach both in outcomes as well as economy of effort

- Operation Promote is closely aligned to the principles of the Police and Crime Commissioners' alcohol strategy, supporting and sign-posting people with treatment and tactics such as the use of club hosts. It should also be acknowledged that changes in the counting rules mean that whilst there has been an increase of reported crimes overall, the number of incidents has decreased. While recorded violence on the city has shown an overall increase of 17%, Operation Promote has reduced that to 5% on high risk nights

4.3 Unexplained Drug Related Deaths

- In mid-June Nottinghamshire County Council issued a public health alert, in respect of what were believed to be six drug related deaths, suspected to be as a result of particularly pure heroin. This created considerable media and community interest
- It has now been established, that there were in fact five deaths of Nottinghamshire residents (one occurred elsewhere in the country). All of them were males, in their 40s and who were long term service users of the county substance misuse service CRI. Two of the males died as a result of natural causes and had no significant toxicology. The remaining three are awaiting toxicology results. All of these people had significant health conditions, with one having been just released from hospital after a stroke, and all had significant alcohol dependency and a low tolerance to opiates. The deaths took place over a longer time frame than initially thought, and there was nothing established to confirm any direct connection to a batch of purer than normal heroin
- A multi-agency review of all the intelligence and information sharing has been arranged for the end of July 2015. This meeting will consider if improvements are needed in sharing information between agencies and how and when alerts are issued. Also learn any lessons from unexplained deaths

4.4 Cannabis Dismantling Team

- 34 cannabis grows have been recorded in April and May 2015. 4 of these were within the City, 14 in Mansfield and Ashfield, 11 South Nottinghamshire and 5 Bassetlaw, Newark and Sherwood. 11 home invasions have been reported to the police in this period, where cannabis grows have been targeted by other criminal groups. The majority of those (9), took place in the City
- Some of the grows have been extremely large, sophisticated operations. One in Kirkby contained cannabis with an estimated street value in excess of £1 million pounds, and attracted considerable press and community interest. The impact of that one grow alone, was an estimated £200,000 loss of income to the power company involved. Liaison was underway anyway, in order to secure sponsorship funding from utility companies, in order to secure the long-term

future of the team. By use of this expert team, savings of £46,000 have been realised since their inception in January 2014.

- The team is also utilised to effect fail to appear warrant arrests, 28 of which they made in April and May 2015 alone

4.5 Closure of Problem Premises

- Four premises have been closed in the past two years in the City Centre (Coco Lounge, Dogma, Bleu and BZR). All were closed as a result of the number of violence offences occurring there, and perceived poor management after determined efforts to work with them and improve matters. All the premises had their licence revoked at Licensing Panel
- Similarly, two other premises (Schnapps and Arriba) were persuaded to close earlier, and as a result they have seen a marked improvement

4.6 New Psychoactive Substances (NPSs)

- These substances have been identified as a national risk, and legislation is being prepared accordingly. Probably the most striking area where it has become an issue is within all the prison establishments in the County. All have reported an increase in availability of NPSs, which has led to an increase in levels of reported violence both between inmates, and against staff. The increased numbers of prisoners being subject to recalls whilst on licence, due to the changes in probation arrangements, has increased the amount of contraband being smuggled into prisons. This again, is a national problem
- A multi-agency steering group has been formed specifically for this problem, with representation from Trading Standards, the Police and Public Health. This group reports to the Substance Misuse Strategy Group. Local work aims to reduce demand through education and awareness raising among young people and key target groups, as well as the general public, and to reduce the supply through use of Local Government powers
- Local intelligence is the key to successful work with NPSs as there is little evidence available nationally of usage. Whilst the national evidence is now in development, information from local organisations is invaluable in building up a picture of the situation across the county
- The local picture mirrors the national one with:
 - High reported usage in prisons
 - Lack of co-ordinated intelligence around who is using NPSs
 - Lack of co-ordinated intelligence as to where they are being accessed
 - Lack of co-ordinated intelligence as to the problems that are being created by usage at individual, community and wider community level
 - Lack of a co-ordinated response locally to all the above

- In order to start to address these problems a workshop is planned in October for Nottinghamshire County, which will bring together key local partners. The aims of the workshop are to:
 - Raise awareness of NPSs and the problems they cause
 - Gather information and intelligence across partner organisations, sharing local knowledge in order to create a picture of NPS usage across the county
 - Pull together this local intelligence to support the mapping out of a targeted education and awareness raising campaign across the county
 - Use this local intelligence to plan local enforcement activity
 - Work with local services to support appropriate treatment for people affected by use of NPS

4.7 Police and Crime Commissioner Alcohol Action Plan

- A version of the Cardiff Model data sharing arrangement is now fully established in the City. The Nottingham model is known as the Insight Hub, the team have been operational since March 2015. An intelligence product has been developed to provide data to support the management of the NTE, and this has been active since May. Using data from the product, there have been three arrests for drug dealing in the NTE since then. The data will also be used to track licensing activity across all licensed venues. In the longer-term, data from the Insight Hub will support partners to target resources and manage demand more effectively
- Following the Drinkaware campaign “You wouldn’t do it sober, you shouldn’t do it drunk”, initial evaluation has been published which indicates the campaign had a positive impact upon attitudes, particularly in relation to the younger age group, and especially with females. When hosts were present in venues, there was a reduction in the number of incidents on those occasions. Discussions are currently in progress regarding a further pilot using club hosts at city venues
- Diversion and prevention measures continue to be used effectively both in the City and County. An update about the progress in relation to these measures is referred to earlier in the report
- The Best Bar None scheme is well established in the City, and since its launch in the County is becoming very successfully embedded. The scheme aims to raise standards in licensed premises and to improve customer experience. In addition, a number of premises in the County have submitted minor variations to include conditions to have CCTV, door staff and to use polycarbonate glasses. This is a result of the Police county licensing team working with problematic premises to reduce their incidents and improve standards. Best Bar None award ceremonies will be held by the City and County in October 2015
- Partnership arrangements, both in the City and County, have proved to be successful both in terms of collaborative working and a shared commitment to the objectives in the plan. This approach has made an important contribution to the achievement of the objectives and continues to do so

4.8 Responsible Drinking Initiative

- Nottingham through the Local Alcohol Area Action plan, and further to its strategic approach to alcohol which is aligned with the Police and Crime Commissioner's alcohol strategy, has worked to support venues in the NTE. The aim of the Nottingham Safe Drinking Initiative is to promote the responsible drinking and selling of alcohol within the NTE and to reduce the personal vulnerability of individuals who have consumed alcohol
- Training for bar staff and door staff is essential to ensure that those already intoxicated are not served further alcohol. The use of breathalysers is intended provide an additional, discretionary tool at the door which will also allow a strong, clear message to be sent to NTE patrons on the consequences of 'pre-loading'. It is intended that the breathalysers serve as a reminder alongside provided advice and specialist training of the requirement of door supervisors to meet the needs of potentially vulnerable patrons
- 22 venues signed-up to use the breathalysers but more importantly also received a specialist training package developed by Northumbria Police aimed at ensuring the correct response it delivered to individuals who are vulnerable in the NTE. The training was well received by venues. The issued breathalysers have of July 2015 been collected in and analysis will be undertaken to establish their impact

4.9 Mansfield Multi-Agency Weekend

- In June 2015, in line with the objectives in the PCC Alcohol Plan, there was another highly successful Mansfield Partnership Against Crime night of action. The evening saw patrols involving officers from different organisations, to tackle drunkenness and drug misuse. Four licensed premises subsequently received warning letters for not having staff available to operate CCTV equipment. Door supervisors were supported in refusing entry to intoxicated people, and that information shared at all venues to ensure the refusal applied to all. Checks took place at all licenced premises, food outlets and taxis. Warning letters and follow up visits were utilised
- The activity was well received, fewer drunken people were seen at large and no reports of violence received. Mansfield Street Pastors played a full part, engaging with the public and providing reassurance to vulnerable individuals. These nights are run on a regular basis, with a range of organisations involved in their planning and delivery, with themes rotated. These have included drink driving, theft from the person and domestic abuse

5.0 Licensing Update

- Vulnerability of the public within the NTE is being addressed. Door staff have received training on how to recognise and deal with the issue. Taxi drivers will receive training on safeguarding and this will be a mandatory requirement for all new taxi drivers and renewals of badges.

- Community alcohol partnerships (CAPS) have been established in Mansfield and Ashfield to tackle the problems associated with underage drinking. This is a partnership initiative that includes the trade working with police, local authority, county council, youth services, education, trading standards and fire service. Regular patrols are undertaken within the CAPS area by the partners with aim to assist retailers with problems they face with underage drinkers
- Doorwatch has been launched in Mansfield. It is chaired independently and funding has come from Mansfield Community Safety Partnership. Communication has been significantly improved between different door teams, police and CCTV since the launch. The door staff have received vulnerability, fire and first aid training

5.1 Custody Health Provision

- Since April 2015, mental health nurses have been working from our custody suites screening offenders for mental health issues and ensuring they are routed through appropriate health and social care pathways when necessary. They have close working relationships with the drug/alcohol workers, with the street triage team and offer verbal support to officers needing advice. The nurses are also present at the courts and are available for support in voluntary attendance interviews. Also in April, we stopped accepting children detained on a section 136 of the Mental Health Act in our cells. Close working and negotiating with partners has achieved 100% success rate so far, and we intend together to exclude adults so detained from October 2015. This ensures that patients are cared for in the most appropriate place and does not necessarily criminalise someone who is in mental health crisis
- We now ask all detainees whether they have ever served in the armed forces, as there appears to be a correlation with some veterans and alcohol-related crime. We are referring them into health and social care where necessary and working with local veterans charities to offer on-going support

5.2 City Criminal Justice Substance Misuse Service – Framework

- Framework commenced provision of the city substance misuse service in May 2015. Since then, following a name change to “Clean Slate”, the focus during these initial months has been on implementation. The service provision includes prison in-reach, remand-on-bail and custody initial assessments, with follow up assessments offered where appropriate to anyone identified with substance misuse problems, both drug and alcohol. The custody provision also includes undertaking regular cell checks to identify and offer voluntary engagement or advice to anyone who may have alcohol related offending.
- The service is also aligned with the Through The Gate Resettlement Service (TTG), which commenced in May 2015 and which requires Community Rehabilitation Companies to undertake an assessment prior to release for all sentenced prisoners. In line with TTG, Clean Slate will provide a service on

release to anyone identified with a substance misuse problem and who is resident in the City

- The Engagement Team undertake Drug Rehabilitation Requirement (DRR) and Alcohol Treatment Requirement (ATR) pre-sentence assessments. The Treatment Team provide the treatment post-sentence as well as work with other offenders with substance misuse problems who are motivated to engage with the service. A minimum of twelve weeks intervention is offered to anyone assessed as requiring treatment for alcohol and/or drug misuse
- The service provision includes a requirement to support and work with Integrated Offender Management (IOM) nominals, along with close liaison with the IOM team who are located in the same building at Castlegate House in Nottingham.
- Priorities during the implementation period have been to ensure staff are assigned to appropriate roles, that effective arrangements are in place with the courts to manage Drug Rehabilitation Requirements (DRRs) and Alcohol Treatment Requirements (ATRs) and the development of a new group-work package to align with the Rehabilitation Activity Requirements, (the community sentences introduced in May 2015 by the Offender Rehabilitation Act 2014.)
- During the implementation period, day-to-day delivery of the substance misuse service has continued without interruption. This includes treatment provision for DRRs, ATRs, custody assessments and prison in-reach. A full set of performance data is expected at the next performance review in September 2015

5.3 County Criminal Justice Substance Misuse Service – Crime Reduction Initiative

- From the 1st October 2014 Crime Reduction Initiative (CRI) has been jointly commissioned by Nottinghamshire County Council and the Nottinghamshire Police and Crime Commissioner to deliver the adult substance misuse recovery services in Nottinghamshire. This service provides drug and alcohol treatment to anyone with drug and/or alcohol substance misuse problems who is resident in Nottinghamshire County. This is not confined to illegal drug misuse, it also includes prescription drugs and those sold over the counter. The range of services provided includes advice and sign-posting, referrals to other agencies, and treatment provision, as well as advice for carers and legal guardians. CRI are also responsible for the provision of the Criminal Justice substance misuse service in the County. This includes custody assessments, as well as treatment provision for individuals subject to DRRs and ATRs
- The service has been commissioned on an outcome basis, with the focus on service users achieving sustained recovery, and enhanced social integration and well-being. As a new service which incorporates a shift from traditional “treatment” models, the priority since commencement has been to ensure the provision is effectively embedded. As such, the first twelve months of the contract have been seen as a year for base-lining. Work has also been

undertaken during this period to develop the performance framework, and a full set of data, down to district level, should be available at the end of August

- CRI intend to hold an event during the Autumn of 2015 to launch the service under the name of “New Directions”. The event will be open to all

6. Financial Implications and Budget Provision

6.1 None.

7. Human Resources Implications

7.1 None to note.

8. Equality Implications

8.1 Considered and none to report.

9. Risk Management

9.1 Considered in terms of maximising opportunity to prevent harm of those most at risk of substance abuse.

10. Policy Implications and links to the Police and Crime Plan Priorities

10.1 Links to the OPCC Alcohol and Drug strategy

11. Changes in Legislation or other Legal Considerations

11.1 No further considerations.

12. Details of outcome of consultation

12.1 Internal consultation on the draft strategy is currently underway. Action updates are drawn from police lead officers and alcohol licensing departments. Consultation has also taken place with the Crime and Drugs Partnership.

13. Appendices

13.1 None.

14. Background Papers (relevant for Police and Crime Panel Only)

None

For Information	
Public	
Report to:	Police and Crime Panel
Date of Meeting:	7 September 2015
Report of:	Police and Crime Commissioner
Report Author:	Supt Stephen Cartwright
E-mail:	stephen.cartwright@nottinghamshire.pnn.police.uk
Other Contacts:	
Agenda Item:	7

*If Non Public, please state under which category number from the guidance in the space provided.

DELIVERING THE FUTURE

1. Purpose of the Report

- 1.1 This report provides an update on the progress of the Delivering the Future Programme, further broken down in to each individual project.

2. Recommendations

- 2.1 That the OPCC note the contents of the report and provide comment as appropriate

3. Reasons for Recommendations

3.1 Delivering the Future

Delivering the Future is a complex change programme with a number of projects all of which are at different stages in their delivery. The purpose of this update is to provide a snap shot of each project with an indication of what has been delivered to date.

3.2 Contact Resolution & Incident Management

The Contact Resolution and Incident Management (CRIM) project was implemented to combine a team of officers, working alongside Control Room staff, to provide an improved service by resolving suitable matters over the phone at the first point of contact.

The aim was to reduce demand on front-line officers, enabling more calls to be dealt with by the Control Room and creating capacity for our front line officers to keep the public safe.

Existence of the CRIM maintains and where possible increases the ability to dispatch officers to incidents that carry higher levels of threat, risk and harm.

Incidents that do not require an emergency response can be dealt with by an appointment to see an officer, enabling Neighbourhood Policing officers to be as

visible and active as possible within the local community to prevent crime and disorder.

There are some encouraging statistics detailed below that provide an indication of progress:

- Since the implementation of CRIM, Incident attendance appears to have decreased by between 11%-13%
- Non attend incidents have also increased by 4%
- As of May 2015, the average number standard grade incidents have reduced by 34% compared to average number between April 2013 and January 2014
- The percentage of crimes that are filed in less than or equal to three days is 29% between Feb and May 2015. Before the CRIM was implemented in October 2014, the average percentage since April 2013 was 15%.

3.3 Front Counters

Our front counter service provision was reviewed to ensure it was delivering a service where it was most needed within our communities, that opening times reflected demand and that the counters were cost effective.

We used our demand data to map service provision to fit community need more closely.

We investigated new technology, running pilots for Virtual Counters to test their appropriateness in a Police service environment.

The project was delivered within the set timescale and concluded in March 2015.

The changes have delivered:

- £815,000.000 saving to the Force (£45,913.50 over our predicted saving)
- An increase in public confidence from 91.6% to 93.2%
- A greater flexibility within the team with an agile workforce able to ensure our front counters remain open

We are currently reviewing how we can incorporate front counter and control room roles to make them more Omni competent, enabling our First Contact service to become more flexible.

3.4 Force Scheduled Appointments

The delivery of scheduled appointments force-wide was designed to service reported incidents where an immediate or urgent response is not required.

A self-sufficient team was created to attend all appointments and retain resulting investigations.

The team tailor their provision to demand, with a mix of both station based and mobile appointments.

The project delivered as planned in June 2015.

The project benefits include;

- 7 day a week coverage, using 8 mobile diaries and 8 station based diaries, with a capacity for 96 appointments
- Daily supervisory cover, ensuring quality of work
- Streamlining of appointment locations for easier public access
- Greater efficiency, currently operating at above 85% utilisation for appointments. 16 staff resolve up to 96 appointments per day (10-15% of total demand) On a typical day there are 2 or 3 appointments where the witness fails to show
- A reduction on custody suite demand by dealing with suspects under the voluntary attendance process
- Opportunity for subsequent workforce modernisation.

This area of our work will be constantly reviewed to ensure that we match capacity with need.

3.5 Response Model

The purpose of the project is to enhance force performance through the provision of a lean, flexible and efficient response team that aligns with our contact management and secondary investigation processes.

The first response hub at the Riverside was established in March 2015 and the last hub in Bassetlaw will be established towards the end of 2015.

To date the project has resulted in:

- A reduction in the number of Inspectors from 25 to 20 and Sergeants from 95 to 80 resulting in revised supervision arrangements and a structural reduction in costs
- The establishment of response hubs at The Riverside, St Anns, Oxclose Lane, Radford Road and Broxtowe Police Stations reducing the number of bases by 4 making more efficient use of our buildings and improving the supervision of officers
- The fitting of Sat Nav devices to all response vehicles at the new hubs making our workforce more agile
- The fitting of Wifi in the new response hubs thus improving mobile communications
- A reorganisation of airwave talk groups to facilitate a more efficient way of working
- Released a number of officers to fill roles within the Scheduled Appointments and Prisoner Handling Teams

The next steps include:

- Finalising the refurbishment of the response workspace within Radford Road and Broxtowe Police Stations
- Establishment of the Mansfield / Hucknall / Newark and Bassetlaw Response Hubs
- A whole cohort of Student officers will be released from response to the Prisoner Handling Teams for a 12 week attachment so that the number of prisoners processed by the teams can expand.

By the end of 2015 Response will be working with its agreed establishment of 20 Inspectors / 65 Sergeants and 510 constables operating from 9 response hubs.

3.6 Prisoner Handling Team

A Prisoner Handling Team (PHT) was developed to increase efficiency of prisoner processing. By having an expanded team of officers and case build staff based at the Bridewell and subsequently Mansfield and Newark the aim was to reduce the pressure on Response and improve quality of prisoner process.

The first PHT started on 3rd March 2015 with 30% of volume crime prisoners being processed at Bridewell.

On 21st July 2015 an increase in staffing will see PHT dealing with 50% of prisoners at the Bridewell. New teams at Mansfield and Newark will deal with 50% of their volume crime prisoners.

The process has quickly realised benefits, exact figures of volume crime prisoners are yet to be confirmed, however, our targets have been exceeded resulting in reduced demand on response officers. Work is on-going to improve victim updates and provide better support and communications with victims and witnesses until court date to reduce retractions.

Work also continues to improve quality of files, offender interviews and increase detections.

There is potential in future to modernise the workforce.

3.7 Improving Investigations

The project to improve investigations began in October 2014 following extensive research. Our aim is to ensure that we deliver the best quality investigations, prevent crime and make communities feel safer.

We have put the victim at the heart of this process, developing efficient crime processes, clear crime allocation policies, reducing handovers and matching skills levels of officers to complexity of investigations.

We have supported the Public Protection business model by transferring officers across the establishment.

Since March 2015 the Basic Command Unit (BCU) investigation teams have been assisting the response model, reviewing violent crimes and taking responsibility for the more complex investigations, allowing response officers to return to frontline policing.

From 1st September 2015 our BCU investigators will work collaboratively under two strands:

Violent crime:

Crimes that involve vulnerability of the victim or suspect, or pose a threat / risk / harm to our communities will be allocated to accredited investigators regardless of the seriousness of the offence.

All offences which cause serious harm or threat to the victim will be investigated by accredited detectives.

A Detective Inspector will have responsibility to ensure that all offences of violence are reviewed.

Other serious crime types:

These offences will be investigated by a local CID team.

This includes investigation of all offences of dwelling house and commercial burglaries, robbery and serious fraud.

Investigations will work towards a mixed workforce up to 2018 with the transition of retired officers and Police Investigating Officers.

3.8 Public Protection

The Public Protection Delivering the Future Project has seen an increase in staff of nineteen constables and five sergeants since March 2015.

On 1st July 2015 a new team called Triage and Safeguarding commenced operation providing the capacity for specialist teams to deal with the majority of serious sexual offences by ensuring they are allocated to teams with the most appropriate skillset and with the ability to offer specialist safeguarding provision.

Training is being provided to front line officers throughout the force to communicate the changes and to maintain and improve initial investigations; ensuring specialist officers receive quality handovers.

A process is being introduced and developed to reduce attendance time for reports of sexual offences by taking initial reports and triaging some incidents by telephone in order that they can be passed directly to the appropriate specialist team.

Work is underway to develop the role of a Safeguarding Officer to work alongside Prisoner Handling Teams at the Bridewell and Mansfield to ensure that all cases of domestic abuse including those of standard and medium risk are dealt with by specialist Public Protection officers. It is anticipated that this provision will commence on 1st October 2015.

Further work is underway to support the move of Public Protection to a two hubs model, providing specialist centralised Public Protection provision to cover the whole of Nottinghamshire.

3.9 Neighbourhood Policing

The force area is currently separated into two BCU's that align to the City/County Council boundaries. The City BCU has a total of 8 Neighbourhood Policing Areas (NPA) and the County 12. Each area has a Neighbourhood Policing Inspector (NPI) and Sergeant led teams of Constables and Police Community Support Officers (PCSO). This structure is designed to align to council/ward boundaries to enable close partnership working.

Current Establishment

- 20 Inspectors
- 40 Sergeants
- 169 Constables
- 340 PCSOs

The approved business case authorised the distribution of Neighbourhood Policing resources based upon demand geographically.

The advantages of the approved option are:

- Will allow the allocation of resource based on demand profile which can be demonstrated to and justifiable to the community, internal and external stakeholders in light of budgetary constraints
- Ensure resources are in the right place at the right time to deliver local policing
- Reduces cost
- Clarity of role and who delivers the functions of Neighbourhood Policing within the team

- Delivers problem solving for community issues
- Delivers prevention aimed at reducing overall demand
- Delivers community engagement and intelligence gathering
- Maintain safe guarding of Vulnerable Persons within the community

The disadvantages recognised with the approved option are:

- Reduction of Warranted officers/PCSOs in certain ward areas
- Warranted Officers will be required to support PCSOs where warranted powers are required
- Reduced capacity to support other areas of business in periods of increased demand

The authorised business case outlined the reduction of the following posts:

Reduction in PCSOs FTE by 89 – Cashable saving of £2,981,500

Achieved through Voluntary redundancy, voluntary severance and compulsory redundancy.

Reduction in Warranted Officer FTE by 28 – Non-cashable saving of £1,337,728

These Police officer FTE being moved to other areas of policing or not replaced as officers retire.

Implementation of the Neighbourhoods model has commenced.

Phase 1: The reduction in PCSO numbers has commenced with the proposal being communicated to all PCSOs across the force area. The period of formal consultation was completed on 8th June 2015.

HR have received applications for both voluntary redundancy and voluntary severance.

Decisions in regards to applications received for both options will be made once the assessment and grading of all PCOSs is completed and the consultancy period finishes at the end of July 2015.

A Phase 2 scoping document has been implemented to review all elements of Neighbourhood Policing and how they will fit together and be delivered with revised numbers of staff once Phase 1 is completed.

A Project Board has been established and tasking's have been allocated in respect of Phase 2.

Working groups have been implemented to review the following strands of Neighbourhood Policing:

- The role of the PCSO
- Problem solving,
- Public engagement
- Proactive beat managers
- Schools and youth issues
- Mental health

All the work streams will be subject to consultation and are linked into prevention. This will be built into any recommendations made.

3.10 Digital Front Line

The project set out to harness the power of our highly engaged online community to increase the efficiency and effectiveness of policing, from the very first point of contact and throughout the customer journey. Through the development of both front-facing and back-office digital systems, it aims to create a seamless digital journey for our customers, along with a smooth online to offline transition.

Ultimately the expectation was that this could reduce demand, reduce and detect more crime, increase efficiency and increase customer satisfaction.

Some of the expected (subject to research) deliverables were a new online advice centre on our website, some transactional services provided online (e.g. online crime reporting) and a CRM (customer relations management tool to capture data on our customers and put this to the fingertips of officers/staff at all public touch points).

The project was due to start in February 2015. We have been researching and planning for many months now, but there are still some uncertainties and interdependencies that mean we haven't been able to complete the business case yet.

We are likely to deliver some form of online crime reporting tool following the launch of Niche in February 2016, but at present the nature and exact date of this is uncertain due to several factors. There are a number of options that can achieve what we want to achieve, but it is likely that we will adopt these regionally or nationally.

In terms of delivery of other elements of the project – an update is provided on these below as research is still ongoing.

- We will be pulling together some options around a CRM. Currently we are exploring the potential of us creating or commissioning a CRM regionally in the future. We are also researching new functionality with our existing

Neighbourhood Alert system which would give us a form of CRM for neighbourhood officers. This work is ongoing

- We will also be pulling together options around an online advice centre, with the research team now looking at stats to support and prioritise this work. Originally we wanted there to be some integration between this and our online transactions/CRM, but in the interests of trying to provide a quick win for reducing demand, we may push ahead with this using our current website.

So in summary, this work is underway, we are having to be agile and develop the plan in a very changing landscape, looking at all the different elements separately while trying to ensure that, at some point in the future, they can be tied together.

3.11 Multi Force Shared Service (MFSS)

MFSS was implemented on 27th April 2015.

A strong working relationship has been developed between Nottinghamshire Police and the MFSS team.

The cost of the MFSS project is still tracking in line with the business case.

Officers and staff were encouraged to book on and off the new DMS system using the telephone 'BOBO' line. This initially resulted in some delays due to the high volume of calls at peak times and telephone line capacity issues. Since launch individuals have been reminded of the alternative method of booking on via the computer system and this issue seems to have been resolved.

Decisions were taken which have impacted on work volumes post go live. These were:

- Only to transfer positions with individuals assigned to them. The vacant positions have had to be created after go live which has been a significant piece of work
- To transfer sickness information relating to the previous twelve months only. It transpires that there are longer absences which need to be identified and transferred
- To transfer all skills. There is now a need to review and reduce the list
- The way the force structure was built on the new system. This has necessitated some adjustment of the reporting groups visible to line managers.

Reporting through the MFSS system is more limited than what was previously available. However, we have worked with Northamptonshire Police and adopted the reporting tool used by them in conjunction with MFSS to produce some of our priority reports. Our capability will develop in this area over time.

There have been some DMS systems stability issues. These have been prioritised by MFSS and Nottinghamshire Police. The latest 'fix' which has been implemented appears to have resolved a critical issue relating to the movement of officers. A 'service pack' is currently being tested which will resolve further priority issues. Until

the Force is satisfied that the system is completely stable we have refrained from exiting from the 'early life support' programme.

3.12 Control Room Accommodation Relocation

Timescales are on track with an estimated move date of July 2016.

3.13 EMCJS Custody

A Chief Inspector has now been appointed to manage custody services in Nottinghamshire and Lincolnshire.

3.14 Body Worn Videos

The East Midlands region (with Nottinghamshire being the lead force) bid as a joint enterprise for £1.68million from the Police Innovation Fund to be match funded by local PCCs for the procurement and implementation of body-worn video. The evidence for the use of body-worn video is stacking and includes offering a tool to gather the very best evidence, that is - an un-biased eye view of an incident. In addition evidence suggests that use of force by officers will be reduced by up to 45%, and complaints against police has dropped for some forces by up to 87%. In addition other evidence shows that early guilty pleas are increased, less officers are assaulted and the presence of body-worn video positively affects both the behaviour of the officer and the subject they are dealing with. This all means that more officers will be available to help those in need.

Currently the region have now procured a body-worn video solution (Reveal Media) and each force is now implementing their own body-worn video project. In Nottinghamshire, the IT infrastructure has been built and is ready for use and two stations are running a live pilot. Those stations are Central and Sutton. The pilot will run until the end of July and on successful completion the cameras will be rolled out across the rest of the force between August 2015 and January 2016.

Nottinghamshire has 550 cameras ready for deployment, with another 200 cameras due to be ordered in the 2016/17 financial year and will provide enough cameras for every uniformed officer and PCSO on duty at any one time. These will be deployed and give officers and PCSOs the best tools available to gather the best evidence to help protect the public through the effective use of the criminal justice process.

3.15 Agile Working

Agile Working continues as planned and is currently in the latter stages of the procurement phase. The project is expecting to be in a position to seek final sign offs for procurement by the end of July. In addition the rollout of over 80 Lenovo Agile devices has commenced and is scheduled for completion early August 2015.

4. Summary of Key Points (this should include background information and options appraisal if applicable)

4.1 Not applicable

5. Financial Implications and Budget Provision

5.1 The Delivering the Future programme has had full engagement with Business and Finance with each project subject to financial scrutiny during the development and agreement of the business case .

5.2 Project and Programme progress continues to be tracked to ensure affordability and efficiencies are met.

6. Human Resources Implications

6.1 The Delivering the Future Programme includes far reaching and transformational change that has both required and will continue to benefit from close HR involvement through the development of both the people plan as well as ongoing project support.

7. Equality Implications

7.1 Each element of the Delivering the Future Programme is predicated on providing a high quality and responsive service to each citizen. This includes ensuring that vulnerable groups in particular have a straightforward and appropriate access to services.

8. Risk Management

8.1 A risk log is maintained for each Project with an additional Programme risk log that considers an overview of the strategic risks

8.2 Currently the high scoring programme risks continue to focus around affordability and resourcing Public protection. These risks have been mitigated against and are currently under control.

9. Policy Implications and links to the Police and Crime Plan Priorities

9.1 All

10. Changes in Legislation or other Legal Considerations

10.1 Not applicable – all elements of the DtF Programme are compliant.

11. Details of outcome of consultation

11.1 Not applicable

12. Appendices

12.1 None

13. Background Papers (relevant for Police and Crime Panel Only)

13. None

NB

See guidance on public access to meetings and information about meetings for guidance on non-public information and confidential information.

For Information / Consideration	
Public/Non Public*	Public
Report to:	Police & Crime Panel
Date of Meeting:	7th September 2015
Report of:	The Commissioner
Report Author:	Chief Finance officer
Other Contacts:	
Agenda Item:	8

Comprehensive Spending Review (CSR) and Funding Formula Review

1. Purpose of the Report

- 1.1 To inform Members of current work at a national level, which will affect the funding for Nottinghamshire Police.

2. Recommendations

- 2.1 Members are requested to:
- Consider the reports and responses as attached as the appendices to this report.
 - Consider making a Panel response in relation to the consultation documents.
 - Provide the Commissioner with any feedback that they would like the Commissioner to consider in his response to the consultation.

3. Reasons for Recommendations

- 3.1 This complies with good governance principles.

4. Summary of Key Points

CSR 2015

- 4.1 In November, the Government will announce its financial plans for the next CSR (Comprehensive Spending Review) period. It is not anticipated that the current economic pressures on public services will ease and further cuts will be made to the grant for policing.
- 4.2 Currently, central departments have been asked to work on potential real cuts of 25% and 40%. In the case of the Home Office (HO) 75% of its funding is spent on policing and therefore we can expect cuts similar to what the HO actually incur.

FUNDING FORMULA REVIEW 2015

- 4.3 At the same time we are being asked to consider changes to what is now an out of date funding formula, which was never fully implemented. This meant that the additional funding which the formula recognised Nottinghamshire was allocated was never received.
- 4.4 The new formula will be simpler and should have a phased implementation to ensure that it is fully implemented and forces are funded appropriately.
- 4.5 It is evident that the new formula could affect some forces by up to 20% + or - their current funding allocation at the same time as having to consider total funding cuts of 25% (and 40%). This could lead to significant difficulties for those forces losing under the new allocation.

5. Financial Implications and Budget Provision

- 5.1 In relation to the CSR, Nottinghamshire within its MTFP had been planning on 5.1% reductions in grant over the next 5 years and this is broadly in line with the 25% now being considered.
- 5.2 If a 40% cut is made to the grant funding then the financial viability of the Nottinghamshire force is seriously unstable.
- 5.3 In relation to the funding formula, currently, the financial allocations for Nottinghamshire are unconfirmed. If a protection is given to forces such as the Metropolitan Police then Nottinghamshire's allocation is expected to be broadly in line with where it sits under the current formula (i.e. underfunded, but not by as much under the existing formula). Further protections and top slicing will impact on this assumption.

6. Human Resources Implications

- 6.1 None as a direct result of this report. However, the proposed plans for the CSR would have an adverse effect on all officers and staff within the organisation.

7. Equality Implications

- 7.1 None as a direct result of this report.

8. Risk Management

- 8.1 This is the most significant Risk on the strategic risk register of the Commissioner and the Force. It is also a risk that is not within our ability to control. Mitigation through collaboration and downsizing has been underway for years now and is becoming more difficult to achieve.

9. Policy Implications and links to the Police and Crime Plan Priorities

9.1 None as a direct result of this report.

10. Changes in Legislation or other Legal Considerations

10.1 None

11. Details of outcome of consultation

11.1 Attached are the consultation documents in relation to the CSR and the Funding Formula. We have also included the draft response from the APCC on the CSR and the work of PACCTs in trying to ascertain what the funding formula would mean to individual forces. This latter document is only indicative as the Metropolitan Police could not sustain such levels of cuts.

12. Appendices

12.1 A – Consultation on the CSR
B – Draft submission from the APCC on the CSR
C – Consultation on the Funding Formula
D – PACCTs basic analysis on allocations of funding formula grant



HM Treasury

A country that lives within its means

Spending Review 2015



A country that lives within its means

Spending Review 2015

Presented to Parliament by
the Chancellor of the Exchequer to the Treasury
by Command of Her Majesty

July 2015



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Foreword

The government is committed to putting Britain's security first. When it comes to the economy, and providing security for working families, that means finishing the job of repairing Britain's finances. So today we are launching Spending Review 2015, to identify the further savings required to eliminate the deficit by 2019-20.

Over the last Parliament the government delivered the reductions in public spending that it committed to and more than halved the budget deficit it inherited. We honoured our promise to increase spending in vital public services such as the NHS and schools, and our reforms improved the quality of public service delivery. Employment is back to near record levels, crime is falling and public satisfaction with the NHS is rising year on year. More children than ever are now in a good or outstanding school. But we are still borrowing £1 for every £10 we spend and national debt remains at its highest level for 50 years. If we do not deal with this debt, we run risks with our economic security.

At the Summer Budget we took the first step to finish the job of fixing the public finances. This set out £12 billion of savings from welfare, to move Britain to a higher wage, lower welfare, lower tax economy that is more productive. We also found £5 billion from addressing avoidance, evasion and imbalances in the tax system. Together, this will deliver around half of the consolidation needed to eliminate the deficit. Today we are asking government departments to draw up plans to help to deliver the remaining £20 billion of consolidation required overall, over the next 4 years.

The Spending Review will prioritise our investment in the NHS and in our national security. We will continue to protect spending on schools and honour our commitment to the poorest people in the world. In other areas, we will need to make significant savings. We know we can achieve this while maintaining the public services we rely on, because we have done it before.

We also need to take radical steps towards the devolution of power in the UK, moving away from the imbalanced and overly-centralised system of government we inherited. Devolution to Scotland, Wales and Northern Ireland is well underway. Devolution within England has only just begun. This Spending Review is an opportunity to take a further big step forward.

We will also make greater use of digital technology to modernise Britain's public services and give people greater choice in the decisions that affect them and their communities. We will go further to maximise efficiencies and get the best value for money for taxpayers in all areas of public spending.

On 25 November we will set out how this will be done. We will fix the roof while the sun is shining and ensure we have a more balanced economy that offers security for the working people of Britain.



George Osborne
Chancellor of the Exchequer



Greg Hands
Chief Secretary to the Treasury

July 2015

1

Introduction

1.1 The government's long-term economic plan has laid the foundations for a stronger economy, and the UK's recovery is now well established. Significant progress has been made in putting the public finances on a sustainable footing but further work is needed to finish the job.

1.2 Spending Review 2015 is central to the government's commitment to control spending, eliminate the deficit and start to run a surplus. This means taking a step back and thinking about the shape of the state, exploring innovation and reform in public services, ensuring spending on core public services is prioritised and delivering value for money for the taxpayer.

1.3 Taking further action to reach a surplus will involve difficult decisions, but the government is committed to eliminating the deficit in a fair and balanced way, and the Spending Review will set out how the government will deliver the remaining £20 billion of consolidation required overall to achieve this.

Fiscal context

1.4 Since 2010, the government has made significant progress in reducing the deficit and repairing the public finances. Over the course of the last Parliament, the deficit was more than halved as a percentage of GDP from its post-war peak of 10.2% to reach 4.9% in 2014-15.¹ Debt is forecast to have peaked as a share of GDP at the end of 2014-15.² However, risks remain to the recovery — including from events in Greece and a slowing global economy — while the deficit remains among the highest in advanced economies, and debt stands at its highest share of GDP since the late 1960s.³

1.5 High debt increases the UK's vulnerability to future shocks, and means a high burden of interest costs on future generations. Running a surplus on the headline measure of borrowing is the only sustainable way to bring down debt as a share of GDP in the long term.

1.6 The government is taking further action to finish repairing the public finances. This Parliament, the government has already identified a further £3 billion of departmental savings in 2015-16.⁴ Those savings have been achieved through efficiency savings, asset sales and tighter control of budgets to drive underspends in-year.

1.7 Summer Budget 2015 set out the government's fiscal plan, reaffirming the government's commitment to deliver an overall surplus and reduce debt year on year. The government is continuing to prioritise sustainable public finances and take further action to deliver economic security.

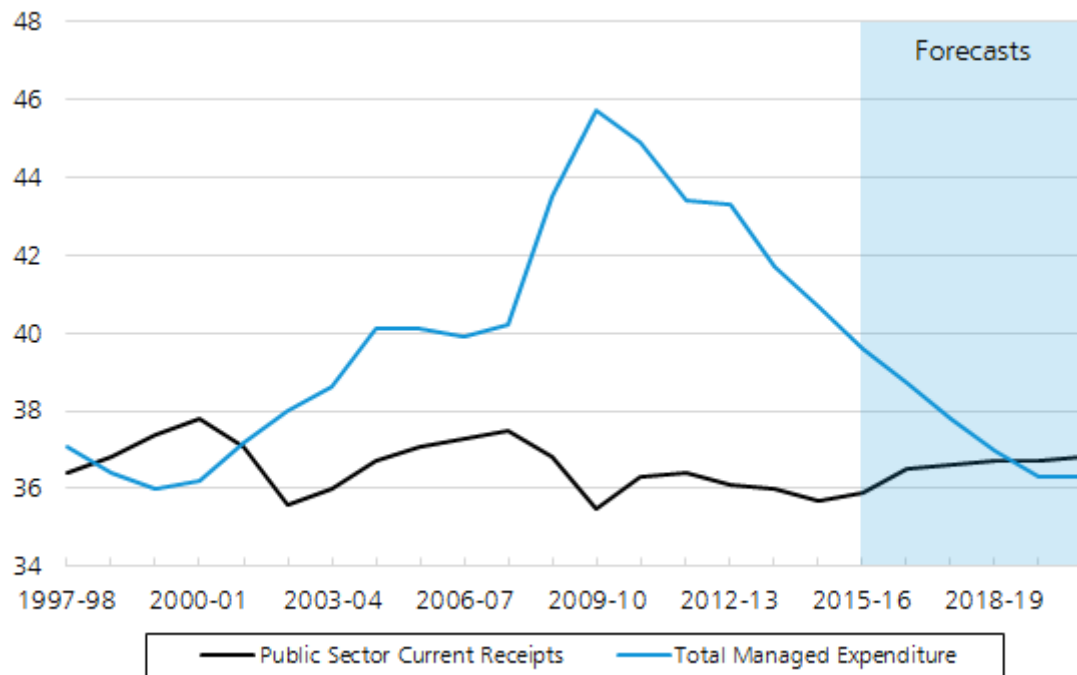
¹ Public Sector Finances, ONS, May 2015

² 'Economic and fiscal outlook', Office for Budget Responsibility (OBR), July 2015

³ 'Three Centuries of Data on the UK Economy', Bank of England data; 'IMF Fiscal Monitor', IMF, April 2015

⁴ 'Chancellor announces £4½ billion of measures to bring down debt', HM Treasury, 4 June 2015

Chart 1.A: Total public sector spending and receipts (per cent of GDP)



Source: Office for Budget Responsibility

1.8 In the last Parliament, the headline measure of public sector net borrowing (PSNB) was reduced by around 1.1% of GDP a year on average.⁵ The government has decided to maintain the same average pace of reduction in the headline measure of PSNB in this Parliament to reach an overall surplus in 2019-20. The fiscal path means that the deficit falls smoothly and that debt falls as a share of GDP in every year of the Parliament. As a result of this plan, a larger surplus will be achieved in 2019-20 and debt as a share of GDP in that year is forecast to be lower than expected at March Budget 2015.

1.9 To achieve the surplus in 2019-20 the government will undertake around £37 billion of consolidation measures. As shown in Table 1.A, the Summer Budget made significant progress towards this aim, setting out £17 billion of measures to reduce the deficit, including £12 billion by 2019-20 from welfare reform and £5 billion by 2019-20 from tackling tax avoidance and tax planning, evasion and non-compliance, and imbalances in the tax system.

1.10 Summer Budget 2015 also set out the government's commitments in priority areas of spending, including increasing NHS funding in England by £10 billion in real terms by 2020-21, above 2014-15 levels, and raising the entire Ministry of Defence budget by 0.5% a year in real terms. The government has also committed to protect per-pupil funding for schools, and to meet its commitment to spend 0.7% of GNI on Official Development Assistance (ODA).

1.11 In the autumn, having conducted Spending Review 2015, the government will confirm how it will both invest in priority spending and deliver the remaining £20 billion of consolidation required overall to eliminate the deficit.

⁵ HMT analysis based on 'Public Sector Finances', ONS, May 2015

Table 1.A: Consolidation plans over this Parliament (£ billion)

	2016-17	2017-18	2018-19	2019-20
Discretionary consolidation¹	9	20	31	37
of which announced at Summer Budget 2015²	6	9	13	17
of which welfare reform	5	7	9	12
of which tax avoidance and tax planning, evasion and compliance, and imbalances in the tax system	1	2	4	5
Remaining consolidation	3	11	18	20

¹ Discretionary consolidation is calculated as the sum of: receipts from avoidance and tax planning, evasion and compliance and imbalances in the tax system and welfare policy decisions announced at Summer Budget 2015; and the additional reduction in spending (or equivalent increase in taxes) needed to meet the government's overall fiscal path, compared to a counterfactual in which RDEL excluding depreciation grows in line with whole economy inflation from its 2015-16 level (excluding the OBR's allowance for shortfall) and all other spending (and receipts) follows the OBR's July 2015 Economic and fiscal outlook forecast.

² Total welfare policy decisions and total receipts from avoidance and tax planning, evasion and compliance, and imbalances in the tax system as set out in Table 2.1 of Summer Budget 2015.

Source: Office for Budget Responsibility, HM Treasury policy costings and HM Treasury calculations

1.12 HM Treasury is inviting government departments to set out plans for reductions to their Resource budgets. In line with the approach taken in 2010, HM Treasury is asking departments to model two scenarios, of 25% and 40% savings in real terms, by 2019-20.

1.13 Alongside departmental savings the government will continue to consider further sensible welfare reforms that strengthen work incentives and make the welfare system fairer and more affordable. It will also look to do more to tackle avoidance and tax planning, evasion and compliance, and imbalances in the tax system.

About this document

1.14 This document sets out the government's priorities for Spending Review 2015 and how plans to deliver the overall £20 billion of consolidation will be developed in the coming months.

1.15 Chapter 2 explains the progress the government has made in driving efficiencies, reforming the delivery of public services and boosting jobs and growth. Chapter 3 sets out the government's priorities for public spending over this Parliament. Chapter 4 explains how the government will conduct Spending Review 2015.

2 Progress over the last Parliament

2.1 Since 2010, the government has saved taxpayers' money by driving efficiency and improving financial management. It has done this while funding its priorities, modernising the delivery of public services, and prioritising jobs and growth.

Reforming public services and delivering value for money across the public sector

2.2 Over the last 5 years the government introduced ambitious reforms to public services to improve outcomes and better meet the needs and expectations of citizens, such as digitising tax returns and UK border controls. Reforms to the welfare system and action to restrain the cost of public sector pay and pensions have enabled the government to protect jobs and spending on frontline services.

2.3 As a result, the performance and citizen experience of many public services continue to improve:

- The Commonwealth Fund named the NHS the best healthcare system in 2014.¹ Satisfaction with the NHS is at its highest for years, and dissatisfaction with the service is at its lowest ever.²
- Crime in England and Wales has fallen by more than a quarter since June 2010³ and public confidence in the police is up⁴, even as spending has reduced. Over the last five years, the criminal justice system in England and Wales has undertaken a programme of reform to prioritise care for victims, reduce re-offending and eradicate outdated working processes through digitisation.
- The number of pupils taught in good or outstanding schools has increased by over a million since 2010.⁵ There are now over 4,700 academies, giving schools more freedom in how they operate, and over 300 new free schools, studio schools and University Technical Colleges, offering real choice to parents.⁶ Since 2010 more than 2.3 million apprenticeships have started in England.⁷
- The reforms to Higher Education are establishing a sustainable approach to funding the sector, while increasing opportunities for more students to go to university and ensuring that graduates only repay their loans once they are in well-paid jobs. In 2014, record numbers of young students and students from disadvantaged backgrounds were accepted into university – recent data show that 18 year olds

¹ 'Mirror, Mirror on the Wall: how the performance on the US health care system compares internationally', The Commonwealth Fund, June 2014

² 'Public Satisfaction with the NHS in 2014', The King's Fund, 2015

³ Crime Survey for England and Wales – year ending September 2014, ONS, 2015

⁴ Crime Survey for England and Wales – year ending September 2014, ONS, 2015

⁵ OFSTED, dataview.ofsted.gov.uk

⁶ Department for Education, www.gov.uk/government/publications/open-academies-and-academy-projects-in-development, www.gov.uk/government/publications/free-schools-open-schools-and-successful-applications, www.gov.uk/government/publications/utcs-and-studio-schools-open-schools-and-applications-received

⁷ Data from Individualised Learner Record

living in the most disadvantaged areas of England are now 72% more likely to apply to university than they were in 2006.⁸

- Over 5 million people have been automatically enrolled into a workplace pension.⁹

2.4 During the last Parliament the government reformed the welfare system to strengthen work incentives and spending control. Between 1997 and 2010 the cost of welfare increased significantly in real terms due to the absence of firm year-by-year controls. The government addressed this by legislating for over £21 billion of welfare savings and introducing a welfare cap to ensure that unplanned increases in welfare spending do not go uncorrected.

2.5 Further reforms to the welfare system are having a marked impact on work incentives and employment. The Work Programme, a major new payment-by-results initiative, is successfully supporting people who are at risk of becoming long-term unemployed to find lasting work. To date, 433,000 individuals have found sustained employment of at least three or six months while on the scheme.¹⁰ The new Universal Credit, which brings 6 benefits into one, is now available in more than 240 jobcentres and over a million claimant commitments, which set out claimants' job-seeking responsibilities, have been signed.¹¹

Driving efficiency and delivering improved outcomes for citizens

2.6 Over the last Parliament the government achieved significant reductions in the deficit by making the public sector more efficient. Figures from the Cabinet Office show that by 2013-14 the government had saved £14.3 billion from efficiency compared to 2010, equivalent to £830 a year for every working household in the UK.¹² By the end of the current financial year central government's administration costs will have fallen by 40% in real terms, or £7 billion, since 2010.

2.7 This strong focus on efficiency, combined with far-reaching reforms to public services, has meant that even with significant spending reductions public services continue to deliver improved outcomes for both citizens and the UK economy:

- The NHS's QIPP (Quality, Innovation, Productivity and Prevention) Programme set out plans to drive forward quality improvements in NHS care, at the same time as making up to £20 billion of efficiency savings by 2014-15.¹³
- The Government Digital Service (GDS) and the GOV.UK website in 2012 have established the United Kingdom as a digital world-leader. The GDS has redesigned and digitised more than 20 key public services, driving down transaction costs and improving service quality for citizens. More than 2 million people have registered to vote using a new digital service, and new claims for Jobseeker's Allowance, State Pension and Carer's Allowance are now all available online.¹⁴
- Consolidating government-owned land and property has saved more than £625 million in running costs and released £1.4 billion of receipts since 2010.¹⁵ March Budget 2015 announced a new commercially-driven approach to land and property asset management across the central government estate from March 2017. In

⁸ UK application rates by country, region, constituency, sex, age and background, UCAS, 30 January 2015

⁹ Declaration of compliance report, automatic enrolment (July 2012 – end June 2015), The Pensions Regulator, 2015

¹⁰ Department for Work and Pensions Work Programme Statistics, June 2015, table 1.4

¹¹ Summer Budget 2015, HM Treasury, July 2015. Also Universal Credit at work, DWP, February 2015.

¹² 'Efficiency and Reform in the next Parliament', Cabinet Office and HM Treasury, December 2014

¹³ 2010 to 2015 government policy: NHS efficiency, Department of Health, March 2013

¹⁴ Efficiency and Reform in the next Parliament, Cabinet Office and HM Treasury, December 2014

¹⁵ Efficiency and Reform in the next Parliament, Cabinet Office and HM Treasury, December 2014

terms of estates utilisation, the UK now has one of the most efficient governments in the world.¹⁶

- Buying goods and services in a more centralised way and improving the way departments manage suppliers have made substantial savings for government since 2010. Cabinet Office figures show that £2 billion of those savings came from reduced spending on consultants, contingent labour and marketing and advertising.¹⁷ Efficiencies in operational PFI contracts for transport projects have saved £478 million, out of a government total of £1.6 billion.¹⁸

2.8 In 2010 the government made a firm commitment to ensure financial discipline is at the heart of decision making at all levels of government. To that end, and following publication of the Review of Financial Management in government, an ambitious and innovative programme of work is underway to drive value for money in all areas of public spending. The programme has strengthened the government's finance capability, is improving accuracy in public spending forecasting and is building a more granular understanding of the cost and value of public services, particularly in cross-cutting areas of expenditure. This will benefit the government's approach to Spending Review 2015.

2.9 The costs of public service pensions rose by a third in the ten years to 2011, with much of the additional cost falling to the taxpayer. In the last Parliament the government delivered a package of reforms to rebalance taxpayer and member contributions in the short term, and to ensure that costs are sustainable and fair in the long term. The total reform package is projected to save 40% of net expenditure on the public service pensions schemes by 2061-62¹⁹ — more than £430 billion of savings, in current GDP terms, over the next 50 years.

Boosting jobs and economic growth

2.10 Alongside driving efficiencies and improving public services and outcomes, the government has prioritised employment and growth.

2.11 Employment in the UK is back to near record levels with 31 million people in work, having risen by almost 2 million since 2010.²⁰ Between the first quarter of 2010 and the first quarter of 2015, over 5.5 jobs were created in the private sector for every public sector job lost.²¹

2.12 Infrastructure is an essential part of raising productivity and economic growth. On transport alone, the government delivered 60 major roads and local transport projects over the last Parliament including the completion of Kings Cross station and the tunnelling for Crossrail, while saving more than £500 million in project costs.

2.13 Over the last Parliament the government prioritised capital investment over day-to-day spending, and increased its capital spending against the plans it inherited: as a share of GDP, public investment will be higher on average this decade than under the whole period of the previous government. The government published the first ever National Infrastructure Plan as well as the first Roads Investment Strategy – a five year plan to deliver an unprecedented £15 billion of investment in strategic roads over the course of this Parliament.

¹⁶ State of the Estate, Cabinet Office, March 2015

¹⁷ Efficiency and Reform in the next Parliament, Cabinet Office and HM Treasury, December 2014

¹⁸ Savings from operational PFI contracts, National Audit Office, 29 November 2013

¹⁹ See 'Fiscal sustainability report 2012', OBR, July 2012

²⁰ ONS Labour Market Statistics, July 2015

²¹ ONS Labour Market Statistics, July 2015

3 A strategic approach to spending

3.1 Alongside delivering the government's overall fiscal aims, Spending Review 2015 is an opportunity to review the role of government, ensure that public spending is sustainable for future generations, and deliver public services in a modern way that meets people's expectations about decisions that affect them and their communities. The government will ensure that spending on key services is prioritised and delivers value for money for the taxpayer.

Priorities for Spending Review 2015

3.2 Summer Budget 2015 confirmed the government's commitment to fund increases in the NHS and defence spending. The government also remains committed to meeting its target of spending 0.7% of GNI on Official Development Assistance (ODA), and is protecting schools funding on a per-pupil basis including pupil premium rates. These investments will ensure the sustainability and quality of core public services, but must be accompanied by measures to increase productivity and efficiency to ensure that every extra pound is put to the very best use.

3.3 Alongside protecting these specific areas, the Spending Review will prioritise spending according to a number of core outcomes:

- promoting innovation and greater collaboration in public services
- promoting growth and productivity, including through radical devolution of powers to local areas in England
- delivering high-quality public services, such as the NHS
- promoting choice and competition
- driving efficiency and value for money across the public sector

3.4 The following sections set out further detail on the government's priorities for Spending Review 2015.

Health

3.5 The government will protect spending on the NHS in England and backs the NHS 'Five Year Forward View' which outlines a plan for a more sustainable, integrated health service that cares for people closer to home.¹ By committing to increase NHS funding in England by £10 billion in real terms by 2020-21, above 2014-15 levels, the government is supporting the NHS in England to deliver its plan and produce a step change in safety, quality and access. In return for the additional investment, the NHS will need to deliver on its commitment to achieve significant efficiency savings by 2020-21, as set out in the Five Year Plan.

3.6 Work to deliver those savings has already started. The Department of Health is currently undertaking an Efficiency Review led by Lord Carter. An interim report was published in June 2015 highlighting potential efficiency savings in a number of areas.² These included NHS workforce efficiencies (for example establishing best practice in the management of productive

¹ 'Five Year Forward View', NHS, October 2014

² 'Review of Operational Productivity in NHS providers', Department of Health, June 2015

time and rostering) and procurement savings through developing an electronic NHS catalogue for goods and standardising clinical items.

3.7 The additional investment in the NHS will ensure that the NHS becomes a 7-day service by 2020-21. Everyone will be able to access GP services from 8am – 8pm 7 days a week. These improvements will allow people to better balance work, family and their healthcare, and will be central to a more productive economy. Further, over this Parliament the NHS will continue to improve quality, choice and clinical outcomes in areas such as cancer, dementia and mental health.

Defence and security

3.8 At the Summer Budget, the government built on its commitment to safeguard the security of the United Kingdom by:

- raising the Ministry of Defence (MoD) budget by 0.5% per year in real terms to 2020-21
- making available an additional £1.5 billion a year towards the end of the Parliament to increase spending on the military and intelligence agencies
- committing to meet the properly measured NATO pledge to spend 2% of GDP on defence every year of this decade
- protecting in real terms counter terrorism spending of more than £2 billion across government

3.9 The final allocation of this additional funding will be determined by the Strategic Defence and Security Review and the Spending Review. There is more work to do on rationalising the MoD's estate and other parts of its activities. The additional funding is conditional on the armed services and agencies producing further efficiencies within their existing budgets to ensure continued investment in the most important capabilities.

Schools

3.10 The government reaffirms its commitment to protect per-pupil funding for schools. Evidence shows that while many schools have driven down costs, there is still significant scope for other schools to increase efficiency and productivity. Secondary school spending on back-office costs ranges from £202 to £1,432 per pupil, and between 2003 and 2013, back-office spending per pupil in maintained schools increased by around 60% in real terms.³ The government will support schools to improve productivity and maximise expenditure on improving children's education, including through the Spending Review process.

3.11 The government will also make schools funding fairer and focus efforts to support school improvement in underperforming areas, including coastal areas, encouraging the best academy chains to expand and bringing new sponsors where needed.

Official Development Assistance

3.12 The government will continue to meet its ODA commitment of 0.7% of GNI. To achieve an optimal allocation of ODA spending, the Treasury will run a competitive process as part of the Spending Review to scrutinise proposed ODA spending across government and ensure ODA spending represents high value for money.

³ 'Review of efficiency in the schools system', Department for Education, June 2013; 'Consistent Financial Reporting data', Department for Education, 2002-03 and 2012-13

Growth, productivity and devolution

3.13 As set out in 'Fixing the foundations: creating a more prosperous nation', higher productivity can increase household incomes and support sustainable economic growth for the long term, as well as contribute to fiscal consolidation. Spending Review 2015 will therefore prioritise spending in areas that drive productivity and growth. As public services represent around 20% of the economy, the government will also continue to increase the productivity and efficiency of the public sector.⁴

3.14 The UK needs to make significant improvements to productivity across the regions, and the government is committed to further radical devolution of power within England. This will give local leaders more opportunity to drive efficiencies by bringing budgets and powers closer to the point of use. It will also improve outcomes through giving local people greater influence over how services are delivered. The Spending Review will establish how spending can be used to rebalance the economy, including by building a Northern Powerhouse.

3.15 The government is committed to building strong city regions led by elected mayors, building on the ground-breaking devolution deal with Greater Manchester in November 2014. The Chancellor has asked all relevant Secretaries of State to proactively consider what they can devolve to local areas and where they can facilitate integration between public services. City regions that want to agree a devolution deal in return for a mayor by the Spending Review will need to submit formal, fiscally-neutral proposals and an agreed geography to the Treasury by 4 September 2015. The Treasury and DCLG will work with city regions to help develop their proposals.

3.16 As part of the Spending Review, the government will look at transforming the approach to local government financing and further decentralising power, in order to maximise efficiency, local economic growth and the integration of public services.

3.17 The Local Growth Fund, recommended by Lord Heseltine, is an important part of the government's commitment to empower local places with the tools they need to drive economic growth. Autumn Statement 2013 confirmed that central government departments will devolve at least £12 billion from 2015-16 to 2020-21 to the Local Growth Fund. As part of the Spending Review process, the government will identify which budgets will be devolved into the Local Growth Fund to support economic development across the country. This will place more funding in the hands of local communities for their priority projects.

3.18 The government continues to deliver against its commitment to devolve further powers to Scotland, Wales and Northern Ireland, ensuring that each administration has the appropriate levers to take decisions to address their specific challenges. It has also set out its plans for delivering English votes on English matters, including tax and spending powers.

Criminal justice

3.19 In the Spending Review, the government will look to build on the progress made over the last Parliament, by:

- creating a fully integrated criminal justice system from the police station to the courts to ensure services are more efficient and focused on needs of victims and witnesses
- continuing to modernise courts and prison infrastructure

⁴ 'Fixing the foundations: creating a more prosperous nation', HM Treasury, July 2015

- supporting the police to innovate and exploit opportunities for greater efficiency and value for money

3.20 The government's investment in courts in England and Wales will deliver more efficient and effective administration for citizens using courts and tribunals, realising savings in excess of £100 million a year by 2019-20.

Modernising public services through innovation, integration and localism

3.21 The Troubled Families programme has demonstrated the effectiveness of integrating services at the local level, providing a more efficient and joined-up approach to meeting troubled families' complex needs. The programme has already turned around the lives of thousands of families with complex problems and the government has committed to extending it to a further 400,000 families in this Parliament. The government will continue to support this and similar cross-cutting initiatives that generate efficiencies and bring together public services at local level.

3.22 In the last Parliament the government created the biggest ever financial incentive to join up health and social care services, with each part of the country now managing its share in a £5.3 billion pooled budget. The government is also backing the ground-breaking plan to bring together £6 billion of health and social care funding in Greater Manchester. In the next Spending Review period the government will continue to join up services from hospital to home and areas that want to go further more quickly will be considered for devolution deals that suit their area and benefit local communities.

3.23 Spending Review 2015 will consider options to reform the markets that deliver public services to improve service quality and potentially deliver savings. Effective and active choices made by services users can help drive more efficient outcomes. Modernising regulatory requirements for delivering services or the approach to payments for services can allow more providers to enter the market, increasing competition and innovation, resulting in increased efficiency and reduced costs. For example, by competing some of the peripheral services required to run a prison (visitor catering, repairs and other ancillary services) across the public sector prison estate, the National Offender Management Services (NOMS) expects savings of over £12 million a year from 2016-17.

3.24 There is still too much duplication of processes and services across the public sector. The first steps to integrate services, to save money and improve service outcomes, were taken in the last Parliament. The government will take further action to ensure departments and agencies work more closely together.

Efficiency and financial management

3.25 The government will continue to examine pay reforms and modernise the terms and conditions of public sector workers. As part of this, the government has agreed proposals with all departments to abolish contractual progression pay across the Civil Service.

3.26 In the last Parliament, the government exercised firm restraint over public sector pay to deliver reductions to departmental spending, saving approximately £8 billion.⁵ The government will need to continue taking tough decisions on public sector pay in order to deliver reductions to departmental spending and protect the quality of public services. The Summer Budget confirmed that the government will fund a 1% pay award for public sector workforce for 4 years from 2016-17. This will save approximately £5 billion by 2019-20.⁶ The government expects pay

⁵ HM Treasury analysis

⁶ HM Treasury analysis

awards to be applied in a targeted manner within workforces to support the delivery of public services.

3.27 To get the most value from taxpayers' money, the government will continue with its ambitious programme to improve financial management across all 17 main government departments and arm's length bodies. The government is improving business planning through the creation of Single Departmental Plans, to ensure resources are being matched to government priorities. Single Departmental Plans will provide a strong means to monitor progress against government priorities and the delivery of the manifesto commitments.

3.28 The government will continue to maximise the economic value generated from electromagnetic spectrum by sharing or releasing spectrum currently used by the public sector wherever practicable. As announced in 'Fixing the Foundations: developing a more prosperous nation', the government has implemented a new model for the centralised management of public sector spectrum to enable us to take a strategic approach to managing its use.⁷ As part of the Spending Review, spectrum-using departments will be charged a market-based fee for their spectrum use based on expert advice from Ofcom.

3.29 The government has taken strides to reduce the size of its estate, getting out of expensive buildings that it no longer needs, and releasing surplus public sector land. This is vital to reducing running costs, promoting economic growth, and meeting the government's housing ambitions. In the last Parliament, the government met its target to sell surplus land with capacity for 100,000 homes. But taxpayers still own over £300 billion worth of land and buildings,⁸ with the Ministry of Defence (MoD) alone owning approximately 1% of all UK land.⁹ Operating from such a diversified estate also drives other costs, including the £115 million a year the MoD spends on vehicle hire, including to travel between different sites. The government has committed to dispose of public sector land for at least 150,000 homes by 2020. As part of the Spending Review, departments will set out how they will meet their share of contributions to this target.

⁷ 'Fixing the foundations: creating a more prosperous nation', HM Treasury, July 2015

⁸ Whole of Government Accounts, year ended 31 March 2014, HM Treasury, March 2015

⁹ MOD land holding bulletin 2014, Ministry of Defence, July 2014

4 Delivering the Spending Review

4.1 This chapter explains how the government will conduct Spending Review 2015, which will be published on 25 November 2015.

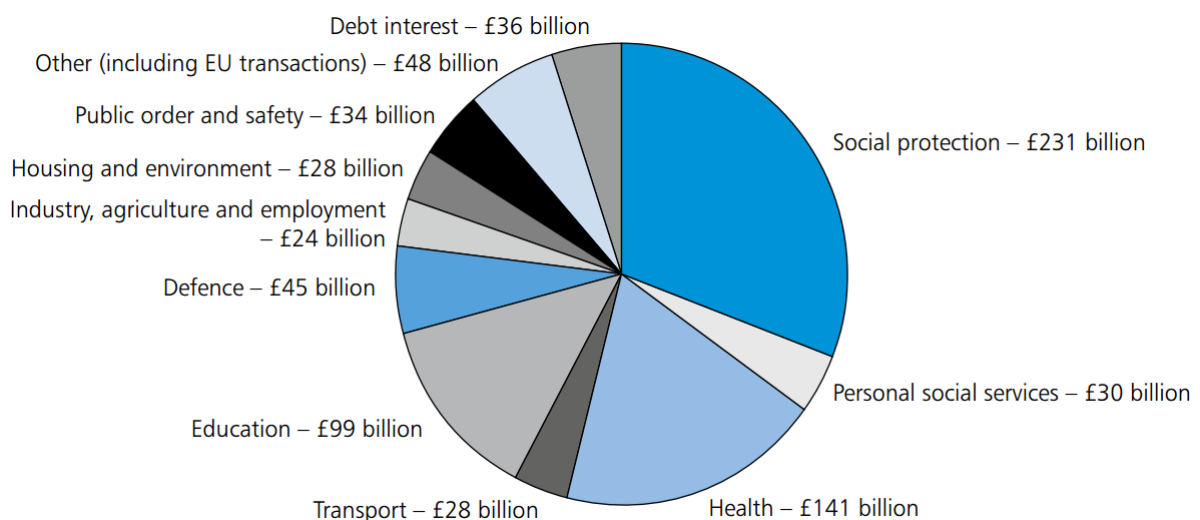
Scope

4.2 To ensure the Spending Review is as comprehensive as possible, all areas of public expenditure will be in scope including departmental budgets and Annually Managed Expenditure (AME). Priority budgets such as the NHS will be protected as set out in Chapter 3.

4.3 HM Treasury is inviting government departments to set out plans for reductions to their Resource budgets. In line with the approach taken in 2010, HM Treasury is asking departments to model two scenarios, of 25% and 40% savings in real terms, by 2019-20.

4.4 Chart 4.A shows public spending in 2015-16 by function.

Chart 4.A: Public sector spending, 2015-16



Source: Office for Budget Responsibility 2015-16 estimates. Illustrative allocations to functions are based on HMT analysis including capital consumption figures from the Office for National Statistics. Figures may not sum due to rounding.

Devolved administrations

4.5 Every part of the UK will need to take action to tackle the UK's fiscal deficit and build the foundations for strong and sustained economic growth. The government is committed to working with the devolved administrations to do this. For the majority of spending, the Barnett formula will apply in the normal way at the Spending Review, and devolved administration allocations will be calculated by the Treasury on the basis of the settlements reached with UK government departments.

Process and timetable

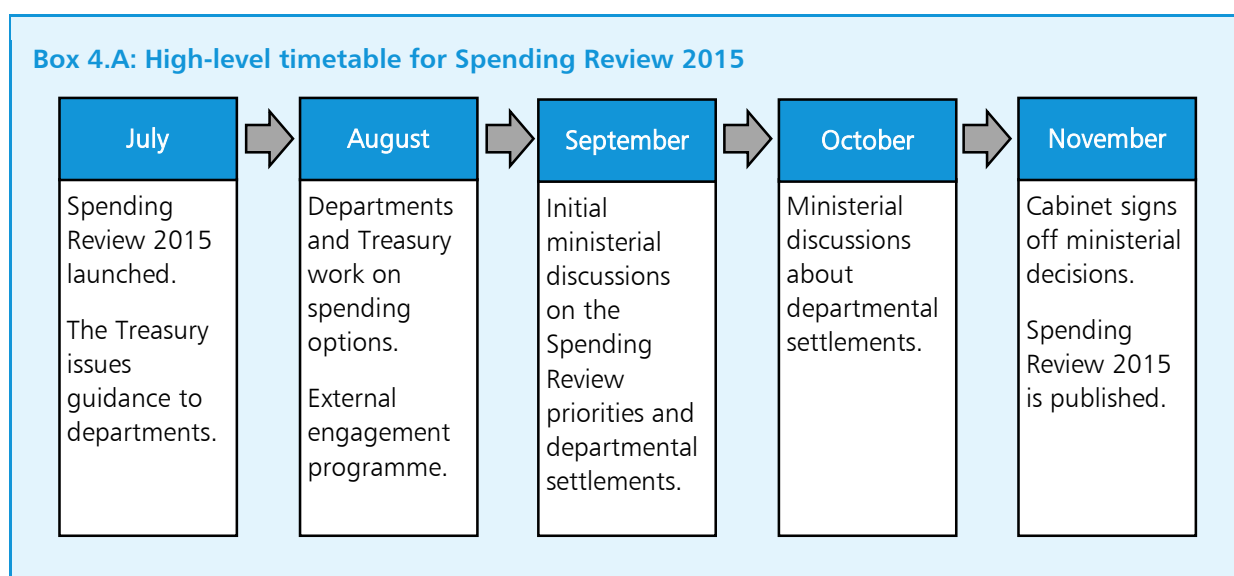
4.6 Departmental Expenditure Limits (DELs) will be set for every government department and all AME will be scrutinised. The Treasury will work with departments to develop options for reforms across DEL and AME to reduce spending and increase efficiency while improving public services.

4.7 The government will undertake a full review of capital spending plans to identify the areas of spending that will achieve the best economic returns while delivering on the commitment to invest £100 billion in infrastructure by the end of the Parliament.

4.8 Departments will also be asked to examine their assets and consider how they can be managed more effectively, including considering the role of privatisation and contracting out where assets do not need to be held in the public sector.

4.9 The Public Expenditure (PEX) committee will be re-established to advise Cabinet on the high-level decisions that will need to be taken in the Spending Review.

4.10 A high-level timetable for the Spending Review is set out in Box 4.A.



Engaging experts throughout the process

4.11 The government will carry out an engagement process over the summer to discuss and consult on the big spending questions it faces, harnessing expertise from within the public sector and beyond.

4.12 During the last Parliament the government established a network of 'What Works' centres to produce independent analysis on the impact and cost-effectiveness of major areas of public spending. The government wants to draw on this expertise and will invite the centres to submit their analysis to HM Treasury.

4.13 The government will organise a series of events over the summer to discuss and debate various aspects of public spending. These will involve a wide range of experts, including those working on the front line of public services. The schedule of events will incorporate many of the key areas that need to be considered as part of the Spending Review process, including:

- devolving and integrating public services at the local level, such as health and social care

- cross-cutting issues such as greater use of big data and digital technologies to drive the next stage of efficiency and reform across government

4.14 Representative bodies, interest groups and individuals are invited to submit written representations to HM Treasury by 4 September 2015. In order to inform the Spending Review, representations should contain relevant policy, reform or money-saving suggestions and be sent to SpendingReview.Representations@hmtreasury.gsi.gov.uk. Further guidance and detail can be found at GOV.UK.

Conclusion

4.15 The government will use the Spending Review to set out plans for eliminating the deficit and safeguarding Britain's long-term economic security. But it will also take the opportunity to invest in its priorities, and deliver ambitious reforms to modernise and localise public services to achieve better outcomes for citizens.

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CONTINUITY WITH CHANGE

The implications of CSR15

A submission from Police and Crime Commissioners September 2015

This submission presents the views of Police and Crime Commissioners on the challenges facing the service in CSR15. PCCs have taken part in the discussions at Home Office Gold and Silver Groups over the last 18 months, and the submission draws on the evidence base which has been built up by Silver Group.

The Police service must define its critical path for the next five years. In other words the factors on which the Government and local leaderships should focus their attention if the changes which will inevitably flow from CSR15 are to be implemented with the minimum risk to continuity and public safety.

PCCs and Chief Constables are confident that many of the foundations which have been put in place locally over the last three to five years will help smooth the path for the period ahead, but it will also require positive support from Government and partners.

The APCC is working closely with NPCC to exemplify the strategic and operational implications of the potential funding changes, and the varying impact on individual Forces. Chief Constables are making a separate submission to CSR 15. The two submissions have been shared, and are complementary in approach.

Fronting the report from Police and Crime Commissioners is a brief overview which aims to capture the essence of their submission. This section also sets out the APCC's assessment of the risks facing Government, the Service and the public. The main body of the submission is in 8 sections, which pick up in more depth the key issues outlined in the introductory overview. A number of case studies and other evidence are included. There are many other examples available.

Paddy Tipping

David Lloyd

PROSPECTS FOR 2015 TO 2020: CONTINUITY WITH CHANGE - THE POLICE AND CRIME COMMISSIONERS' PERSPECTIVE

Budget reductions on the scale implied by the planning guidelines for CSR15 will mean major restructuring of all the public services charged with maintaining law, order and public safety. The intrinsic structure of Policing has largely survived the cuts of CSR10, but further real terms reductions in grants will inevitably result in fundamental changes to the service's current role and how it is organised. It is unrealistic to assume an infinite capacity to cut staff levels and support resources. There are substantial unfunded shortfalls over the next five years, and very limited options for addressing them within the constraints of current rules and expectations.

Police and Crime services have borne their share of the spending cuts since 2010 without the benefit of protection. The seeds of transformation have been sown, but it will take time and a shared commitment across Government and public services. Police and Crime Commissioners will work within the Government's final allocations, but in some areas the consequences may be uncomfortable.

Commissioners inherited a service already in transition, and there are many examples since 2012 of how they have applied their unique role to help establish crucial processes and relationships for the future. The remit of PCCs is entirely pertinent to today's circumstances. They provide the community with a recognisable contact, independent of the Force and the Government. The '..and Crime' part of their title is acknowledgement that many of the current influences on law and order - and the consequences for victims - are beyond the control of the Police acting alone. PCCs have the powers and the streamlined decision making processes to make things happen, not only through the Force but also in close collaboration with a wide range of partners in communities and other sectors.

A lot of national resources are earmarked to ensure that basic services are available out of hours. Policing has always been a 24/7 service, and for that reason it is often taken for granted, only recognised in its absence. The principles of law, order, and acceptable behaviour may be implanted in human psychology, but it is a fragile balance. Society's expectation is that Police officers will protect them from anything which threatens the principles. Commissioners place a high value on community level services, but recognise that these can be resource intensive, and that many of the service's concerns about future resilience lie in this area. They also recognise the backdrop of a global expansion in organised crime, exploitation and insurrection. All of these are risks which demand cross sector approaches from the services and agencies responsible for public safety.

New perspectives are needed. The conventional mindset that the Police service provides a universal safety net may have to be rethought. Only just over 20% of what the Police service does is crime related. The other 80% is the shared responsibility of Government, other public services, local communities and individuals.

The non crime activities of Policing often have a social and economic benefit far greater than their monetary cost. The impact that safe and crime-free communities have on national and local economic confidence is often underestimated. Effective policing helps the Government deliver its wider economic and social objectives.

Programmes such as offender management, informal resolution, troubled families and mental health street triage utilise the skills of the Police in ways which improve outcomes and save costs for other parts of the public sector.

Further contraction in the Police service must be offset by other sectors assuming greater responsibility for national outcomes. In reality it is often the reverse, with the Police being expected to step in to make up for the shortfalls in capacity elsewhere.

As CSE, cyber crime and terrorism have so vividly shown, demands are constantly changing. Over the next 10 years, the world within which Police and Crime services operate will continue to be more globally and internet driven, which will bring further new risks. Public services such as Police must not fall behind. Crime and community safety is the responsibility of everyone, from Government to individual members of society. Over the next 5 years, the nation must get to the real core of issues, investing in prevention and ensuring that the necessary skills are available. Many of today's problems have their origins in family life, early education, and religious beliefs.

Different approaches will be needed. The Police cannot deal with the risks of radicalisation, CSE and other vulnerable groups and individuals on its own. Cyber crime is a new demand, requiring new skills and new funding. The financial sector and international business must shoulder their share of responsibility for action on internet crime, fraud and other illegal on line activities. With the right support, there is more that the voluntary sector could do. The Government should also review the aims of individual public services and their geographical boundaries if we are ever to achieve true cross sector solutions.

Timescales must be realistic. Massive improvements in productivity have been achieved, but it is not simply a case of running faster; productivity also means providing the services which users need. While further savings in running costs, procurement and ICT can be delivered over the next two years, the more fundamental reconfiguration of roles which is now required will take at least five years.

There are increasing fears about the resilience of the Service and individual Forces. This could have consequences for the Government as well as locally. It is a matter of concern that despite research both nationally and locally, we are still not in a position to define the criteria which indicate when services are starting to come under pressure. Waiting for the accidents to happen is not a rational solution; the loss in confidence resulting from failures could take a long time to rebuild. The scenario to prevent at all costs is a downward cycle of reducing performance and loss of assurance. Many PCCs and Chief Constables are starting to see the first warning signs, and it is vital that CSR15 strategies are sensitive to these longer term risks, and the necessary contingencies put in place.

Despite the risks, CSR15 could represent opportunities if there is a concerted effort across the tripartite partnership. PCCs and Chief Constables want to work with the Government. We are here to advise as well as deliver. Westminster is a long way from the local communities where many of the service's future demands will spring.

Several recent independent studies have concluded that devolution is an effective way of harnessing the roles of central and local government in strengthening communities and the local economy. Police and crime functions are an integral part of the solution, and where there is a local impetus for reform, PCCs will want to explore the possibilities. Commissioners look forward to the Government's response to the Advisory Committee's assessments, and the opportunities to build on these proposals alongside the separate programmes for devolution, funding and bluelight integration.

The service is entering unknown territory, and there are serious implications and risks for the public and the economy if the Government, Commissioners and Chief Constables do not achieve the right balance.

- Loss of assurance, leading to increased fears for safety
- Enforced curtailment or withdrawal of specific activities
- Loss of confidence by the business sector, leading to lower levels of investment and damage to the UK's image
- More regular abstractions from local Policing to meet other emergency demands
- Further withdrawal of financial and other support by partners
- Reduced scope for PCCs to fund local community safety and victim support schemes
- Even higher demands on Policing as a result of further contraction in Health and other local Council services
- Weakening of local support for the Governments wider social objectives
- Inability to respond as effectively as in the past to new threats and risks
- Weakening of support for other local public services if the Police service is forced to retreat to a more crime based, reactive approach
- A break in the vital intelligence thread from grassroots community level up to national security
- Failure to make the required long term investment in technical skills and capacity
- Failure to respond adequately to changing crime patterns
- Threats to the long term sustainability of prevention activities
- A slow decline in confidence and quality, which could take many years to recover

PCCs are attuned to the local environment on a daily basis. We believe that the impact of some of the reductions now being discussed will create too many risks for communities and the economy. It is of paramount importance that PCCs work with the Government on the targets and the potential implications. This submission outlines the risks, and also some of the opportunities.

Managing with even lower funding requires a concerted effort from all sides to pool resources, to align objectives, and to clear anything which acts as a barrier to progress and flexibility. The Service will take its own action to mitigate the consequences, including better understanding of demand management, more imaginative approaches to innovation and productivity, and strengthening the

confidence to engage in collaboration and collective procurement. In addition, however, there are actions which could be taken through CSR15 which would help give PCCs and Forces the flexibilities and room for manoeuvre they will need over the next few years -

- Greater freedom to set local Council Tax strategies
- Multi-year grant and local funding plans
- Annual grant and local consultation timetables which provide for meaningful engagement locally
- More flexible approaches to income generation
- Further investigation of the opportunities for Policing to receive its share of the financial benefit from local expansion of commercial and domestic developments
- New approaches to encouraging innovation
- Direct action from the centre to break down barriers and promote more effective cross sector approaches
- Expanded powers for PCCs to promote cross sector approaches
- A nationally supported approach to capacity building
- Preservation of current funding streams for community based initiatives and victims
- Programmes directed towards building engagement with the next generations
- Government support to encourage and facilitate better communication between partners on aligned objectives and use of resources
- Financial and other forms of support for the voluntary sector and other categories of volunteer.
- Redrafting of current rules, regulations and practices which restrict flexibility and the effective and economical use of resources across the service.
- Assistance from the Government for accessing Euro based funding streams for community and crime related activities

All of these actions will help Commissioners balance 'Continuity with Change', and the APCC hopes that they will establish a dialogue with Ministers over the next few months

The rest of this submission deals in more detail - including case studies - with the matters referred to in the overall message above. It comprises eight sections:

- A: The role of PCCs in putting the foundations in place for the future
- B: Financial assessments, and the significance of reserves in future strategies
- C: The current environment for Policing and public services
- D: Maximising the contribution from collaboration and innovation
- E: Resilience of current services
- F: Social and economic benefits of effective Policing
- G: The longer term scenario for public services and Policing
- H: Action by the service and the Government to mitigate the risks

PART A: THE ROLE OF POLICE AND CRIME COMMISSIONERS IN PUTTING THE FOUNDATIONS IN PLACE FOR THE FUTURE

The role of Police and Crime Commissioners

1. The introduction of PCCs two years into the first phase of the austerity programme meant that they inherited a service already in transition, but also one that was facing even bigger challenges in the years ahead.
2. Policing services are often taken for granted. The vast majority of people believe in the principles of law and order in society. Their expectation is that the Police are there to protect society from actions which threaten law and order.
3. PCCs hold the ultimate responsibility locally for Policing strategies and resources. The addition of the words ‘...and Crime’ in their title is acknowledgement that many of the factors which drive crime and its consequences are beyond the control of the Police. Their role provides them with a unique perspective. They are democratically accountable to local communities, and at the same time they provide the vital interface between the Force, the public, and partners.
4. The austerity programme has been extended, and there is a high probability that it will require cuts on an even bigger scale than CSR10. The priority for PCCs and Forces in the last 5 years has been to reduce the cash cost of the service. The essential fabric has largely remained intact in terms of how it is structured, what it does, and what people expect from it. For the future, it is likely that real changes in functions and organisation will be needed. The easily releasable savings in running costs have largely been achieved. Staff numbers have fallen, but productivity improvements have enabled the service to manage changing workloads and new demands.
5. The balance will be more difficult to sustain over the next five years, particularly at the upper end of the planning parameters. Discussions need to start now on how the Service might be reconfigured, and the functions that it can realistically maintain to current levels of expectation. There will be difficult choices to make, and it is essential that there is an effective dialogue at local and national level between the tripartite members, so that transitions can be managed safely and sensitively.

The foundations which have been put in place

6. Commissioners have learned a lot from the experiences of CSR10, and have been instrumental in building relationships and putting in place some of the mechanisms which will help navigate the next stages.
7. Their role as the interface between the public, the Force and partner organisations has enabled PCCs to act as a catalyst for action not only within the Force, but also across the community. The overview set out below is based on activities in Cheshire since 2012, but is a typical example of the breadth of the Commissioner’s agenda.

- A priority based root and branch review of local policing (which has generated £13m pa savings, funded 53 new recruits, and returned 130 officers to the front line)
- A review of existing contractual arrangements, identifying new opportunities including insourcing
- A critical review of the current PFI arrangement, identifying potential savings from early termination
- Negotiations on colocating with the Fire and Rescue service on HQ and back office facilities
- An award winning collaboration with the Northamptonshire PCC to establish multi-Force shared services. Nottinghamshire is also joining the initiative , along with Cheshire FRS
- A unique scheme of participatory budgeting, initially based on using £30000 funding to support over 20 community based projects in a deprived part of Runcorn. Four other similar initiatives are now underway
- Investment in technology, including 17 official 'contact points' for the public across the Force area
- Active participation on the local Partnership Board, which includes Councils, Probation, Health and the LEP
- Action to bring together the leaders of the four Community Safety Partnerships

8. Commissioners have forged strong and mutually supportive working relationships with Chief Constables and Forces. At the same time, an environment has been created which enables PCCs to challenge Forces positively to improve quality and productivity, and reduce unit costs. Commissioners play a full role in formulating national strategies on procurement and standardisation, and are driving forward the medium term strategy for the ICT Company, which should pave the way for substantial cost reductions over the next 5 years and beyond. ICT developments are only the means to a wider end. Evaluation suggests that direct savings on hardware and software of £100m will often gross up to 5 or 6 times that level when the secondary impacts on staff numbers and other running costs are taken into account. Those are the cashable savings; they exclude the additional beneficial impact on productivity and improved management information flows.
9. New long term relationships have been established locally and regionally. Many PCCs believe that the future for public services lies in better alignment of aims and resources between public, private and voluntary sector organisations, and they have grasped opportunities to pursue this objective.

*In **West Mercia**, Team Shrewsbury brings together the local Council, the Police, Health providers, bus and rail operators, the Fire and Rescue Service, local employers and businesses, charities and residents bodies. The aim is to prevent harm. Multi agency protocols have been agreed to respond to crime, antisocial behaviour, licensing enforcement, and a wide range of lower level local concerns. Benefits include cash savings through removing duplication and swifter responses. There are wider benefits to Health and A and E services for instance. The Chief Constable has commented that ‘ Rather than agencies coming together to resolve problems, they are already together when the problem arises’*

Team Worcester has been launched in 2015 to roll out the concept.

*The Weston Gateway project in **Avon and Somerset** involves Police, the Council, and other local partners in integrated services and front-office public facilities*

*In **West Yorkshire**, the OPCC hosts a senior post dedicated to building and strengthening relationships with the voluntary sector; a Force wide strategy for working with the sector has been developed*

10. New lines of local funding have been created, often using the commissioning powers introduced in 2012. Innovative approaches help break long established moulds. They encourage fresh thinking, and generate enthusiasm for imaginative solutions to longstanding problems.

*Several PCCs have utilised the limited funding available through Community Safety Grants and Victim Support funding to generate match funding from partners. The PCC in **Avon and Somerset** has a comprehensive programme of local funding initiatives including not only community safety and victims, but also witness care and sexual assault referral centres. Shared funding arrangements with health are a common feature.*

*Many PCCs, of which **Devon and Cornwall, Humberside and South Yorkshire** are just three examples, operate local small grant schemes. Funding is also often channelled to Community Safety Partnerships, and youth offender programmes.*

The experience of negotiating and managing local partnership programmes will be of value in dealing with the challenges of the next 5 years, when the need for tightly focused initiatives will be even greater.

11. Commissioners have been able to reach out to the public in a way that Police Authorities perhaps could not. In many areas, PCCs now represent the local face of Policing. The community has a recognisable contact, independent of the Force and the Government. An image of someone who is in touch with local concerns, and more importantly has the powers and resources to make things happen swiftly, enhances the effectiveness of local policing generally. This puts PCCs in a powerful position to explain the implications which will follow from further substantial cuts in

resources, and to involve communities in finding the best solutions. The majority of Commissioners spend a large part of their life 'on the road', meeting partners, local community groups and individuals, and listening to concerns and suggestions. Maintaining contact with local police officers, Specials and PCSOs is also an important part of this role; successful ideas often have their origins at the grassroots.

12. The involvement of Commissioners and the Police service is highly regarded by partners. Again drawing on evidence from Cheshire, two recent examples are:

Paul Hancock - Chief Fire Officer and Chair of the Cheshire Public Service Transformation Programme

' Joint working between bluelight services is the cornerstone of our success in making Cheshire saferThe contribution and resources allocated by the PCC, Cheshire Constabulary and other partners have been key to our success to date..... Working together we have had success in developing a consistent and coordinated approach to tackling ASB, Domestic Abuse and reoffending, as well as protecting vulnerable members of our community.....Ensuring that the local Police service is able to continue their contribution is crucial to ensure the foundation we have built can be further developed'

Ali Stathers-Tracey - Director, Transformation Challenge Award - Cheshire

' Moving forward towards a more integrated and efficient delivery agenda for the public sector, it will be vital that Cheshire Constabulary is effectively resourced to offer the public safe and emergency response..... This proactive, forward thinking Commissioner and Force have driven out efficiencies through working in close partnership with Local Authorities, the NHS, Fire Services, and the Voluntary and Community sector.....Joint working has resulted in a significant reduction in Domestic Abuse, repeat victimisation, fewer children requiring assessment by social services, and reduced incidents of ASB.....We have a shared ambition to scale up this delivery model across the entire Force area and as such ongoing investment in critical Police roles will be essential to achieve ongoing improvements to the effectiveness of services and ultimately reduce the need for expensive, emergency responses'

PART B (1): INITIAL ASSESSMENT OF THE FINANCIAL IMPLICATIONS OF CSR15

13. In isolation, the CSR15 guidelines represent a formidable target. Following directly from a previous real terms reduction of well over 20%, it represents even bigger demands for public services.
14. The Police service has been able to meet the CSR10 targets through a mixture of cash savings, productivity improvements and changes to the way that it is organised. While there are increasing concerns over the financial sustainability of individual Forces, there have been no examples of serious failures to date. It is too early to say whether that position can be maintained, or for how long into the future. Some PCCs receive over 80% of their funding from grants, and it is unrealistic to assume that withdrawing two-thirds of that funding over a period of 10 years can be achieved without fundamental impact on the services provided.
15. CSR10 was testing, but there was the initial buffer of efficiency savings still to be released. Starting from a point when the Service had experienced a lengthy period of real growth or at least standstill, there was also a margin within which the physical and staff resources could be reduced without seriously risking continuity of services. All of that margin has now been removed. This means that a further round of grant cuts is doubly challenging; the targets are high in the first place, and the capacity to cut costs without seriously weakening resilience is now minimal.
16. The last five years have concentrated on reducing the cash cost of the service. Policing still performs basically the same role as it did in 2010, and expectations from users of the Service have not significantly changed. Budgeting will always focus primarily on cash, but for the next phase the more significant measure will be the real reduction in resources, because this effectively represents the scale of structural change which will be needed. Some cost savings still remain to be released, but the ability to maintain the same momentum must now be limited.
17. In future it is likely that the Service will be firmly into the area of looking at what it does, how it does it, and what can perhaps be done in other ways. In considering the implications of grant reductions of between 25% and 40%, the attention will be on risks, timescales, and new ways of providing services.
18. PCCs and Forces are now assessing the implications. The conclusions will vary across the country, depending amongst other things on:
 - Where individual Forces started from in 2010 in terms of the available capacity to make easy savings, and the remaining scope
 - The balance between grant and Council Tax in the local funding package
 - Local patterns of demand
 - Local opportunities to make further savings through collaboration or sharing of resources
19. Some financial modelling has been undertaken at service-wide level. By its very nature, financial modelling over a 5 year period can only present a broad picture. Even a basic model incorporates a number of significant variables, and small %

changes in annual assumptions will compound into substantial variations in the 5 year totals. However, as long as those limitations are recognised, the modelling can provide a good indicative forecast of the likely trends. The main variables in the Police budget are grants, Council Tax, inflation and staffing trends.

Grant reductions could range from around 5.2%pa up to 10.3% pa in cash terms. A 'mid-range' option of 7%pa cuts has also been modelled.

Staff numbers are critical to the forecasts. At one extreme PCCs and Forces could aim to replace 100% of all natural turnover; at the other extreme all vacancies might be absorbed, with compulsory redundancies in addition.

Non staff savings will also be a significant factor in the equation, and additional savings from ICT, procurement and other collaboration can be assumed.

Results and implications

20. The results of the modelling 15 scenarios based on the assumptions above are summarised in the Annex. These basic results exclude any contributions from reserves.
21. For the purposes of evaluating the potential implications for Policing, the 'mid-range' set of grant assumptions has been used, combined with assumed 50% replacement of turnover and savings on key cost reduction programmes of £115m in 2016/17 rising to £390m pa by 2019/20. These latter figures are subject to further evaluation, and at this stage must be regarded as highly provisional.
22. Drawing on recent returns from PCCs, the Service is already planning to utilise nearly £900m of revenue reserves to support medium term financial plans and change programmes over the next four financial years. This will help close gaps in the short term, although the capacity available to use reserves in this way will probably be exhausted by 2019/20. The results after adjusting for this are:

	2016/17	2017/18	2018/19	2019/20
	£m	£m	£m	£m
Forecast shortfall	752	915	1050	1127
Planned use of reserves	303	188	136	-
Shortfall after using reserves	449	727	914	1127

Options for closing the gap

23. There are only a limited number of options available to PCCs and Forces.

- **Continued reduction in running costs:** the impact of grant reductions since 2010 has meant that most of the easily releasable savings have been achieved. The marginal gains from further rounds of basic cost cutting will decline.
- **Further contraction of staff establishments via natural wastage and compulsory redundancy:** this has been the single biggest source of savings since 2010. Over the same period, crime trends and higher productivity have combined to enable demands to be met. It is significant, however, that while traditional crime has reduced, other more resource intensive areas have tended to expand. This pattern is expected to continue.
- **New major savings opportunities:** extensive investigation has been undertaken by the Service and through Silver Group, concentrating on the three key areas of Procurement, ICT, and Collaboration. All three areas remain as works in progress. Fairly firm figures have been produced for Procurement and ICT, but in both cases there are unresolved questions about the savings which have already been achieved and the feasibility of applying the overall conclusions across all 43 Forces. The other major uncertainty is the degree of overlap between the savings categories themselves and the modelling assumption about staff turnover (to illustrate this, one of the main benefits of ICT improvements is the potential to reduce staff costs; if the central assumption in the modelling assumes 50% of turnover is not replaced, there is a high risk of double counting if both categories of 'savings' are taken on board)

The risks of double counting are even greater with Collaboration. Business cases for mergers and other forms of collaboration will quote total savings potential, but the majority of the cash savings will tend to be in the areas of staffing, ICT, and to a lesser extent procurement.

- **Real increases in the funding raised locally from Council Tax:** the existing mechanisms mean that apart from the impact of new building on the Council Tax base, tax levels are effectively under the Government's control, and restricted to annual increases broadly in line with inflation. This is considered further in section 26 below.

24. Further analysis is being undertaken on potential savings options which should strengthen the modelling conclusions. It will be reported to Home Office over the autumn. This submission presents the position as it stands in early August 2015. At this stage, however, it should be recorded that the indications are that the assumptions underpinning the model are more likely to be understating the funding gaps rather than overstating them.

Implications of varying the key assumptions

25. The most influential individual variable is obviously the **grant funding** assumption. A variation of 1% pa over the next four years compounds to over £300m pa by 2019/20. Prior to the Chancellor's July statements, most PCCs were basing their planning guidelines on assumed reductions of between 3.5% and 5% a year over the period 2016/17 to 2019/20. This is lower than the reductions implied by the 25% option in the CSR15 guidelines, so local financial plans will need to be restructured even at the lower end of the Government's new range.
26. Increasing the local **Council Tax** element is an option for maintaining services, or phasing in the reduction in grants. In cash terms, the cost to local taxpayers of the Police element of Council Tax ranges from around £2.50 to £4 per week. The scope to use additional Council Tax proceeds to fund Policing will be affected by the Government's approach to maintaining legacy grant funding in relation to previous Council Tax freezes, but making the simplistic assumption that additional increases would apply to the total current proceeds, the implications are as follows:
- A 1% increase in Council Tax income generates approximately £35m across the service.
 - An increase of 5% pa for the next four years would generate around £390m more by 2019/20 than the current assumed trends of 2.6% to 2.9% per year
 - At an annual increase of 7% pa for four years, the additional funding in 2019/20 over and above the current assumption would be around £730m

Policy implications arising from the potential additional funding reductions

27. Drawing on the modelling exemplifications undertaken so far, there are a number of significant policy implications for the Service.
- Even if uniformed staff reductions do not exceed the levels of natural turnover, the forecasts imply that **police officer numbers** will fall below 100,000 by 2019/20. This represents a further 17% reduction on an already reduced establishment
 - Current natural turnover levels average between 4.5% and 5% a year, equivalent to around 5000 leavers, mainly through retirements. The implications are dependent on the scope to make CSR15 cuts in areas outside police officer establishments, but there is a high risk that for some Forces, the **capacity available through natural wastage** will be insufficient. There is scope to offer voluntary redundancy, but this will be at the expense of severance packages. Many PCCs are holding reserves as a provision for the cost of change programmes, and this will include voluntary redundancy. At present there are

statutory limitations on the ability to use compulsory redundancy as an option, although even if powers were available, it will again involve implementation costs.

- It is easy to be misled by the simple arithmetic. The crucial issue is not how fast the establishment can be reduced; it is the **implications for reliability and quality of service** which can be provided by reduced establishments
- Taking all this into account, over the next five years the Service will need to reassess its role, and the **expectations from communities and partners**. Maintaining present expectations - which have not materially changed over the CSR10 years - may not be affordable within the future resource levels
- This is significantly more likely at the upper ends of the range. For the average PCC, a 40% reduction in grant represents a reduction in total funding of around 30%. Coming on top of the CSR real reductions, it is unrealistic to assume that things can carry on unchanged. There are undoubtedly opportunities for **delivering services in different ways**, but those discussions need to take place between the Service and Government at an early stage.
- It is vital also to **engage with the public and with partners**. The Service has met expectations since 2010 with reduced resources, and this may have generated a false sense of security. If the odds now are that service levels will not be sustainable at their current levels, it is important to consider **where expectations can be modified**, or if that is not feasible, how they can be maintained in other ways.
- Without the further assessments which the Service is now undertaking, it is not possible to be precise, but it is reasonable to assume that there is **increased risk of a decline in performance**; in other words a service will be maintained but it will not necessarily be at the levels previously expected in terms of response times, reliability, follow up etc. This dilemma faces all public services in the current environment, but it would be unrealistic not to take action to contain the risks and manage the potential consequences.
- There are already signs of **unavoidable actions which may compromise some of the beneficial changes from the past**. The best example is use of uniformed staff to undertake desk based roles. Civilianisation has been one of the success stories of the last 15 years. There are no restrictions on the use of both voluntary and compulsory severance for non uniformed staff, but the options available on uniformed staff are more restricted. If overall establishments need to be further reduced - and there is no realistic alternative - some Forces are already warning that they will have no option but to transfer Police officers back into support roles.
- The Service is currently facing even **higher demands as a direct result of the contraction in other services** such as Health and local Councils. That situation can only worsen. There are opportunities for greater alignment of roles and resources, but this may not be enough to maintain current levels

PART B (2) THE SIGNIFICANCE OF RESERVES IN THE OVERALL STRATEGY

28. PCCs will be working with their Forces as outlined in the previous sections, to identify the scope for continuing current savings and capacity improvement programmes in areas such as:

- Procurement, particularly in the context of standardisation of specifications for commonly used items such as uniforms and basic equipment
- ICT, particularly opportunities for linking in to existing systems designed in other Forces, or pursuing joint developments rather than options which translate the present local processes into a computerised format.
- Productivity improvements achieved through more efficient mobilisation, support roles and processes which maximise front line availability
- Facilitating engagement with partner organisations to break down barriers, avoid duplication, and share resources.

29. At a more strategic level, PCCs will be using reserves as a financial tool to manage budgets over the next 5 years, and will be raising the game in terms of collaboration and joint working with other organisations in both formal and informal ways.

Reserves forecasts

30. The latest returns show that total reserves at 31 March 2015 amounted to £2.1 billion. These reserves are allocated to specific uses, and the returns from Treasurers show that around 66% of the total reserves are earmarked for use in the next 4/5 years. Apart from the funds earmarked against capital and PFI, other elements of the current reserves are earmarked against normal budget risks and operational contingencies, and these elements cannot normally be reduced. The utilisation of the 'usable' reserves (categories (b) and (c) below) is well over 80%.

	31st March 2015	% Split	31st March 2019	Change over 5 years
	£m	£m		
(a)Reserves held to meet budgetary risks	391765	19%	361133	-8%
(b)Reserves held to support the medium term budget	670877	32%	137213	-80%
(c)Reserves held to facilitate change programmes	367344	18%	36618	-90%
(d)Reserves held pending future deficits on PFI contracts	81325	4%	66171	-19%
(e) Funds committed to future years' capital programmes	375199	18%	22021	-94%
(f) Other	202341	9%	82769	-59%
TOTAL	2088851		705924	-66%

31. The management of reserves is a vital part of local financial strategies. Reserves are a mechanism for converting annual budgets into medium term strategies. In practice the rigid annualised allocations of grant and Council Tax limits are at odds with the whole concept of medium term strategies. Faced with the level of change implied by CSR15, PCCs must have the maximum flexibility to phase plans across years rather than within the rigid 12 month periods imposed by the Government's way of working. Reserves management provides that facility. It is important not to view reserves as a snapshot at a point in time; they are only relevant in the context of a period extending over several years.
32. Reserves management is essentially about risk. Police Forces are big businesses, and any PCC who did not take into account the potential for things to change would be failing in his or her duty. The current experience of local planning on the basis of 5%pa grant reductions suddenly changing to a possibility of cuts at twice that level is a perfect illustration of the need to hold reserves.
33. Some of the other specific purposes for which PCCs maintain reserve levels include:
- Cover for unknown factors such as inflation
 - Operational contingencies, which are even more important when Home Office rules on Special Grant are tightening
 - Cover against savings programmes delivering to longer timescales
 - Cover against staff turnover delays
 - Funding of capital programmes to reduce the need for borrowing
 - Financing of invest to save schemes, which can be either revenue or capital based
 - Change management, including funding of severance schemes which facilitate staff reductions
 - Provision set aside for anticipated future commitments on PFI schemes
 - Funds held by PCCs on behalf of partners in relation to schemes such as camera partnerships or the hosting of national or regional bodies
34. Examples of current reserves strategies:

Durham has utilised or earmarked reserves in the following ways:

- £7m has been applied to reduce pensions deficits, producing an annual revenue saving of £0.75m per year
- £2.8m has been applied to fully depreciate midlife assets, generating an annual saving of £0.2m per year
- Plans were made to use £1.6m of reserves to fund voluntary severance payments to police officers which would then save up to £3.6m over 7 years (in the event, another revenue saving was used to fund this plan, but the option remains for the next round of spending reductions)

Nottinghamshire has drawn up plans for using reserves to manage the medium term financial strategy. The case study set out below describes the risks and limitations, and the implications for other aspects of the financial process

The PCC held usable reserves of £14.5m at the end of 2014/15. Using current assumptions on grant and Council tax trends, it may be necessary to use all but £1m of these reserves by 2019/20 to meet estimated shortfalls between budgetary requirements and realisable savings plans.

Useable Reserves	2015-16 £m	2016-17 £m	2017-18 £m	2018-19 £m	2019-20 £m
Opening Balance	14.5	12.9	9.7	7.3	3.7
Planned use of	(1.6)				
Savings shortfall		(3.2)	(2.4)	(3.6)	(2.7)
Closing Balance	12.9	9.7	7.3	3.7	1.0

Each year it is becoming more difficult to achieve the savings target. A shortfall of £2.2m in 2014/15 needed to be covered by reserves, and a further shortfall of £1.6m is predicted for 2015/16.. Use of reserves to fund current spending - as opposed to one off commitments - is not a sustainable strategy.

Additionally, Nottinghamshire is one of many areas which has underborrowed over the last few years by using the cash held in reserves to fund the capital programme. This reduces revenue budget costs, while the lost interest on cash balances is minimal. If the reserves are needed to support change programmes, it will mean taking up the loans to fund past capital spending, which will increase annual revenue budget requirements. There are strict limits on total borrowing, and if the internal investment in capital spending has to be reversed, it could mean restrictions on future capital spending funded by borrowing.

In addition to these funds, Nottinghamshire also maintains a risk assessed general fund reserve of £7m. The PCC's policy is that this reserve should be maintained at 2-5% of the net revenue budget and only used for the specific risks identified (e.g. major unplanned Police operations or demonstrations).

Thames Valley is earmarking £8m over the next 5 years to part fund a long term ICT strategy jointly developed with Hampshire.

Kent has also operated a policy to build up reserves for crucial investment spend rather than incur borrowing costs which add to revenue budget requirements. Accelerating the savings programmes over the last few years has helped boost reserves for these purposes. Over the next 4 years, over £45m will be drawn down from reserves to support key priorities. Major proposals include a collaborative project with Essex to deliver a new ICT platform with a payback period of 3 years; a Force management system developed in conjunction with 6 other Forces; full roll out of body-worn video; extensive investment in tablets to improve front line availability; major restructuring of the operational estate in order to support the new Policing model; and provision for Kent to meet its share of Innovation Fund bids.

The utilisation of reserves to fund the cost of severance packages has been referred to several times. Typical packages involve the equivalent of between 1.75 to 2 years salary. This is a significant marginal cost, but it generates two opportunities for longer term savings.

- If it results in a permanent reduction in establishment, the cost will be more than recovered within 2 years from salary savings and reduction in ancillary costs such as training, equipment and employers costs for pensions and other benefits*
- Even if the post is replaced, the likely outcome is that an officer at the top of the scale (costing up to £54k annually) will be replaced by an officer at the bottom of the scale (with a typical annual cost of around £29k). There is an added benefit in this scenario that the age profile of the service would also be improved, to offset one of the adverse impacts of the recent slowdown in recruitment.*

The ability to carry out strategies such as this relies on the availability of reserves to initiate the process.

PART C: BALANCING CONTINUITY AND CHANGE - THE CURRENT ENVIRONMENT

35. The environment for public services and Policing in particular is constantly shifting. Commissioners have a unique perspective on the pressures and the solutions.

- PCCs have many examples of where they have already made a difference through effective use of scarce resources, but the opportunities for easily deliverable cash savings are reducing. In this situation they need early assurances about future resource levels if they are to continue to have a positive impact on changing local environments
- The spending cuts since 2010 have already increased local risks and created pressures which have impacted adversely on communities. The collaborative relationship between Policing and its partners has also been reshaped by the reduction in funding for both Police and those other services
- There are already many examples of where partners are withdrawing or threatening to withdraw funding from joint arrangements such as PCSOs and CCTV due to cuts in their own funding
- In other cases the withdrawal of support relates to officer or organisational support as opposed to funding; in times of restraint, many organisations tend to focus inwards.
- Non-crime demands continue to expand. Police resources are often still measured against crime trends. The service has always undertaken a much wider range of duties. **Merseyside's** experience summarised below is a typical picture:

*HSE investigations
MAPPA commitments*

Road traffic incidents
Missing persons and concerns for safety
Section 136 places of safety
Animal safety
False alarms
'suspicious incidents'
Parking disputes
Vulnerable individuals
Stray dogs
Neighbour disputes
Child Protection Orders
Community meetings, surgeries and events
Schools liaison

- PCCs can point to many positive statements from partners such as local Councils, the CJS, other public services, and local businesses about the value of an effective Police Service, and the contribution that local Policing can make to the environment within which other sectors carry out their own functions
- Vital Crime reduction initiatives are increasingly at risk
- It will also be more difficult to maintain confidence and assurance within communities about safety and the level of Police presence and response
- Continuing local commitment to 'Prevent' strategies could be at risk in the future; the impact of weakening this commitment may not be fully apparent for a few years, but it could be storing up major problems in the longer term. If continuity is broken, it could take many years to re-establish.
- Forces have already withdrawn or curtailed some Policing and community activities, and this risk will increase. As observed earlier, it is often the case that the non crime activities of PCCs and Forces have a community benefit far in excess of their resource or monetary value. As part of the same evaluation referred to above, **Merseyside** has identified just some of the visible consequences of the CSR10 cuts:

Weakening of geographical coverage
Thinning of Neighbourhood management arrangements
Threats to long term funding of PCSOs
Longer attendance times
Trialling of new approaches to managing incidents, including policies on attendance, desk based primary investigation, and restricting the level of secondary follow up
Reduced community presence as facilities are closed down
Contraction in availability of specialist operational support functions
Reduced input to local partnership arrangements

- Some PCCs and Forces have had no option but to reduce Police presence in some communities at certain times of the day, or to accept less than 100% response, particularly at peak periods. Strategies such as this can seriously and

dangerously undermine respect for law and order. The result could be that criminals feel safer, while communities feel less safe.

- There are already many examples of reluctant but unavoidable abstractions from Neighbourhood Policing in order to maintain core response functions. The impact at local level is multiplied when it occurs at the same time as a contraction in other local public services
- New demands and national guidelines such as CSE, domestic violence, trafficking, cyber crime, and the reopening of historic cases, are simply adding to the overall demand pressures, and increasing the impact on existing functions
- There are regular reports of where grassroots intelligence has helped avert local or national incidents by providing early warnings to the authorities. Some of this results from the activities of specialist and undercover units, but it also involves local neighbourhood resources. Both aspects of the Service are now at increasing risk.
- Local Police services are experiencing an expanding commitment to the safeguarding of children, and other vulnerable or injured individuals. This is partly due to lack of resources and/or revised approaches to risk assessment in other public services, including cuts in out-of-hours provision. This often leaves the Police isolated as the only 24/7 response. Again this represents a growing area of demand, and an increasing risk that the limited Policing resources are committed for long periods to such incidents and as a consequence are unable to respond to crimes or calls for assistance.
- It is a similar case with some antisocial behaviour incidents which result from lack of response by other public services or an inability to sustain functions such as CCTV coverage
- There are already examples of where incidents have escalated, or failures have occurred, which could be at least partly attributed to reduced resources, or the implications of being expected to cover gaps in other public services. The contraction in available Policing resources has not been accompanied by any reduction in people's or partners' expectations. This risk will increase as long as the culture remains unchanged.

Seven core themes for the future based on responding to the current environment

- **What sort of Police Service does the nation want?** PCCs are in a position to work with Chief Constables, partners and the public to balance services with the available amount of resources, but if this means changes from the current pattern, clear policy guidelines need to be developed from the outset
- **Maximising capacity** is a vital objective, but the more important factor is how the service collectively uses its capacity to best effect. Commissioners can only achieve success through working with partners, and equally those partners rely on the existence of an effective and supportive Policing service. Alignment of objectives

across the public sector, and clarity for everyone around the range and quality of public services which are affordable, must be an early aspiration.

- **Patterns of crime and Police workload** have changed dramatically over the last 10 years, and are expected to do so again over the next 10. Priority must be given not only to the absolute amount of capacity available, but to the personal and technical skills of officers and support staff, and the expertise available to draw on where those skills need to come from outside the Service.
- The **needs of communities and individuals**, particularly vulnerable or minority groups, will remain the primary focus of PCCs. There is growing concern that future cuts in funding will undermine the essential 'Prevent' roles of Policing. These roles are conventionally considered in relation to counter terrorism or serious crime, but they have relevance right across the spectrum of policing and community safety. Gaps which are allowed to grow now may not be immediately apparent in the near future, but they could seriously weaken communities in the longer term
- Weaknesses which are allowed to develop, or which increase the **risk of reduced assurance and confidence** in Policing, could take a long time to recover.
- 'Policing' is a single public service but there are wide **variations in the needs of different areas and communities**. Some of the variations are typified by the distinctions between predominantly urban or rural areas, but that distinction can often be too simplistic. Variations between specific parts of a single Force area can often disguise the extent of the problem when they are averaged out across the whole area. The 43 individuals holding the roles of Commissioners must have flexibility within national strategies to develop solutions which respond quickly and effectively to local needs and local opportunities
- '**Resilience**' in a service such as Police is hard to define, and even harder to measure. Again the picture will vary in every individual area, and many of the factors which combine to affect resilience are outside Commissioners' control. Silver Group's work has confirmed that concerns are starting to emerge, but everyone recognises that there is no objective set of criteria which can be applied universally. However, even if the shifts are almost imperceptible now, it is important that a momentum is not allowed to build.

PART D: MAXIMISING THE CONTRIBUTION FROM COLLABORATION AND INNOVATION

36. Collaboration arrangements offer the prospect of two benefits. Firstly cost savings from economies of scale and removal of duplication; secondly improved outcomes. Collaboration takes many forms. A selection of current and recent examples is set out below:

Greater Manchester has entered into a collaboration with Health and other local agencies to address some of the pressures arising from the increasing commitment

of Police time on dealing with calls relating to vulnerable people with mental health problems. A Concordat was agreed in 2015 which clarifies expectations from all agencies, supported by central coordination arrangements. The voluntary sector has been incorporated in the scheme.

Benefits accrued include release of Police Officer time, reduced resort to use of custody suites to protect vulnerable people, and better quality medical support available at an earlier stage.

*Street triage schemes to coordinate Police and Mental Health responses have been established also in **Cleveland, Essex, and Staffordshire** amongst others.*

*The **Warwickshire/West Mercia** Strategic Alliance is estimated to have released over £35m of savings towards the CSR targets of these two Forces. Other alliances are being developed including **South Yorkshire/Humberside**.*

*In **North Yorkshire**, local co-location schemes with the Fire Service will save £167k, and a scheme to share the development of new HQ facilities will obviate the need for a £10m investment by the PCC.*

*Again in **Greater Manchester** working agreements with the Fire and Rescue Service have led to the conversion of a Fire station in Tameside for use by Police, Fire and Council teams; conversion of another Fire station in Salford as a joint Police/Fire/Ambulance facility which also includes community facilities; and co responding arrangements involving the three emergency services (which will have a cost-benefit payback of only two years.)*

Funding of local innovation

37. PCCs are working with Forces to implement a wide range of initiatives which will bring financial benefits alongside improved levels of performance. There is often the opportunity to combine several different strategies such as ICT, shared facilities, combined back offices and formal external collaboration. The example from Cambridgeshire is typical.

*Savings of £13.3m were achieved between 2012/13 and 2014/15 arising from joint arrangements between **Cambridgeshire, Hertfordshire and Bedfordshire** which created opportunities for centralisation of support functions, restructuring of ranks and management, and combination of specialist functions (in this case Protective services). Future phases will focus on ICT (bringing together 27 different databases, which on its own is predicted to save 101 minutes per officer shift)*

*Using the devolved funding for victims, the **Kent** PCC developed a customised new service which reflected feedback from local agencies and victims. Existing arrangements typically involved several agencies, but the support was not always coordinated. This vision, supported by the devolved funding, led to the establishment of a partnership between the charity Victim Support and the Force's own Witness Care Unit, creating a one stop shop located centrally within the Force area. The site also provides facilities for the voluntary sector. The new service allows an extra 14000 (35%) of victims to be supported compared to the previous arrangement.*

PART E: RESILIENCE OF CURRENT SERVICES

The Police Service of 2015

38. There has been a 15% cash reduction in the grant funding for Policing between 2010/11 and 2015/16. The reduction in real terms is well over 20%. The reduction has been offset marginally by annual increases in the rate of Council Tax and the Council Tax base. The Government effectively controls the total cash available locally, and in the current year it is around 10% less than it was at the start of CSR10.
39. It is a fact that this reduced funding has been broadly matched by the reduction in total crime over the same period. Further research is needed in this area, to establish the factors behind this. It may reflect more effective Policing directly encouraged by the CSR10 efficiencies; it may be the result of other initiatives outside Policing; it may have happened anyway; or it may be a welcome coincidence of trends. The important factor is what it might tell PCCs and Forces about the next stage. There is powerful evidence that crime patterns have changed over the same period. The reduction in total crime has been driven by falls in traditional volume crime, but it has been accompanied by increases in areas such as CSE, counter terrorism, and cyber fraud. Some commentators predict a turnaround in the downward trend in general crime. If this happens while the more resource intensive crime areas continue to expand, and funding cuts are imposed over the same period, the service could be facing an unwelcome coincidence of trends in the next five years. It is an uncertain environment, and it carries with it some significant risks for Government, PCCs and Forces. The APCC believes that the trends must be closely monitored, and contingency plans prepared.
40. The position varies between Forces, but since 2010 Police officer establishments have reduced by 15800 (11%), and staff posts by 15500 (19.5%). The data shows the reduction in Police officer posts levelling out recently, but it is by no means certain that savings in other parts of the budget can be identified which will avoid further reductions in Police numbers.
41. Most of the debate about the implications of CSR 15 focuses at whole-service level. While this is useful strategically, the local implications will vary significantly from the average. The characteristics of individual areas vary significantly.

Grants as % of total funding range from under 50% to over 80%

Spending per 1000 population head varies from £150 a year to over £230

Band D Council Tax ranges from around £90 to nearly £220 per year

Outside London, population per Police officer ranges from around 350 to over 650

Current proposals being floated separately to change the formula arrangements for Police grant funding could affect the allocations to individual PCCs, and it is inevitable that some areas will face a double adverse impact from CSR and formula changes. Conversely of course, the formula proposals will benefit other areas.

Measures of sustainability

42. Long term sustainability of services is a concern across the public sector. Papers were submitted to Silver Group in the early discussions, and subsequently both HMIC and NAO have offered guidance and criteria which may be used to provide an informed view at Force level. While objective measures of resilience can be articulated in this way, in practice the line between a sustainable organisation and one which is under threat is very imprecise. Comparisons of spending per head or officers per 1000 population can only provide an initial benchmark. The real impact and risks will depend on the features of the demands that the Force has to face, and traditional levels of 'expectations' in that area. Less tangible measures such as local culture, management style, leadership and job satisfaction probably have a greater influence than is realised. A Force which meets all the criteria for risk may survive simply because of its local culture, or the supportive nature of the population it serves. Conversely, an apparently resilient organisation may be hit by a combination of events and circumstances which unexpectedly or temporarily unbalances it.
43. Much is about perceptions. Unless a Force reached a position where it could not afford to employ officers or pay its obligations, which is so unlikely as to be irrelevant, there is minimal risk of individual collapse. The more likely - but nevertheless dangerous - scenario is that local perceptions of performance in the community, partners, and the media take on a negative tone and lead to a downward spiral.
44. PCCs are in a perfect position to monitor the shifting mood in the Force and the community in their area. The Service needs to build on the work of HMIC and NAO, both of whom advocated a scorecard type approach. This provides for a wide range of indicators, both measurable and non measurable, which together paint an informative picture. Ultimately, however, it comes down to subjective judgements about where a particular force is placed, and the direction and speed of travel.

The most important factor is for Government and the Service to recognise the possibility and the risks, and to have in place contingency plans for if and when pressures intensify. This could be managed centrally, regionally or by more locally

agreed arrangements. It could operate on a service led basis, with Home Office holding the long stop contingencies if risks move beyond the tipping point.

PART F: SOCIAL AND ECONOMIC BENEFITS OF EFFECTIVE POLICING

45. Reference was made earlier to the role of the Police service in maintaining law and order. As long as the population respects those principles, it enables many other things to happen. Without confidence in law and order, communities would be undermined, or individual groups within communities might seek to take the law into their own hands. One effect of the anticipated reduction in public funding over the next 5 years is that communities, voluntary bodies, charities and individuals may assume wider roles in supporting local areas and vulnerable groups living within them. It is impossible to put a value on safety and assurance, although factual evidence on the variation in household and vehicle insurance premiums may assist in developing proxy measures.
46. Strong and safe communities help other public services to carry out their roles successfully. Most social and protective services depend directly or indirectly on an effective Police presence. It operates directly where Police officers or PCCs participate in a project, and the culture of the service helps make things happen. It also operates indirectly in the sense that the Police service helps protect an environment within which other public services can achieve more.
47. There has been some research undertaken in this country and the USA on the social value of public services, and on putting economic values against different police options. In Manchester, New Economy is working with local authorities including the PCC to develop modern approaches to cost benefit analysis, and Nuffield College Oxford is working with CIPFA on resource allocation techniques in Policing. Knowledge will improve over time, but in terms of CSR15, the vital point is to recognise the wider impact of effective and responsive Policing for communities and other public services.
48. The role of Policing in supporting economic development is also significant. This operates at two levels.
 - There are strong working relationships between the Police service and businesses at both national and local level. These involve advice on crime prevention, support for local area crime monitoring schemes and databases, and sharing of CCTV and ANPR data. At a higher level collaboration takes place on specific programmes such as agricultural crime, and measures to combat internet based crime. Much of this activity also involves close working with the insurance industry. There are many examples where local businesses provide financial support or facilities for Policing. Major retail sites such as Meadowhall in Sheffield fund vehicles for Police use on the site. The CBI has funded the cost of seconded officers from within the service to work on national and international business based crime prevention strategies.

Initiatives such as this operate through bodies such as the National Business Forum.

- There is evidence that a safe and crime free community attracts businesses to locate or expand in specific areas. It also acts as an encouragement to skilled staff to relocate in an area

49. There is both anecdotal and survey based evidence to support these influences.

*There was local evidence in South London that for a period after the **Croydon** riots, businesses were less confident in relocating in that area*

*Studies by the **Welsh Office** confirmed the significance of safe societies in business location decisions*

*In **Greater Manchester** a recent survey of 2500 businesses revealed that one in three were dissatisfied with levels of crime or ASB in their areas. Nearly 6% of businesses considering relocation indicated that crime and ASB was their primary reason.*

*One of the aims of the 'Lowestoft rising' project, involving the PCC and other local public sector bodies in **Suffolk**, is to create a virtuous circle of economic growth and lower crime*

50. The model developed between the Police service and the business sector is a prime example of how the Police's role in maintaining a safe society is strengthened when it is not delivered in isolation. The expertise of the Police, and their ultimate power to uphold the law, can be utilised to good effect in helping businesses manage their organisations. At the same time, the resources, parallel skills and knowledge that is held by businesses can be marshalled in a way that means they are self managing large elements of the solution, but with the security of knowing that the Police remain available to step in when necessary, or when it becomes a criminal matter.

PART G: THE LONGER TERM SCENARIO FOR PUBLIC SERVICES AND POLICING

51. A recent workshop run by the University of Birmingham, the College of Policing and CIPFA, involving representatives from across the Police service and other parts of the public sector, took a 10-15 year view of the environment. It then considered the implications for Policing and community safety, and the actions that need to be considered over the next five years to ensure that the service is as prepared as possible. While the requirements of CSR15 will inevitably tend to focus attention on the immediate future, raising awareness of potential longer term changes will help inform the shorter term plans.

52. Some of the more significant implications identified in the workshop are summarised below:

- *Debates change their focus over time. 20 years ago the perceived threat was communism. Now it is extremism. What will it be in 2020 or 2025?*
- *Increasingly issues are both global and local (CSE being a prime example)*
- *The standards of each generation set the tone. Current generations have different attitudes to 24/7 activity, work-life balance, and ICT. Public services need to converse in the same language.*
- *There are interconnections between public policies ; for example religion and equality are concepts which flow through many social strategies*
- *Wider use of technology and faster communication increases the risk of misinformation and fraud*
- *When religion and family structures are reducing their influence, where will society's moral compass come from in future?*
- *The 'norm' in terms of society's view on acceptable behaviour also shifts over time*
- *International studies point to substantially greater urbanisation, major population expansion in specific parts of the world such as mid Africa, and much faster connectivity through travel and electronic means*
- *The speed of developments in encryption and passive surveillance could put the authorities ahead of the criminals.....or chasing to catch up*
- *Communities are increasingly internet based. Some sections of society exist on line*
- *Individuals may adopt different identities, some of which only exist on line*
- *The UK is likely to continue to increase in diversity. To what extent will communities integrate in future?*
- *The short term direction for public services may result in a bigger role for private sector bodies within the public sector*
- *Can services such as Police sustain the level of dependency from the community and other parts of the public sector?*

53. Further analysis of the trends and the implications is required, but there are already clear some indications of where the Police service needs to invest in the short term in improving its state of long term awareness. These include:

- Training and skills planning
- Expanding ICT skills, either within the service or procured from outside
- Closer alignment with other public and voluntary sector services, who will supply the necessary social support and relationship skills
- Better cross sector approaches to public sector strategies
- Investing more positively in prevention
- Developing ways of utilising and strengthening the capacity of voluntary bodies and volunteers

PART H: ACTION BY THE SERVICE AND THE GOVERNMENT TO MITIGATE THE RISKS

54. Unless the Service receives protection within the CSR plans, Commissioners will at best face a further 25% real terms reduction in grant funding between now and 2019/20. The consequences of that for continuity of services have been described in this submission. Commissioners continue to work with Forces and a wide range of other partners to improve effectiveness and reduce costs, although a significant proportion of the benefits do not translate directly into cash savings.
55. The CSR10 period was at the time describe as an 'unprecedented' challenge for public services. The period of reconfiguring public spending allocations was originally expected to have completed by the middle of this decade. The changed national circumstances now mean that not only will the downward trajectory be maintained for a further 5 years, but possibly at an accelerated rate.
56. This completely changes the planning environment for PCCs and Forces. Within the present structure of Police roles and funding, Commissioners have limited room for manoeuvre, and this could constrain some of the options which might enable the anticipated reductions to be managed with less risk to continuity of services and more flexibility to react to quickly changing circumstances. Commissioners have identified a list of proposals which would improve flexibility. One of the principal objectives of this submission is to seek an early dialogue with Home Office and/or Treasury on the potential availability of these flexibilities. All members of the tripartite have a commitment to quality public services. With a shared approach to planning and fine tuning the system there is an opportunity to shift the odds in favour of a measured approach to the changes

- **Measures to introduce more flexibility into local funding decisions**

Local freedom on Council Tax increases, either by relaxing the annual limits or by allowing for 3 year strategies (which would for example have allowed PCCs to have used reserves in the last few years to hold down Council Tax temporarily, while allowing them the freedom to reinstate the Tax level in subsequent years)

Firm 3 year grant settlements, to reduce short term budget risks

Earlier announcements of funding levels, to enable proper levels of consultation to take place locally with the public, the Police and Crime Panel, and partners

- **Ensuring that Police and Crime services are compensated for expansion of local infrastructure:** The benefit of increases in the Council Tax base already flows through to PCCs. However, further consideration needs to be given to the policing implications of major local developments - both residential and commercial - and how Policing budgets should be compensated for the increase

in demands. This could include revisiting ways in which the service benefits from growth in Business Rates.

- **A more flexible approach to income generation**, with particular reference to the ability to make charges based on full economic cost guidelines where Policing services are supplied to commercial organisations
- **A revised approach to innovation funding**, involving less bureaucracy for PCCs, Forces and Home Office. A new arrangement might also provide for investment in nationally managed resources, possibly hosted by APCC, NPCC or the College which would undertake research or develop solutions which the whole of the Service could then draw on. If the present arrangement is retained, it is essential that announcements are made much earlier so that PCCs and Forces can plan effectively.
- Action within the CSR15 settlement which will **break down barriers and promote more effective cross sector approaches**. The national guidelines continue to encourage silo management and discourage innovation and risk taking. A greater focus on public policy outcomes, backed up by Government support for cross sector integration and sharing of ideas would raise the game locally and provide new opportunities for PCCs to build on current initiatives.
- **Action to build capacity**, including research on measures to enhance productivity, and making optimum use of operational support roles such as Specials.
- **Protection of current targeted funding streams**: although relatively minor in total, present grant funding for community safety and victim support generates disproportionate levels of benefits. These existing funding streams should be protected and if possible expanded, drawing on resources from other sectors where PCC-led initiatives involve solutions which cut across the boundaries
- **Relating better to young people**: support from Government for getting the messages out to the younger generations who will shape demands in the future
- **Communicating with communities and partners**: PCCs have an interest in engaging with communities and partners about the future needs of society, the best ways of achieving them, and the need for change. This would introduce a more positive slant to the debate on austerity, and at the same time be helpful way of getting the message across about the inevitable need for change and the importance of the public and partners being part of the process
- **Voluntary sector and volunteer input**: Financial and other types of support from the Government for the voluntary sector and individual volunteers may be a cost effective way of building longer term capacity to offset part of the reduction in mainstream funding. PCCs will take forward the process locally, but initial stimulus from the centre would create a momentum.

- **European funding:** the service has secured funding from Europe for crime or community linked programmes, but the expertise at local level is limited. A more concerted strategy, led from the centre, could increase the chances of success. This would be focused on creating the necessary funding streams in the first place, and helping PCCs and Forces maximise the strength of their bids..
- **Limitations on flexibility arising from financial rules and regulations:** PCCs wish to engage with government on aspects of the current statutory arrangements relating for instance to powers and employment conditions, where there are opportunities to introduce greater flexibility for the future.
- A positive commitment from Government to involve PCCs and Forces fully in the design and implementation of **new arrangements for funding the service.**
- **Reserves management:** early engagement on strategies for reserves is also a priority for PCCs. As this submission has pointed out, existing financial strategies already build in the use of reserves, and PCCs are concerned that a reaction to apparently high headline sums of reserves could in practice create even bigger risks to financial stability and overall resilience. Ministers are encouraged to make reference to the recent independent reports from CIPFA on this subject, which have been discussed with Treasury.

ANNEX: FINANCIAL MODELLING (preliminary assessments July/August 2015)

Shortfall / (Surplus)				
	2016/17	2017/2018	2018/19	2019/20

5.2% pa grant reduction		£m	£m	£m	£m
Scenario 1	Replace all leavers/no savings	1054	1335	1595	1834
Scenario 2	Nil replacement of leavers/no savings	405	377	342	298
Scenario 3	50% replacement of leavers/no savings	726	846	948	1033
Scenario 4	Nil replacement/provision for savings	285	172	57	(92)
Scenario 5	50% replacement/provision for savings	606	641	663	643

7.0% p.a. grant reduction					
Scenario 1	As above	1200	1609	1981	2318
Scenario 2	As above	551	652	729	782
Scenario 3	As above	872	1120	1335	1517
Scenario 4	As above	431	447	444	392
Scenario 5	As above	752	915	1050	1127

10.3% p.a. grant reduction					
Scenario 1	As above	1468	2098	2652	3135
Scenario 2	As above	819	1141	1399	1599
Scenario 3	As above	1140	1610	2006	2334
Scenario 4	As above	699	936	1114	1209
Scenario 5	As above	1020	1404	1721	1944



Home Office

Consultation on reform of police funding arrangements in England and Wales

July 2015

Scope of consultation

Topic of consultation	This consultation seeks your views on reforming the formula used to distribute funding between the 43 geographic police force areas in England and Wales.
Scope of consultation	This consultation applies to Police and Crime Commissioners, police forces and all others with an interest in future police funding.
Geographical scope	England and Wales only.
Impact assessment	Not required (as reform does not require additional funds).

Basic information

To:	<p>We are keen to hear from:</p> <ul style="list-style-type: none"> • Police and Crime Commissioners and their equivalents for the Metropolitan and City of London forces; • police forces; • local authorities; • members of Parliament and the Lords; and • any interested member of the public.
Duration	8 weeks. The consultation will close at 5pm on 15 September 2015.
Enquiries and how to respond	<p>Information on how to respond can be found on GOV.UK. Responses can be submitted online through the Home Office website, by e-mail to policefundingconsultation@homeoffice.gsi.gov.uk, or by post to:</p> <p>Police Funding Consultation Police Resources Policy Team Crime and Policing Group 6th Floor, Fry Building 2 Marsham Street London SW1P 4DF</p> <p>Please contact the Home Office at the above e-mail address if you require this document in Welsh.</p>
Alternative formats	Please e-mail alternativeformats@homeoffice.gsi.gov.uk if you require information in any other format such as braille, large font or audio.
After the consultation	Responses will be analysed and a 'Response to the Consultation' document will be published. This will explain the Government's final policy intentions. All responses will be treated as public, unless stated 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: HOC consultations@homeoffice.gsi.gov.uk.</p>

FAIR PROCESSING NOTICE

None of the questions in this consultation ask for personal information. Please note that you are under no obligation to provide this information should you not wish to do so.

If you are happy to provide personal information please note that:

- any personal information will be stored on a secure system;
- it will not be shared with third parties;
- your personal information will be kept on record for no more than six months and be used for purposes of this consultation only; and
- you may be contacted by a Home Office official for your feedback on this consultation and to discuss your answers in more detail.

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Ministerial foreword

Since 2010, we have introduced a wide-ranging programme of reform to policing. We have given officers back their professional responsibility by abolishing targets and bureaucratic accountability; ensured the police are accountable to the people they serve through Police and Crime Commissioners who are themselves accountable to communities; established the College of Policing to set professional standards and strengthened the Independent Police Complaints Commission and Her Majesty's Inspector of Constabulary to ensure they are adhered to.

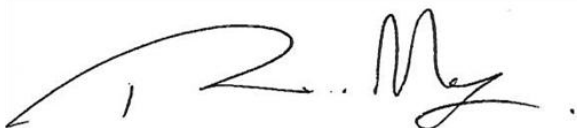
Police reform is working. These changes have helped the police to deliver significant improvements while supporting the country to reduce the budget deficit. Frontline services have been protected, with the proportion of officers on the frontline increasing, and public confidence is rising. Thanks to the important work of officers and staff, crime has reduced by more than a quarter since 2010, according to the Independent Crime Survey for England and Wales.

We must now finish the job of police reform. To achieve this, it is essential that the way the police forces in England and Wales are centrally funded is fair across all 43 forces, transparent to Police and Crime Commissioners and forces, and stable in the long term. Core Government grant funding accounts for 90% of the overall Police Grant Settlement. This totalled £7.8bn in 2015/16.

In this consultation, we propose a new, simplified allocation model which will enable funding to be provided sustainably to, and allocated fairly between, Police and Crime Commissioners in England and Wales. These proposals are based on a fundamental review of the existing arrangements which found that the current model - which is nearly ten years old - is complex and opaque, a view shared by many Chief Constables, Police and Crime Commissioners and Her Majesty's Inspectorate of Constabulary.

We outline the overarching principles of the new approach and invite responses on these principles. We also seek views on a number of key decisions, such as how to manage the transition from the current approach to the new model and whether to simplify further the way in which legacy council tax grants are managed. The Government's ambition is to implement this new model from 2016/17, subject to securing broad support for the approach.

This consultation does not consider the wider policy of reallocations from core police grant, which include the Police Innovation Fund and funding for central policing bodies, nor does it apply to the overall total or allocation of the Counter Terrorism Grant, which this Government has ring-fenced.

A handwritten signature in black ink, appearing to read 'Theresa May', with a stylized flourish at the end.

The Rt. Hon Theresa May MP

Chapter 1: About this consultation

Introduction and summary

1.1 This consultation sets out proposals to reform the current arrangements for allocating central Government funding to the 43 police force areas in England and Wales (decisions around the overall level of central Government funding to the police are decided through the Spending Review process). The model at the heart of these arrangements, the Police Allocation Formula, is complex, opaque and out of date. Successive Governments have found it necessary to smooth the funding allocations it produces.

1.2 Ensuring a degree of continuity was key to supporting the police in responding to the unprecedented financial challenge they faced in 2010. As a result, the previous Coalition Government opted to 'damp' allocations to Police and Crime Commissioners (PCCs) in such a way that each police force area received the same percentage reduction in central Government funding over the course of the Parliament (see chapter 2 for further detail). This was a simple, transparent and straightforward approach which mirrored that taken by forces, former police authorities and PCCs in developing their medium term financial plans. It provided a level of certainty to the police and enabled them to focus on driving out their share of the savings required to bring down the deficit. However it also pointed to the need to undertake a fundamental review of the formula in the longer term.

1.3 Her Majesty's Inspectorate of Constabulary (HMIC) concluded in their November 2014 'State of Policing' report that police forces are successfully meeting the challenge of balancing their books while protecting the frontline and delivering reductions in crime. They also concluded that the time is right to consider how funding arrangements for the police need to change. The National Advisory Group, made up of representatives from across policing brought together by HMIC in late Autumn 2014, concluded in their recent report 'Reshaping Policing for the Public' that the Home Office should consider introducing more transparent funding arrangements which should emphasise current and future policing priorities and allow greater flexibility for local partnership working.

1.4 The previous Coalition Government committed to a fundamental review of the existing police funding formula in 2012¹. The key objective of this was to ensure police funding allocations are directed to where they are needed the most so that police force areas have the appropriate funds to fight crime and disorder. The Government has now carried out a comprehensive review of the existing formula and has developed a preferred option for moving forward. In doing so the review considered a range of options and examined funding formulae across other countries and within the UK to learn lessons on how to develop the best funding model.

1.5 In considering options for a new police funding model the Government has identified five guiding principles. The Government's position is that a new model must be: robust, stable, transparent, future proof and incentivise Government objectives (see Chapter 3).

1.6 The Government's preferred option is to replace existing funding arrangements with a significantly simplified model which uses population levels, the underlying characteristics of that population and environmental characteristics to determine force level allocations (see chapters

¹ Written Ministerial Statement, Provisional Police Funding Settlement (December 2012): https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/182609/police-funding-announcement.pdf

4 and 6). This change will be supported by appropriate transitional arrangements (see chapter 9). The purpose of this consultation is to seek views on the principles of this proposed new approach and the detailed design of the model. The force level allocations produced by the new model will be shared with PCCs and forces once the model has been finalised. The Government's intention is to implement the new model for the 2016/17 financial year. If, however, responses to the consultation suggest that more refinement is needed than is possible in the time available, existing arrangements will continue until a suitable implementation date can be agreed.

1.7 The remaining chapters in this consultation are set out as follows:

Chapter 2 provides background information on the formulae that have been used to distribute police funding until now.

Chapter 3 provides a summary of how police funding operates in other countries and sets out some guiding principles for the design of a new funding model.

Chapter 4 describes alternative options for future arrangements for distributing police funding and sets out the key conclusions of an internal review of the existing Home Office Police Allocation Formula.

Chapter 5 examines the drivers of crime and police demand, an important consideration for any police funding model.

Chapter 6 describes the Government's proposed simplified model which has been developed following an extensive review of the existing Police Allocation Formula.

Chapter 7 considers the police precept component of council tax and the need for a new funding model to take into account ability to pay.

Chapter 8 considers the treatment of London forces under a new funding model given the very different challenges of policing the capital city.

Chapter 9 sets out the considerations needed for a transitional funding process.

The annexes include a consolidated list of consultation questions, technical information and background information on legacy council tax grants, international models of police funding and domestic funding models.

Chapter 2: Current funding arrangements

Overview

2.1 Police revenue funding comes from two main sources: £8.6bn² from central Government and just over £3bn from the police precept component of council tax in 2015/16. The £8.6bn figure covers the totality of central Government funding from the Home Office, the Welsh Government and a small amount from the Department of Communities and Local Government (DCLG). As set out later on in this chapter, in 2013/14 around £3bn of Revenue Support Grant previously paid to the police by DCLG was transferred to the Home Office. A similar transfer of £500m in legacy council tax grants was made in 2014/15. These funding streams are included in the annual Police Grant Report but are currently separate to Police Main Grant.

2.2 The vast majority of central Government funding to the police in England and Wales (£7.8bn) is provided un-ringfenced to PCCs and their London equivalents, with the rest being 'reallocated' to provide ring-fenced funding for counter-terrorism (CT) policing (£564m in 2015/16) and to support national policing priorities. This £7.8bn represents 90% of the overall Police Grant Settlement. While precept accounts for over a quarter of total funding to the police, this proportion varies locally, largely as a result of historical decisions taken by police authorities and PCCs.

2.3 The police also receive a significantly smaller amount of capital funding from the Home Office (£120m in 2015/16). The majority of this funding is distributed as Police Capital Grant which is allocated in line with revenue funding.

The Home Office Police Allocation Formula

2.4 The Police Allocation Formula (PAF) was not designed to estimate the total amount of central Government funding for the police. This is determined by broader decisions around the balance of public sector spending by the Government through the Spending Review process. The formula was designed to determine allocations between the 43 police force areas of England and Wales once the total amount of central Government funding for the police has been finalised.

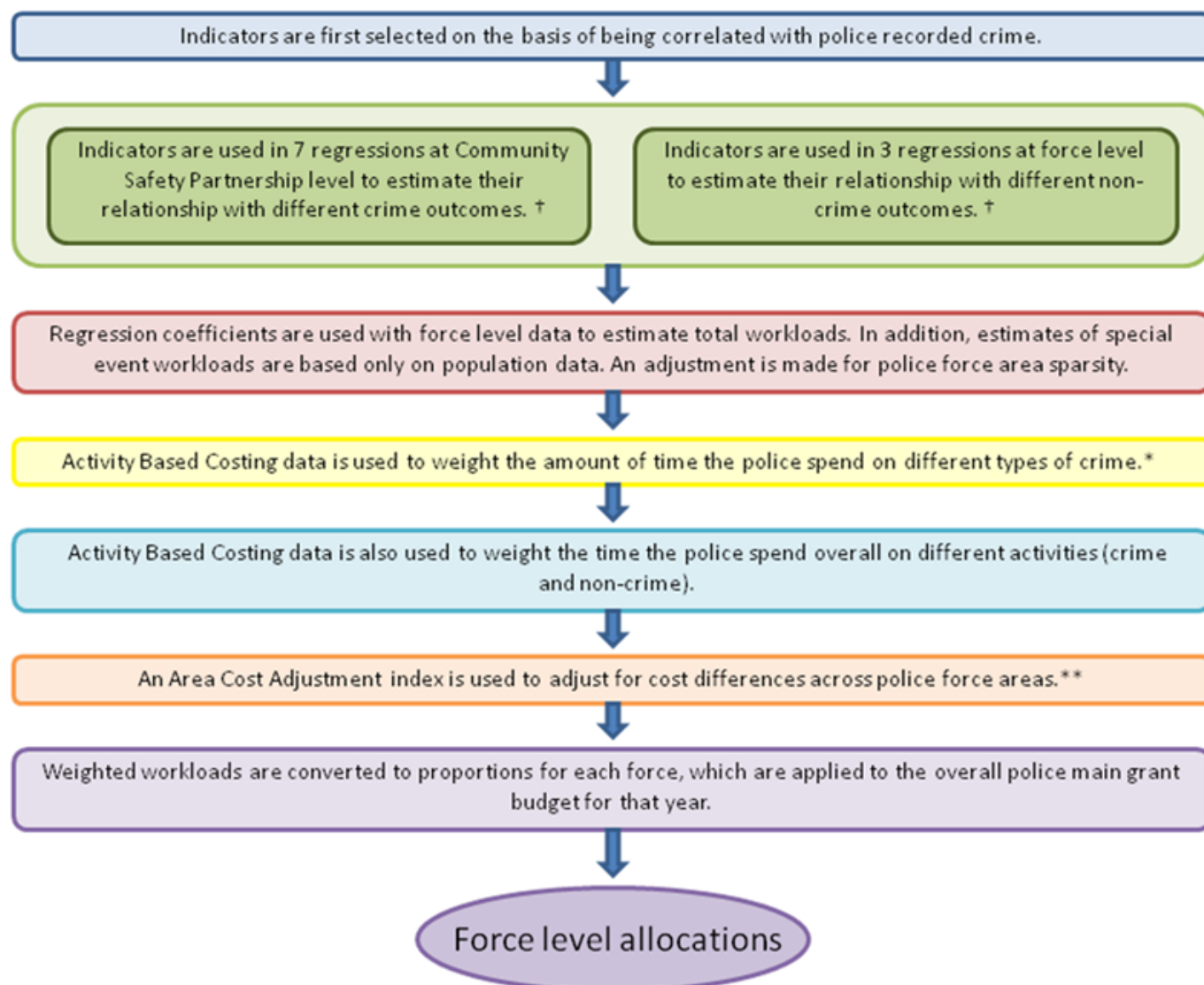
2.5 The PAF aims to distribute this pre-determined level of funding on the basis of relative need. It uses population data and a large range of socio-economic variables to estimate the expected workload of each force across a range of crime and non-crime activities. These estimates are created by 10 complex statistical regression³ models. The formula relies largely on data from 2003/4 and Census data from 2001.

² This represents the entire police funding envelope in 2015/16. This includes all formula funding, Welsh top-up, Legacy Council Tax Grants, Counter Terrorism Police Grant and other specific grants.

³ Regression is a statistical process for estimating the relationships among variables. Refer to Annex B for a more detailed explanation of the technique.

2.6 The PAF is used to determine force level allocations using the following process:

Figure 1: Process of allocating Police Main Grant using the PAF



† Refer to Annex B for details of the outcome variables and indicators used in the PAF.

* An Activity Based Costing exercise was carried out annually from 2002/03 to 2007/08 over a two-week period when police officers would record what they had been doing for each 15 minute period.

** The Area Cost Adjustment, produced by DCLG, takes into account differences in labour costs between areas as well as differences in business rates paid on local authority premises and buildings.

2.7 This eight step process determines the proportion of Police Main Grant to be allocated to each force area. Annex B provides a technical description of the PAF.

The DCLG Four Block Model

2.8 The Four Block Model (FBM) was the model used by DCLG to allocate around £3bn of Revenue Support Grant (RSG) to the police. This funding related to force areas in England only as the RSG for force areas in Wales is distributed via the Welsh Government.

2.9 In 2013, DCLG replaced the FBM with the business rates retention scheme for local authorities and fire and rescue authorities. Police funding is not included within the business rates retention model and the RSG funding that DCLG used to provide to the police was transferred to the Home Office but paid out separately to Police Main Grant.

2.10 While the FBM was linked to the Home Office PAF, it was considerably more complex and produced allocations that were significantly different to those produced by the PAF. It allocated funding against four key blocks across the full range of Local Government services in England (not just policing): relative needs; relative resource; central allocation and damping. These are summarised below:

Block 1: Relative needs

Needs equalisation was the process by which grant was set so that for the same level of service, the same Band D council tax level could be set everywhere in the country. It therefore took into account both the assessment of spend needed to provide the same level of service and the amount of council tax an authority could raise locally.

In the case of the police, it relied on the estimated workload allocations produced by the Home Office PAF to initially identify the force with the lowest workload per head of population. Workload per head of population above this minimum was then calculated for all force areas.

This block also took into account historical capital debt repayment and interest charges incurred through capital expenditure. This was calculated by identifying the area with the minimum level of debt and interest repayment liability across all the public services funded by the RSG (i.e. not just policing). Capital financing per head of the population above the minimum was then calculated for each authority.

Block 2: Relative resource

This block took into account an authority's ability to raise funds locally through council tax. Similar to the needs equalisation process, it identified the force area with the lowest council tax base per head of the population (i.e. the force with the lowest ability to generate income from precept). All other force areas were then compared to this minimum.

Block 3: Central allocation

Central allocation was the basic amount of RSG which force areas were allocated once needs equalisation and resource equalisation had been taken into account. It was based on the minimum needs per head of population and tax base per head of population and represented the basic funding allowance per head of population for each force area. The amount of funding provided to force areas was considered alongside the needs of all other public services funded by the RSG.

Block 4: Damping

Once the results of the previous three blocks were applied to the RSG, damping was used to reallocate the amounts to ensure that each force area received at least a set percentage change, known as the floor, in funding from the previous year. A proportion of funding from raw force level allocations above the floor was re-distributed to force areas with raw allocations below the floor. The absolute amount taken away or added to force level allocations varied

depending on how far they exceeded or fell short of the floor. This smoothing process ensured a level of stability in funding was maintained across force areas over time.

Spending Review 2010 and Spending Round 2013

2.11 From 2011/12 through to the latest police funding settlement in 2015/16, all force areas have had their allocations of core central Government funding reduced by the same percentage.

2.12 This was a simple, transparent and straightforward approach which mirrored that taken by forces, former police authorities and Police and Crime Commissioners in developing their medium term financial plans. It provided a level of certainty to the police and enabled them to focus on driving out their share of the savings required to bring down the budget deficit. However it also pointed to the need to undertake a fundamental review of the formula in the longer term.

Legacy council tax grants

2.13 Legacy council tax grants comprise Council Tax Freeze Grant from the 2011/12, 2013/14 and 2014/15 schemes, payable to local policing bodies (formerly police authorities) in England who chose to freeze or lower precept in those years and the Local Council Tax Support Grant (LCTS) which was paid to local policing bodies in England from 2013/14 following the localisation of council tax support schemes.

2.14 In 2014/15 these funding streams transferred from DCLG to the Home Office. Since then they have been paid out as part of the annual police funding settlement as un-ringfenced grant funding, separate to Police Main Grant. Council tax in Wales is a matter for the Welsh Government. Welsh PCCs do not receive legacy council tax grants.

2.15 Subject to agreement at the Spending Review, the introduction of a new funding model presents an opportunity to consolidate these legacy council tax grants with Police Main Grant. This would mean that these funds would be distributed using the new model. These grants could be added to the starting baseline for individual local policing bodies in line with the treatment of previous grants that have been consolidated with Police Main Grant (including the Community Safety Fund and the Neighbourhood Policing Fund). This would create a more straightforward and transparent funding process, and reflects the Government's ambition to simplify funding arrangements for Local Government.

2.16 Annex C provides more detail on legacy council tax grants.

Table 1: 2015/16 Police funding allocations

Local Policing Body	HO Core (Police Main Grant + NICC)* £m	Welsh Top- up £m	Welsh Government Grant £m	Ex-DCLG Formula Grant £m	Legacy Council Tax Grants (total from HO) £m	Total Core Government Funding £m
Avon & Somerset	105.6			56.8	14.7	177.1
Bedfordshire	40.6			23.5	4.6	68.7
Cambridgeshire	48.8			24.5	6.0	79.3
Cheshire	61.8			45.0	8.3	115.1
City of London	18.5			33.8	0.1	52.4
Cleveland	46.4			38.8	7.7	92.8
Cumbria	28.9			31.0	4.8	64.7
Derbyshire	62.5			37.9	8.7	109.1
Devon & Cornwall	103.3			63.5	15.5	182.3
Dorset	41.5			17.4	7.3	66.2
Durham	43.0			37.2	6.1	86.2
Dyfed-Powys	31.4	6.1	12.8	0.0	-	50.3
Essex	103.4			56.3	13.1	172.8
Gloucestershire	34.6			19.6	5.6	59.8
Greater London Authority	1040.1			754.1	119.7	1913.8
Greater Manchester	227.9			182.4	24.5	434.8
Gwent	43.2		29.7	0.0	-	72.9
Hampshire	120.7			63.5	12.9	197.1
Hertfordshire	71.8			36.6	9.5	117.9
Humberside	67.6			46.8	10.0	124.5
Kent	106.9			67.0	13.3	187.2
Lancashire	101.1			79.6	12.8	193.6
Leicestershire	65.7			39.9	8.9	114.5
Lincolnshire	38.6			20.4	6.8	65.9
Merseyside	123.2			113.5	15.6	252.3
Norfolk	50.5			28.9	9.3	88.8
North Wales	45.4	6.5	21.3	0.0	-	73.2
North Yorkshire	41.9			27.2	7.9	77.0
Northamptonshire	43.4			24.3	6.6	74.4
Northumbria	110.8			108.0	8.2	226.9
Nottinghamshire	78.4			48.4	9.7	136.5
South Wales	89.3		71.2	0.0	-	160.6
South Yorkshire	101.2			77.9	10.9	189.9
Staffordshire	66.9			40.2	11.3	118.3
Suffolk	41.0			23.0	6.8	70.7
Surrey	62.5			29.4	9.2	101.1
Sussex	98.4			54.2	13.2	165.8
Thames Valley	142.0			74.3	15.3	231.6
Warwickshire	31.2			17.5	5.2	53.9
West Mercia	66.7			43.6	12.0	122.3
West Midlands	252.3			181.3	19.0	452.6
West Yorkshire	172.5			130.1	16.7	319.3
Wiltshire	37.7			20.8	5.2	63.7
Total England & Wales	4309.2	12.5	135.0	2818.3	503.2	7778.3

Current total formula funding - £7.3bn

Total core government funding in scope for inclusion in a new simplified formula - £7.8bn

*NICC – The National and International Capital City payment paid to the Greater London Authority on behalf of MOPAC in recognition of the Metropolitan Police's distinct national and international capital city functions. The Common Council, on behalf of the City of London Police were also awarded a NICC payment in 2014/15 (see chapter 8).

Police Grant Report

2.17 In summary, the Government believes that the current arrangements for distributing police funding are highly complex and opaque. The models used rely on data that is no longer collected and are not fit for purpose.

2.18 The proposed measures outlined in this document will allow the Government to reform the way police funding is distributed and to simplify funding arrangements. The Government will simplify the way that allocations are presented and how the funding methodology is explained in the annual Police Grant Report. Documentation presented to Parliament and placed in the public domain will reflect the new, more transparent funding arrangements.

Consultation question

1. To what extent do you agree or disagree that current funding arrangements for the police in England and Wales need to be reformed?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

2. To what extent do you agree or disagree that as part of the simplification of funding arrangements, legacy council tax grants should be consolidated with Police Main Grant?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

Chapter 3: Principles of a good funding model

International police funding models

3.1 The Home Office has conducted a review of police funding methodologies in other countries. This has included a number of European countries along with the USA, Australia, New Zealand and Canada. Many countries either did not have sufficient available information or could not be compared to England and Wales because they have a completely different policing structure. However, the review showed that a variety of methods are used to distribute budgets. Recently, there has been greater use of a needs estimation approach as it is considered to be the most objective.

3.2 Of all the countries considered, relevant and comparable information was only found in relation to the Netherlands, Sweden, Denmark, Norway and Finland. All of these countries use the needs estimation approach although the specific method differs. Although the formula used in the Netherlands⁴ is similar to the current model used in England and Wales, their approach has some distinct differences in the way in which they divide the budget across policing activities prior to undertaking any statistical analyses. The models used in the Scandinavian nations are significantly simpler. Annex D provides more detail on how the police are funded in other countries.

3.3 The funding models currently used by other central Government departments in the UK were also reviewed to determine whether they might be applicable to police funding. Annex E provides more detail on domestic funding models.

3.4 This research has helped the Government understand the relative strengths and weaknesses of different approaches, which in turn has helped to develop a set of guiding principles for a new funding model.

Principles

3.5 Designing a model for allocating funding to 43 police forces is complex given the size, geography and demand profiles of those force areas. Whichever indicators are used to determine need must be comparable across all police force areas. Indicators that are specific or significant to only one or a few forces cannot be used.

3.6 In considering options for a new police funding model the Government has used a set of five guiding principles covering: robustness, stability, transparency, incentives and future proofing. The Government's position is that any new model must be:

Principle 1: Robust – the model should be analytically sound, and use objective indicators based on robust data to allocate funding on the basis of relative need.

3.7 Objective indicators based on demographic, socio-economic and geographical or environmental factors help to measure the relative need that police force areas may have in

⁴ The Netherlands changed its policing structure in January 2013 but the current funding mechanism remains the same until a new funding model is introduced in 2018 to reflect this change.

dealing with crime and wider demand. The data for the indicators should ideally be a National Statistic or of similar quality and the methodology underpinning funding allocations should be based on standard statistical techniques.

Principle 2: Stable – the model should not cause force level funding allocations to change significantly year on year. This is crucial for a smooth transition process.

3.8 Stable and reliable data is important for any type of funding model as it helps to ensure continuity in allocations on an annual basis, while long term trends are captured. This enables budget holders to plan their expenditure over the short and longer term. Volatile and uncertain data (i.e. which is prone to significant fluctuations) would lead to difficulties in local financial planning and markedly different funding allocations between years, resulting in significant adjustments having to be made to transitional arrangements. The use of volatile data would also reduce confidence in the allocation process.

Principle 3: Transparent – the model should be clear and easy to understand, and supported by key partners. The process for allocating funding should be supported by appropriate governance and accountability.

3.9 A model that is too complex makes it harder for partners to understand. It also makes it harder to implement any changes that might be needed over time.

Principle 4: Incentivising Government objectives – the model should be able to incentivise delivery of Government objectives while also minimising perverse incentives.

3.10 The main priority of a funding model is to distribute a total funding envelope between 43 police force areas on a relative needs basis. Although it is difficult to include direct incentives without unintentionally promoting perverse incentives (such as misrecording practices), a new needs-based funding model should help to promote key objectives such as improved efficiency.

Principle 5: Future proof – the model should enable delivery of policing structures that drive efficiency and best respond to current and future demands and challenges.

3.11 A good funding model should be easily adaptable and set up in a way which would allow funding allocations to be distributed differently to reflect any broader policy changes and allow for any new or additional demands on police time to be factored in. This will help ensure that it is kept up-to-date and continues to be based on the relative needs across forces.

3.12 No model can perfectly distribute funding according to need. Measures of need are challenging and will always partly depend on what data is used. The Government's objective has been to identify the model that best accords with the above principles.

Consultation questions

3. To what extent do you agree or disagree with the principles of a good funding model that the Government has identified?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

4. What other principles for a good funding model, if any, should be considered?

Chapter 4: Options for a future funding model

4.1 The Government has considered a broad range of options for future arrangements for distributing central Government funding between police force areas in England and Wales. It has conducted more detailed analysis on three options:

- continuation of the current practice of using historic allocations to determine future allocations;
- an upgraded version of the existing Police Allocation Formula; and
- a simplified model, based on population size and characteristics and the physical environment of the police force area.

Maintain existing arrangements

4.2 From 2011/12 through to the latest police funding settlement in 2015/16, all force areas have had their allocations of core Government funding (excluding legacy council tax grants) reduced by the same percentage. This funding arrangement is underpinned by historic formula allocations. Continuing with the existing funding methodology would be the simplest approach and provides some level of funding stability.

4.3 Keeping the existing approach would therefore mean using current funding allocations as the basis for calculating future allocations, by applying the same percentage change to each police force area. This means that if a force currently receives 10% of core Government funding, it would continue to receive this percentage in each future year.

4.4 However the current funding distributions are based on the historic Home Office and DCLG formulae which are now out of date and force level funding allocations will have moved further away from relative needs.

4.5 The Government therefore concludes that the existing funding method does not sufficiently accord with the principles of a good funding model in the long term as it cannot fully reflect changes to relative needs over time.

Consultation questions

5. To what extent do you agree or disagree that the existing funding method should not be used to allocate police funding in the future?

- (i) Strongly agree
- (ii) Agree
- (iii) Neither agree or disagree
- (iv) Disagree
- (v) Strongly disagree

6. If you disagree, please state why. If applicable, please provide evidence and/or details of sources of data which may help support this.

Upgrade of the existing Police Allocation Formula

4.6 It is possible to upgrade the PAF and use it to distribute core Government funding to the police. When it was first implemented in 2006/07, the PAF proved to be a sound model for predicting relative need for reducing and investigating crime. The process of estimating this need is done predominantly via a statistical approach, known as regression, which uses population and socio-economic characteristics of Community Safety Partnership areas. However, much of the data which the regressions rely on dates back to 2001 and the regressions themselves have not been updated since 2006/07. This means that any changes in the relationship between crime and the characteristics of an area may not have been picked up in the interim. Furthermore, the approach used to predict the relative need for the 'non-crime' activity categories are generally not sufficiently robust given the limited data available. Examples of non-crime measures include road traffic incidents and policing of special events.

4.7 Work has been undertaken to upgrade the PAF by using new data to feed into the regressions and improve the approach used to understand non-crime demand. However this analysis has indicated that there are a number of additional problems that are more difficult to resolve. A particular issue is the heavy reliance on Activity Based Costing data to divide resources between crime and non-crime activities and to weight different crime types, which are integral parts of the model. This data has not been updated since 2007/08 and there is currently no suitable alternative data on policing demands. We know that policing has changed significantly and without updated information on how the police spend their time and resource, an upgraded PAF would not be fit for purpose. Even if this could be resolved there are a number of further challenges:

- workload estimates created by complex models such as the PAF are highly sensitive and small changes in data can lead to big changes in funding allocations;
- estimating crime workloads relies on the use of recorded crime data in the statistical models which is not necessarily an independent measure of the demands on policing;
- overall the PAF is complex and difficult to understand. It is also resource intensive to maintain due to the volume of data it draws on; and
- estimating non-crime workloads remains unreliable due to a lack of suitable data.

4.8 The Government has concluded that an upgraded PAF model does not accord with the principles it has identified and is not a suitable method of allocating police funding.

Consultation questions

7. To what extent do you agree or disagree with the Government's conclusion that an upgraded PAF should not be used to allocate police funding?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

8. If you disagree, please state why you think an upgraded PAF should be used. Please provide evidence and/or details of sources of data which may help support this.

A simplified model

4.9 Having identified that the two options described above are not viable, the Government has concluded that the adoption of a simplified model reflects the best option available to allocate funding for the police in the future. The proposed new model is set out in more detail in chapter 6.

Chapter 5: The drivers of crime and police demand

5.1 In line with the Government's wider approach to reducing crime, a new police funding model must be based on an understanding of the drivers of crime and police demand. This will ensure that funding is allocated according to need, using objective indicators, and that the model is sufficiently flexible to respond to changes in this pattern of need over time.

5.2 The Home Office has identified six key drivers of crime:

- **Alcohol:** there is a strong association between alcohol and violent crime and disorder. According to the Crime Survey for England and Wales, 53% of all victims of violent incidents in 2013/14 believed the perpetrator to be under the influence of alcohol, and 70% of violent incidents occurring in the evening or night were alcohol-related. Alcohol-related crime in England and Wales costs an estimated £11bn per year⁵.
- **Drugs:** there is strong evidence that heroin and crack cocaine use has been a major driver of acquisitive crime for the last 35 years⁶ and we think it currently accounts for some 45% of acquisitive crimes and over a third of fraud committed in England and Wales⁷. Crime related to heroin/crack use is primarily driven by the offender's need to fund their dependence and their immersion in a generally chaotic and criminal lifestyle. But there is also a very strong link between the drugs trade and organised crime, and competition within drug markets has been linked to serious violent crime.
- **Character:** while there is nothing inevitable about criminality, there is growing evidence that an individual's propensity to commit crime – or character – is influenced both positively and negatively by a range of social and environmental influences as they grow up.
- **Opportunity:** for those individuals who have a propensity to commit crime, the more opportunities they have, the more offences they are likely to commit. As a result, we think opportunity is a very important driver of trends in particular types of crime, for example theft. Making crime more difficult – for example, by locking a bike or fitting proper door and window locks at home – reduces those opportunities.
- **Effectiveness of the Criminal Justice System (CJS):** the component parts of the CJS can and do play an important part in cutting crime, from the activities of the police at the front line in prevention and investigating crimes, to the subsequent incarceration and rehabilitation of offenders. The evidence also suggests that how would-be offenders perceive the effectiveness of the system has an important impact - the more likely they

⁵ The Government's Alcohol Strategy:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/224075/alcohol-strategy.pdf and Department of Health written evidence to Health Select Committee: <http://www.publications.parliament.uk/pa/cm201213/cmselect/cmhealth/132/132we02.htm>.

⁶ Morgan, N. (2014): The heroin epidemic of the 1980s and 1990s and its effect on crime trends-then and now. Home Office Research Report 79;

<https://www.gov.uk/government/publications/the-heroin-epidemic-of-the-1980s-and-1990s-and-its-effect-on-crime-trends-then-and-now>

⁷ Mills, H., Skodbo, S. and Blyth, P. (2013): Understanding the organised crime: estimating the scale and the social and economic costs. Home Office Research Report 73;

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/246390/horr73.pdf

think they are to be caught and punished, the less likely they are to commit the crime in the first place.

- **Profit:** wherever money can be made, serious and organised criminals will find ways to exploit systems and people.

5.3 The range of different drivers of crime mean there is no single factor behind the fall in crime nationally, or behind crime trends locally. In addition, drivers of crime best explain how crime trends change over time rather than absolute levels of crime across different geographic areas. As a result, determining the relative resource required in each force area means understanding more about the population of that area and the demand that this creates on local police services.

5.4 Determining the relative needs of forces also means understanding the broader demands on the police. The recent '[College of Policing analysis: Estimating demand on the police service](#)'⁸ report highlighted that despite the overall downward trend in crime, there remain significant demands on forces. While these can, in part, be attributed to a changing crime mix that sees complex and more costly to investigate offences forming a greater proportion of overall police workload, there are also growing non-crime demands on forces, often linked to issues of vulnerability, public protection and safeguarding, for example:

- while consistent national data is not available, forces estimate that a significant proportion of calls for service relate to incidents involving people suffering from mental health problems;
- in 2011/12 the police dealt with 280,357 missing persons incidents, approximately 185,035 (66%) of which were classified as medium risk (12% were high risk and 23% were low risk). Estimates of the time associated with 'automatically generated tasks' suggest that approximately 18 hours of police time is needed for a medium risk missing persons investigation. For the 185,035 medium risk incidents in 2011/12, this equates to over 3 million 'investigation hours';
- there are growing demands in relation to the safeguarding of vulnerable children. The College of Policing's case study analysis of one local safeguarding unit showed that the number of children subject of a Child Protection Plan (CPP) increased from 374 to 685 between March 2013 and July 2014, with children becoming subject of CPPs at a higher rate than that at which CPPs were ending; and
- there are increases in other areas of safeguarding work for which the police have a statutory responsibility, in particular those connected with Multi-Agency Public Protection Arrangements ('MAPPA'). The number of MAPPA eligible offenders in England and Wales stood at just over 65,000 in March 2014, having increased by more than one third over the preceding five years. The greatest increase was in category 1 registered sex offenders, the group which the police are responsible for managing.

5.5 This understanding of crime and wider demand sets the context for the Government's proposals outlined in the next chapter.

⁸ College of Policing (2015): 'College of Policing analysis: Estimating demand on the police service'; http://www.college.police.uk/News/College-news/Documents/Demand%20Report%2023_1_15_noBleed.pdf.

Chapter 6: A proposed new police funding model

6.1 A police funding model is designed to determine allocations between force areas when total funding for the police has been decided. It needs to draw on information which can help explain why crime and demands on the police are different between force areas so that relative resources required across force areas can be determined. However the data should not be directly generated by police activity or easily influenced by it as this may skew the results. To do this well it needs to be: robust, stable, transparent, future proof and incentivise Government objectives.

6.2 For the new funding model to be analytically robust and relatively stable over time, the indicators supporting the model need to meet several conditions. They need to be objective, quality assured and of a high standard, and ideally a National Statistic. They need to describe the characteristics of an area or the people living within areas, cover all police force areas in England and Wales, and be broken down to a sufficiently low level to enable robust statistical techniques to be applied. It is also useful to have regular updates in data wherever possible otherwise the funding model risks becoming out-of-date. However, the Government believes it is not appropriate to directly base force level allocations on crime statistics as these are influenced by police activity both in terms of the effectiveness of crime reduction strategies and also crime recording practices.

6.3 The Government proposes to introduce a new simplified and transparent funding model based on three broad elements that capture the drivers of crime and demand on a police force:

- population levels;
- the underlying characteristics of a local population; and
- the environmental characteristics of police force areas.

6.4 These should not be interpreted as drivers of individual criminal activity but simply a mechanism to enable resources to be allocated to different areas in the fairest possible way. These factors can be used in the model because they correlate well with patterns of crime over the long term yet can be used independently of crime statistics. In addition to these elements described above, the Government also wishes to seek views on whether factors which are linked to wider drivers of police demand should be included within the funding model.

Population and population characteristics

6.5 The number of people within a force area is clearly a critical factor in determining the resources required to provide effective policing in that area. However population is not the sole determinate of crime levels and police demand. For example, Warwickshire and Cleveland have broadly similar populations but in Warwickshire there are 49 recorded crimes per 1,000 people while in Cleveland there are 75 recorded crimes per 1,000 people⁹.

6.6 Overall police funding for a force area is also determined by the amount raised through local taxation, the police precept. The Government also considers it is right that the model reflects

⁹ Based on figures from the Office for National Statistics on 'Crime in England and Wales, Year ending March 2015' (<http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-march-2015/stb-crime-march-2015.html>) and 'Subnational Population Projections, 2012-based projections' (<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcn%3A77-335242>)

forces' ability to raise precept and proposes factoring the tax base – using the number of Band D equivalent properties within a force area – into the model (see chapter 7 for more detail). By inverting the tax base per head of population, more funding is directed to those areas with a relatively lower ability to generate precept income. The Government believes any model of police funding should take account of the differences in Band D equivalent properties between areas. The population and the tax base are core elements of the model.

6.7 A broad range of factors were examined to identify which most closely describe differences between forces in terms of variations in crime. A statistical technique, known as reliability analysis, was then used to trim down this range of factors to a smaller number which explained most of the variation between the larger set (see Annex B for a more detailed description of reliability analysis). Using this process, two socio-economic factors that are closely correlated with the patterns of crime seen between different areas over time were identified. These are: households with no working adult and dependent children; and a 'hard pressed' population indicator. The latter factor is a composite of a broader range of demographic and socio-economic characteristics and is included within the current Police Allocation Formula. The Government feels that these two factors are sufficiently representative of the differences between forces. They are highly correlated with other demographic and socio-economic factors that were considered.

Environmental characteristics

6.8 The environment plays an important role in determining how an area is policed. In general the Government believes that these factors are more relevant to local decisions made by the Police and Crime Commissioner and Chief Constable than the process of allocating funding (the exception to this is the funding for the London forces - see chapter 8).

6.9 However, a strong relationship between the density of bars within a force area and the drivers of crime and demands on the police has been identified. The Government therefore proposes that this single environmental indicator is included in the new police funding model. The Government invites views on whether there are other environmental indicators that should be considered.

6.10 The indicators proposed for use in the simplified model, as well as the full set of indicators originally considered, are provided in Annex B.

Methodology

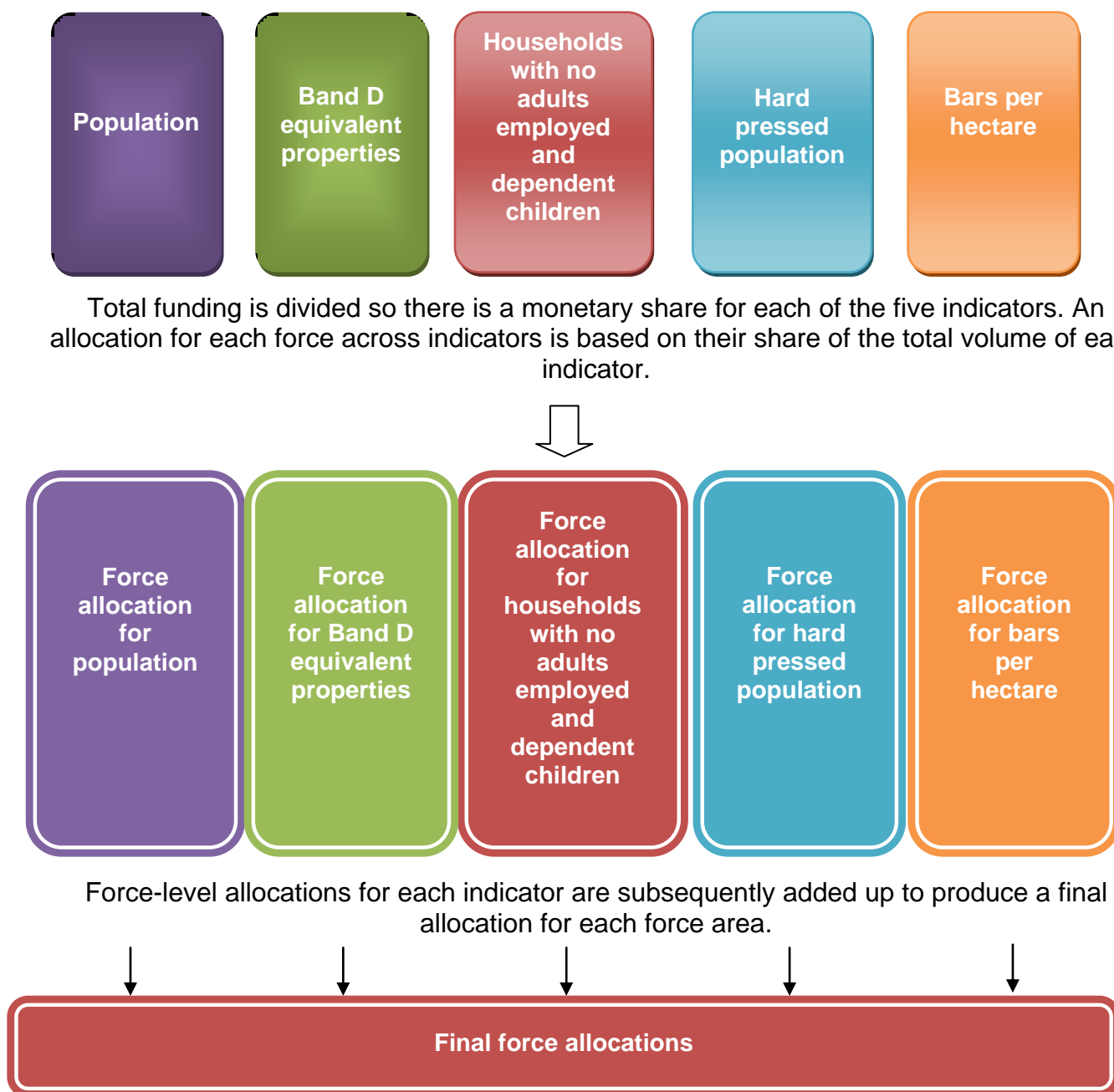
6.11 Having determined the broad elements that make up the model we need to understand how far each of these should determine funding, relative to each other. This means we need to weight the five indicators in the model. To do this, a statistical technique known as Principal Component Analysis (PCA) is used which looks at the relationships (known as linear dependencies) between the different indicators and weights them in terms of their relative importance to each other. This element of PCA is known as 'factor loading'. A more detailed explanation of PCA is provided in Annex B.

6.12 The indicative analysis that has been completed to date suggests that the different factors have the following weights: population, 24%; households with no adults employed and dependent children, 25%; 'hard pressed' population, 25%; Band D equivalent properties, 16% and bar density, 10%. Further work will be completed to refine these weights before the model is introduced.

6.13 Once the indicator weightings have been determined, total funding is then divided based on these weightings so that there is a monetary share for each of the indicators. An allocation

for each force across the five indicators is then based on data which presents their share of the total volume for each indicator. The diagram below illustrates this process:

Figure 2: Process of determining funding allocations under proposed simplified model



6.14 In mathematical terms a simple equation would replace complex arrangements in the previous formula. Total police funding would be allocated to individual force areas as follows:

$$\text{Force allocation} = (S_1 \times FS_1) + (S_2 \times FS_2) + (S_3 \times FS_3) + (S_4 \times FS_4) + (S_5 \times FS_5)$$

Where:

S = the share of total funding for each of the five indicators in the simplified model. These are expressed in cash terms.

FS = the percentage share of S for each force area. These are calculated by dividing the volume of the indicator for each force area by the total volume of that indicator.

As an illustration, if total funding = £100m; S_1 , S_2 and S_3 = £25m each; S_4 = £15m and S_5 = £10m; and Force A has a 5% share for each of FS_1 to FS_5 , the allocation for Force A would be:

$$(\text{£25m} \times 5\%) + (\text{£25m} \times 5\%) + (\text{£25m} \times 5\%) + (\text{£15m} \times 5\%) + (\text{£10m} \times 5\%) = \text{£5m}$$

More specifically, if a force had 1 million people and the total population was 50 million, their share of population would be 2%. The amount of funding they would receive would be 2% of 24% of the total funding allocated for population using the indicative weighting set out in paragraph 6.12.

6.15 The Government believes that the model and approach will be much easier to improve in the long term than its predecessor. New data can be much more easily tested and included within the model as our understanding of the risk factors, drivers of crime and policing demands develop over time. In this way the underlying approach can be adapted without undermining the stability of the approach.

6.16 It is important that the new model enables PCCs to effectively develop their local policing plans based on a good understanding of the relative level of funding they will receive. Once the revised model is implemented it is the Government's intention to maintain the arrangements that underpin the new model over the course of the parliament unless there are significant and unforeseen changes to the demands on the police. This will allow forces to plan effectively and ensure stability during the transition period.

Updating the data

6.17 The indicator data to support the model is drawn from a variety of sources and the frequency with which it is updated varies. This is set out in the table on the next page.

Table 2: Proposed indicators in the simplified model, sources of data and frequency updated

Indicator	Source	Availability of updated data
Population estimates	<ul style="list-style-type: none"> Office for National Statistics for England population estimates StatsWales for Welsh population estimates 	<ul style="list-style-type: none"> Annual
Households with no adults employed and dependent children	<ul style="list-style-type: none"> Census, Office for National Statistics 	<ul style="list-style-type: none"> Ten years

Hard Pressed population	<ul style="list-style-type: none"> • Acorn classifications, CACI Limited 	<ul style="list-style-type: none"> • Annual
Band D equivalent properties	<ul style="list-style-type: none"> • Department for Communities and Local Government for England figures • StatsWales for Welsh figures 	<ul style="list-style-type: none"> • Annual
Bar density	<ul style="list-style-type: none"> • Inter-Departmental Business Register, Office for National Statistics • Census, Office for National Statistics 	<ul style="list-style-type: none"> • Annual (for number of bars) • Ten years (for area in hectares)

Indicators of non-crime demand

6.18 The College of Policing report referenced in Chapter 5 indicates that incidents involving people with mental health issues appear to be placing an increasing demand on the police as well as demands associated with protective statutory responsibilities, such as Multi-Agency Public Protection Panels. These sorts of demands on policing have not previously been captured in any funding formula. The Government would like respondents to consider the evidence in the College of Policing report which indicates an increase in police demand as a result of incidents involving people with mental health issues and child protection.

6.19 The Government has identified a number of indicators which may be linked to wider demand on the police. For mental health these might include indicators collected by the Health and Social Care Information Centre on mental health and behavioural disorders. For child protection these could include numbers of children who are subject to a Child Protection Plan, children in need (e.g. referred to social services and who have been assessed to be in need of social care services) or looked after children. The Government invites responses in relation to including these sorts of measures within the police funding model and what indicators might be suitable for inclusion within the new model.

Police Capital Grant

6.20 The police also receive capital funding from the Home Office. The majority of this funding is distributed as Police Capital Grant which is allocated in line with revenue funding. We intend to update the distribution of Police Capital Grant from 2016/17 to reflect the new simplified funding methodology the Government is proposing.

Assessment against the principles

6.21 The Government has assessed the simplified funding model against the five principles it has identified. It has concluded that it sufficiently meets these principles to be used to allocate police funding.

Table 3: Assessment of proposed simplified model against principles

Principles	Assessment
Principle 1: Robust	The proposed new model uses objective indicators to estimate funding allocations with no requirements to use indicators that can be directly affected by policing.
Principle 2: Stable	The proposed new model will produce stable allocations over time as the indicator data does not change significantly from one year to the next while reflecting long term change. The majority of data can be updated regularly. This means that transitions to new target allocations can be implemented and managed more effectively.
Principle 3: Transparent	The proposed new model is transparent as the methodology is far less complex than compared to the existing PAF. It is also easy to maintain and update with new data.
Principle 4: Incentivising Government objectives	The proposed new model has a built-in incentive mechanism in so far as PCCs can make efficiency savings in the knowledge that their funding will continue to be estimated on the basis of objective indicators in the long run.
Principle 5: Future proof	The proposed new model is able to estimate funding allocations at both Community Safety Partnership level as well as police force area level. This allows funding to be distributed more flexibly.

Timing for introduction

6.22 Overall the Government considers this approach to be a fairer and more transparent method of allocating limited resources. It is therefore the Government's intention to introduce this new simplified model in time to determine force level funding allocations for 2016/17. However, if implementation is not achievable within the necessary timescales, the Government intends to continue with existing arrangements until a date of implementation can be determined.

Consultation questions

9. To what extent do you agree or disagree with the methodology behind a simplified model?

- (i) Strongly agree
- (ii) Agree
- (iii) Neither agree or disagree
- (iv) Disagree
- (v) Strongly disagree

10. To what extent do you agree or disagree with the indicators that the Government is proposing be included in the simplified model?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

11. Are there any other indicators that you think should be included within the model?

12. To what extent do you agree or disagree that specific non-crime demand should be included in the simplified model?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

13. If specific non-crime demand were to be included in the simplified model, what indicators do you think should be considered?

14. To what extent do you agree or disagree that a new funding model should be introduced in time to determine 2016/17 police force level funding allocations?

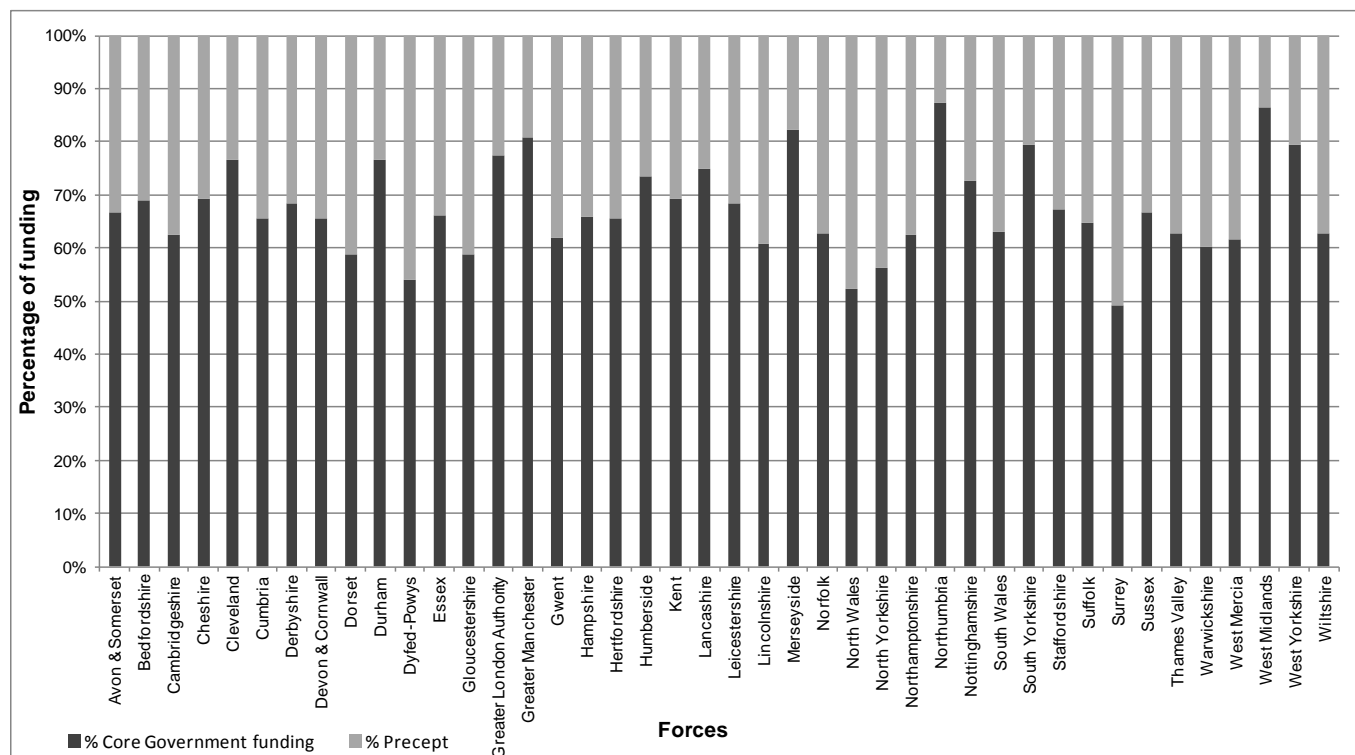
- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

15. If you disagree, when do you think a new model should be introduced?

Chapter 7: Income from the police precept component of council tax

7.1 More than a quarter of police funding comes from local taxation, known as the police precept. The proportion of total funding from precept for any one force area varies significantly, ranging from 51 percent of total funding in Surrey to 13 per cent in Northumbria (Figure 3).

Figure 3: Breakdown of total core Government funding to the police and precept in 2015/16



* City of London Police is excluded because the police element of their council tax amount cannot be disaggregated from the non-police element

Tax base adjustment

7.2 The ability to generate precept income is dictated by the council tax base i.e. the number and make-up of households subject to council tax. The current level of police precept is based on a mix of this ability to generate precept income and on local decisions made over time by PCCs (and before them police authorities) on the actual precept level. In England, more recent decisions on precept levels were made within the framework of the Government's wider policy on council tax referenda.

7.3 When the DCLG Four Block Model was in operation, it used an explicit adjustment to redistribute a proportion of Government funding between police force areas. This was based on the tax base, as measured by the volume of Band D equivalent properties in each force area, to reflect precept differentials. This adjustment involved redistributing the equivalent of 9% of the previous year's total precept income according to the ability of force areas to generate precept income.

7.4 The Government believes it is right that *ability to generate precept income* should be factored into any new police funding model. However, the Government does not believe it is necessary to include an explicit adjustment in the way that the DCLG Four Block Model did. This is because the tax base indicator – volume of Band D equivalent houses- is already included within the model. This ensures proportionately more funding will be directed to areas with a relatively lower ability to generate precept income.

7.5 The Government's starting position is that it would not be appropriate to take into account *differences in actual precept levels* based on local areas making different choices over time, as this is not consistent with local accountability, but we would welcome views on this issue.

Consultation questions

16. To what extent do you agree or disagree that the proposed new funding model adequately captures the differences in the ability to generate precept income?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

17. To what extent do you agree or disagree that it is not appropriate for the proposed new funding model to take into account differences in actual precept levels which have resulted from local decision making?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

Chapter 8: Arrangements for London forces

8.1 Demographic and socio-economic data for London forces (the Metropolitan Police and City of London Police) are very different to that in other police force areas. This means the funding allocations for London forces cannot easily be estimated accurately in any model covering England and Wales.

8.2 This can be seen at a high level by reviewing comparative population and crime levels. Greater Manchester and West Midlands police force areas have 6 per cent and 5 per cent of all crime respectively and 5 per cent each of the total England and Wales population whereas the Metropolitan Police has 20 per cent of all crime but only 15 per cent of the total population. At a lower level, there are 32 local authorities within Greater London and 28 of these are statistical 'outliers'. This means that they are very different to other areas on one or more key socio-economic indicators used in the current PAF. For example, there are 22 local authorities across the country where the number of overcrowded households is very different to the rest of the country. Of the 22, 20 are policed by the Metropolitan Police. Similarly the City of London police force area has a resident population of only around 8,000 but a very high daily working population of around 360,000, based on 2011 Census data.

Current arrangements

8.3 The National and International Capital City (NICC) payment was created in 1997 and paid to the Metropolitan Police to reflect that the old formula did not adequately capture the needs of policing the capital city. The City of London Police were also awarded a NICC payment in 2014/15 after demonstrating similar capital city demands. In 2015/16 both forces were required to bid for NICC funding for the first time. These bids were subject to an assessment by HMIC. In 2015/16 the Greater London Authority (GLA) on behalf of MOPAC received NICC funding of £173.4m. The Common Council, on behalf of the City of London Police, received a payment of £2.8m.

8.4 The purpose of the NICC payment is currently defined as:

'A special payment provided in recognition of legislative or other requirements or duties that arise in policing London. Such funding addresses the costs of unique or additional policing activities which are demonstrably greater than those undertaken by other forces, and which arise because of London's status as the capital city of the United Kingdom.'

8.5 The NICC payment covers a range of activities, for example greater public order demands arising from policing special events and protests around Westminster and the City of London.

New funding model

8.6 Given the very different challenges of policing the capital city, the Government believes that it is necessary to continue to provide NICC funding to the two London forces.

8.7 However, the Government is considering how best to enhance and improve the current process in parallel with introducing a new simplified funding model. The Government has worked with the two London forces to carry out an initial assessment of the current process. This has identified that the current funding arrangements do not appear to fully capture the challenges these forces face. The Government is considering developing an additional needs based assessment which could be incorporated into an enhanced NICC process. It will develop

proposals for this new process as part the wider consideration of the transitional arrangements for introducing the new model (see chapter 9).

Consultation question

18. To what extent do you agree or disagree that the Government should enhance the current NICC process?

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

Chapter 9: Transitional arrangements

9.1 The introduction of any new funding model will result in some significant changes to force level allocations compared to the current year. This is to be expected given that the current model is out of date, the DCLG Four Block model no longer applies, and, as a result of damping, allocations have moved away from relative need. It is important to ensure stability in allocations as the new model is introduced to avoid the proportion of total funding a force receives changing significantly from one year to the next.

9.2 As a result, the Government is clear that some form of transitional arrangements will need to be put in place to gradually move police force areas to their new 'target' funding allocations. These transitional arrangements should be regarded as temporary rather than becoming an ingrained part of the funding system, as happened with the previous transitional mechanisms introduced to support the implementation of the Police Allocation Formula.

9.3 With this in mind, the Government has identified three broad approaches to transitional arrangements: a gradual approach, a required approach and an enabled approach, as set out in the following table:

Table 4: Approaches to transitional arrangements

Option	Approach	Advantages	Disadvantages
1. Gradual	Set a maximum and minimum annual percentage change in funding.	Steady, manageable progress towards new allocations.	Many forces could remain some distance from their target allocation by 2019/20.
2. Required	Set 2019/20 as the deadline for full implementation and work backwards to determine required annual funding changes for each force.	Full implementation by specified date e.g. 2019/20.	This may require significant changes for some forces, the impact of which cannot easily be absorbed.
3. Enabled	Set variable change rates based on consideration of a range of factors potentially including: distance from target allocation, level of precept income, level of reserves and use of HMIC Value for Money profiles.	Could enable implementation by 2019/20 for majority of forces. Scope to reward efficiency.	Complex to operate in practice, in particular the link between financial judgements and variable change rates.

9.4 A **gradual** approach recognises that the Government may need to apply limits to annual changes in funding, in particular for forces whose allocations may reduce under the new model. By way of illustration assume that total funding to three forces (A, B and C) remains the same each year. This is set at a total of £300m. Each force previously received the same level of allocation, £100m each. The model shows that based on relative need Force A should get £120m, Force B should get £95m and Force C should get £85m. The following table set out how this could be achieved over ten years:

Table 5: Worked example of ‘gradual’ option

	Current funding	New funding	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Force A	100	120	102.5	105.0	107.5	110.0	112.5	114.0	115.5	117.0	118.5	120.0
Force B	100	95	99.0	98.0	97.0	96.0	95.0	95.0	95.0	95.0	95.0	95.0
Force C	100	85	98.5	97.0	95.5	94.0	92.5	91.0	89.5	88.0	86.5	85.0
Total Funding	300	300	300	300	300	300	300	300	300	300	300	300

9.5 In this example the reduction in allocations for Force B is capped at £1m annually and at £1.5m for Force C. This means that Force A’s allocation is increased at £2.5m per annum until Year 5, £1.5m thereafter until the target allocations are reached.

9.6 A **required** approach is simpler. Under this approach all forces would move towards their new ‘target’ allocation within a set number of years e.g. over the next 4 years. This movement could be split evenly over the period or varied annually. Using a similar illustration the following table demonstrates how each force could move towards their new allocation by Year 4, with changes in funding spread evenly across each year. The change could be varied across individual years (e.g. a bigger or smaller movement in the first 2 years) as long as all forces finally reach their target by Year 4. In this simple example no force is dependent on what is set for another force:

Table 6: Worked example of ‘required’ option

	Current funding	New funding	Year 1	Year 2	Year 3	Year 4
Force A	100	120.00	105.00	110.00	115.00	120.00
Force B	100	95.00	98.75	97.50	96.25	95.00
Force C	100	85.00	96.25	92.50	88.75	85.00
Total Funding	300	300	300	300	300	300

9.7 The Government’s preferred transitional approach is an **enabled** approach that takes the individual financial circumstances of forces into consideration. The factors that could be considered include:

- the proportion of funding from precept;
- general reserve levels; and
- a consideration of a benchmarking exercise to reflect individual force efficiency for example on back office functions

9.8 This approach is likely to incentivise value for money and drive efficiency. However it is the most complex option in terms of ensuring that individual force allocations add up to the total available police funding in each financial year where varied rates of change are set. The Government will examine and present the detail of transitional arrangements once the model is finalised. However it invites views on the implementation of this approach, in particular the range of financial factors that should be taken into consideration.

Consultation questions

19. To what extent to you agree or disagree that transitional funding arrangements are necessary to move police forces to their new funding allocations? If you disagree, please state why.

- (i) Strongly agree**
- (ii) Agree**
- (iii) Neither agree or disagree**
- (iv) Disagree**
- (v) Strongly disagree**

20. How long should a transitional period last? Please explain your answer.

21. Which of the transitional options should be applied?

- (i) Option 1 - Gradual**
- (ii) Option 2 - Required**
- (iii) Option 3 – Enabled**
- (iv) Other – please specify**

22. Which of the below factors should be taken into account when designing a process under Option 3?

- (i) Total reserve levels (earmarked and unallocated)**
- (ii) Percentage of total funding from precept**
- (iii) Total funding per head of population in force area**
- (iv) HMIC Peel efficiency assessments**
- (v) All of the above**
- (vi) None of the above**

23. Are there any other factors that should be taken into consideration under Option 3?

Annex A: List of consultation questions

Chapter 2

1. To what extent do you agree or disagree that current funding arrangements for the police in England and Wales need to be reformed?
2. To what extent do you agree or disagree that as part of the simplification of funding arrangements, legacy council tax grants should be consolidated with Police Main Grant?

Chapter 3

3. To what extent do you agree or disagree with the principles of a good funding model that the Government has identified?
4. What other principles for a good funding model, if any, should be considered?

Chapter 4

5. To what extent do you agree or disagree that the existing funding method should not be used to allocate police funding in the future?
6. If you disagree, please state why. If applicable, please provide evidence and/or details of sources of data which may help support this.
7. To what extent do you agree or disagree with the Government's conclusion that an upgraded PAF should not be used to allocate police funding?
8. If you disagree, please state why you think an upgraded PAF should be used. Please provide evidence and/or details of sources of data which may help support this.

Chapter 6

9. To what extent do you agree or disagree with the methodology behind a simplified model?
10. To what extent do you agree or disagree with the indicators that the Government is proposing be included in the simplified model?
11. Are there any other indicators that you think should be included within the model?
12. To what extent do you agree or disagree that specific non-crime demand should be included in the simplified model?
13. If specific non-crime demand were to be included in the simplified model, what indicators do you think should be considered?
14. To what extent do you agree or disagree that a new funding model should be introduced in time to determine 2016/17 police force-level funding allocations?
15. If you disagree, when do you think a new model should be introduced?

Chapter 7

16. To what extent do you agree or disagree that the proposed new funding model adequately captures the differences in the ability to generate precept income?

17. To what extent do you agree or disagree that it is not appropriate for the proposed new funding model to take into account differences in actual precept levels which have resulted from local decision making?

Chapter 8

18. To what extent do you agree or disagree that the Government should enhance the current NICC process?

Chapter 9

19. To what extent do you agree or disagree that transitional funding arrangements are necessary to move police forces to their new funding allocations? If you disagree, please state why.

20. How long should the transitional period last? Please explain your answer.

21. Which of the transitional options should be applied?

- (i) Option 1 - Gradual
- (ii) Option 2 - Required
- (iii) Option 3 – Enabled
- (iv) Other – please specify

22. Which of the below factors should be taken into account when designing a process under Option 3?

- (i) Total reserve levels (earmarked and unallocated)
- (ii) Percentage of total funding from precept
- (iii) Total funding per head of population in force area
- (iv) HMIC Peel efficiency assessments
- (v) All of the above
- (vi) None of the above

23. Are there any other factors that should be taken into consideration under Option 3?

Annex B: Technical Information

Technical description of the current Police Allocation Formula

The distribution of funds is based on the relative needs of each police force. This is done by estimating the expected workload of each force across the five main activities undertaken by the police.

Workload estimates for crime and non-crime related activities (except for policing special events and policing sparsely-populated areas categories)

A Weighted Least Squares regression approach (an Ordinary Least Squares regression that is weighted by the 2003 mid-year population estimate to account for any systematic patterns in the residuals) is used to forecast the crime and non-crime related workloads (except the policing special events and policing sparsely-populated areas categories). Table B1 lists the dependent variables (i.e. outcome variables) which differ depending on the activity workload being measured.

Table B1: Outcome variables used in current Police Allocation Formula

Activity categories	Outcome variable	Broken down to:
Reducing/investigating crime	2003/04 recorded crime figures per 1000 population: <ul style="list-style-type: none">• Most serious violence against a person and sexual offences• Less serious violence against a person• Robbery• Domestic burglary• Vehicle crime• High cost other crime• Low cost other crime	Community Safety Partnership (CSP) level
Providing public reassurance	2001/02 to 2003/04 combined British Crime Survey measures of fear of crime/feelings of public safety	Police force level
Providing assistance with non-crime incidents	2002/03 Annual Data Requirement data on the number of incidents/calls for service	Police force level
Reducing/providing assistance at road traffic accidents	Number of road traffic accidents	Police force level

Table B2 lists the indicator data (i.e. the independent variables) used in this first stage of building the overall model.

Table B2: Population and socio-economic indicators used in the PAF (broken down to Community Safety Partnership level)

Indicator	Data source
Population estimates	Office for National Statistics
Daytime net-inflow	2001 Census, Office for National Statistics
Population density	2001 Census, Office for National Statistics
Income support, Jobseekers' Allowance and/or pension credit claimants	2004 Department for Work and Pensions
Long-term unemployment-related benefit claimants	2004 Department for Work and Pensions
Young male unemployment-related benefit claimants	2004 Department for Work and Pensions
Single parent households	2001 Census, Office for National Statistics
Residents classified in NS-SEC 6 (semi-routine occupations), 7 (routine occupations) or 8 (never worked/long-term unemployed)	2001 Census, Office for National Statistics
Log of population sparsity	2001 Census, Office for National Statistics
Log of overcrowded households	2001 Census, Office for National Statistics
Wealthy achievers population	2004 Acorn classifications (draws on 2001 Census data), CACI Limited
Hard pressed population	2004 Acorn classifications (draws on 2001 Census data), CACI Limited
Terraced housing	2001 Census, Office for National Statistics
Student households	2001 Census, Office for National Statistics
Log of weighted bars per hectare	2003 Inter-Departmental Business Register and 2001 Census, Office for National Statistics

For activities where the outcome variable is broken down at police force level only, indicator data has been aggregated up from CSP level before the regressions were run.

Table B3 presents the regression results for each crime sub-category and non-crime activity.

Table B3: Regression results for each crime sub-category and non-crime activity.

Police activity categories	R ²	Regression results used in the PAF
Crime activity sub-categories		
More serious violence against a person & sexual offences	0.77	0.085 + 1.46 (daytime net inflow per head) + 18.77 (proportion single parent households) + 8.92 (income support claimants) + 0.16 (log of bars per hectare)
Less serious violence against a person	0.71	0.55 + 0.10 (population density) + 0.89 (log of bars per hectare) + 44.73 (proportion of

		residents classified in NS-SEC) + 110.21 (proportion single parent households) + 8.33 (daytime net inflow per head)
Robbery	0.86	0.062 (population density) + 197.60 (proportion long-term unemployed)
Vehicle crime	0.58	7.77 + 2.41 (log of bars per hectare) + 327.68 (proportion of student households) + 14.99 (proportion of hard pressed) + 105.98 (proportion of single parent households)
Domestic burglary	0.54	4.56 + 1.36 (log of bars per hectare) + 595.42 (proportion of young male under 25 unemployed) + 151.32 (proportion of student households)
High cost other crime	0.81	14.75 - 1.07 (log of output area sparsity) + 11.60 (daytime net inflow per head) + 2.72 (log of overcrowding)
Low cost other crime	0.77	66.58 + 70.43 (daytime net inflow per head) - 52.41 (proportion of wealthy achievers) + 442.53 (proportion of student households)
Non-crime activities		
Calls for service/incidents	0.64	40.52 + 2155.31 (income support claimants) + 574.86 (proportion of terraced housing)
Providing public reassurance/fear of crime	0.84	59.30 + 11.06 (log of bars per hectare) + 79.61 (proportion of hard pressed)
Road traffic accidents	0.15	0.56 + 0.49 (output area sparsity)

The results of each regression are based on a mix of indicators. Indicator coefficients are then multiplied by equivalent force level data for each to produce workload estimates for each force. Apart from the Census-based indicators, the indicators used for this second stage have been updated more frequently.

Workload estimates for policing special events

Workload estimates for the policing special events category are calculated by adding the projected population of a force with the daytime net inflow population. Daytime net inflow itself is the difference between the number of persons working but not resident in the force and the number of persons resident in but working outside the force area.

Workload estimates for policing sparsely-populated areas

Producing estimates for the workload related to policing sparsely-populated areas is done by multiplying population by sparsity for forces. More specifically, the sparsity indicator used takes into account 'super sparse' (i.e. Census Output Areas¹⁰ with 0.5 or fewer residents per hectare) and 'sparse' areas (i.e. Census Output Areas with more than 0.5 but less than or equal to 4 residents per hectare).

Weightings

The estimated workloads (coefficients multiplied by force level indicator data) for all activity categories and sub-categories are subsequently weighted to account for the time and cost that

¹⁰ Output Areas were introduced by the Office for National Statistics as the smallest units of output for the 2001 Census. In England and Wales they have a minimum size of 100 residents and 40 households. They are based on Census day postcodes and fit within the boundaries of 2003 statistical wards (and parishes).

police forces spend on each. These weights are derived from Activity Based Costing data. The reducing/investigating crime sub-category workloads are multiplied by the weights in Table B4.

Table B4: Crime activity sub-category weights

Crime activity sub-categories	Three year ABC average (2004/5 - 2006/7)
More serious violence against a person & sexual offences	30.126
Robbery	8.527
Less serious violence against a person	1.466
Vehicle crime	1.189
Domestic burglary	3.952
High cost other crime	8.118
Low cost other crime	1.000

Activity categories more generally are multiplied by the weights in Table B5.

Table B5: High level split between crime and non-crime police activity areas

Split between categories	Percentage split
Crime	59.8%
Calls for service/Incidents	23.4%
Providing Public Reassurance	7.7%
Road Traffic Accidents	5.7%
Special Events	2.9%
Sparsity*	0.5%

*A sparsity factor is used to ensure that the specific needs of forces which cover sparsely-populated areas are considered.

Workload estimates are also multiplied by an Area Cost Adjustment factor to take into account regional variation in labour market conditions.

Table B6: Area Cost Adjustment Factors

Area Cost Adjustment Factor ¹¹	
Local Policing Body	Factor
Avon and Somerset	1.032
Bedfordshire	1.0507
Cambridgeshire	1.0424
Cheshire	1.0137
Common Council of the City of London	1.5203
Essex	1.035
Gloucestershire	1.0223
Greater London Authority	1.177
Greater Manchester	1.0194

¹¹ All local policing bodies listed have Area Cost Adjustment Factors of greater than 1 which indicates labour (and materials) are more expensive than the national average. Those local policing bodies not included have Area Cost Adjustment Factors of 1 or lower.

Hampshire	1.0461
Hertfordshire	1.0924
Kent	1.0133
Merseyside	1.006
Northamptonshire	1.0131
Nottinghamshire	1.0115
Suffolk	1.0027
Surrey	1.1336
Sussex	1.0128
Thames Valley	1.0971
Warwickshire	1.0245
West Midlands	1.0134
West Yorkshire	1.0031
Wiltshire	1.025

Monetary allocations

Once workloads are estimated and weighted for each force, they are then calculated as a share of total workload for England and Wales. These shares are subsequently applied to the Police Main Grant to produce individual force-level allocations.

Indicators proposed for the simplified policing funding formula

Population estimates

Population estimates for England are provided by the Office for National Statistics. They are based on 2012 annual projections of the sub-national population. These are trend-based projections and project forward the population for each year. Equivalent estimates for Wales are provided by StatsWales and are based on 2011 projections of the population.

Households with no adults employed and dependent children

The number of households where no adults are employed and there are dependent children is taken directly from the Census and updated every ten years. Information is provided for all households in England and Wales as at Census day.

Hard pressed population

Figures for the hard pressed population are based on information from CACI Limited's Acorn classification which is updated annually. Acorn is a segmentation tool that uses demographic and socio-economic data so as to understand the different types of people living in different areas. Specifically, the hard pressed population classification contains the following groups of individuals:

- Low income, larger families, semis
- Low income, older people, small semis
- Low income, routine jobs, terraces and flats
- Low income families, terraced estates
- Families and single parents, semis and terraces

- Large families and single parents, many children
- Single elderly people, council flats
- Single parents and pensioners, council terraces
- Families and single parents, council flats
- Old people, many high-rise flats
- Singles and single parents, high-rise estates
- Multi-ethnic purpose built estates
- Multi-ethnic, crowded flats

Band D equivalent properties

The tax base is defined as the volume of Band D equivalent houses in each local authority which is then aggregated to police force area level. The calculation converts all eligible banded properties in England, from A to I, into Band D equivalents using property valuations based on 1991 estimates. Eligible households take into account a number of exemptions, for example unoccupied dwellings, student halls of residence, and Armed forces accommodation. When these exemptions are applied a Band A house is estimated to be 6/9ths of one Band D house, a Band B house is estimated to be 7/9ths, whereas a Band E house would be equivalent to 11/9ths of one Band D house, and so on. This scale enables one measurement to be used overall for all force areas. Tax base data for England is published by DCLG, whilst equivalent figures for Wales are published by StatsWales. These figures are updated annually.

Bar density

Bar density represents the number of bars per area hectare, drawing on data on:

- (a) the number of units that are bars, as defined by the 2007 Standard Industrial Classification 56.3 (Beverage serving activities); this is made up of licensed clubs (including night clubs and social clubs), and public houses and bars. This information is taken from the Inter-Departmental Business Register and updated annually.

divided by

- (b) the number of hectares, derived from the Census and updated every ten years.

Table B7: Full set of indicators considered for inclusion in the simplified population based model

Population estimates
Daytime net-inflow
Population density
Income support, Jobseekers' Allowance and/or pension credit claimants
Long-term unemployment-related benefit claimants
Young male unemployment-related benefit claimants
Residents classified in NS-SEC 8 (never worked/long-term unemployed)
Households with no adults employed and dependent children
Single parent households
Hard pressed population
Student Housing
Social rented housing
Overcrowded households (households with occupancy rating of -1 or less)
Individuals with no qualifications
Individuals with level 1 qualifications
Population sparsity
Number of bars/bars per hectare
Length of Principal urban A roads, urban B roads, urban C roads and U roads
Estimates of opiate and/or crack cocaine users
Band D equivalent properties
Crime Survey for England and Wales
Recorded crime figures for England and Wales
Mental Health hospital admissions
Looked after children/children in need/children subject to a child protection plan
Households in receipt of social care support

Statistical techniques

Regression analysis

Regression analysis is a statistical process for estimating the relationships among variables. More specifically, regression analysis helps with understanding how the typical value of the dependent variable changes when any one of the independent variables is varied, while the other independent variables are held fixed. Regression takes a group of variables, thought to be predicting Y, and tries to find a mathematical relationship between them. This relationship is typically in the form of a straight line (linear regression) that best approximates all the individual data points.

The two basic types of regression are linear regression and multiple regressions. Linear regression uses one independent variable to explain and/or predict the dependent variable while multiple regressions use two or more independent variables to predict the dependent variable.

The general form of each type of regression is:

Linear Regression: $Y = a + bX + u$

Multiple Regression: $Y = a + b_1X_1 + b_2X_2 + B_3X_3 + \dots + B_tX_t + u$

Where:

Y= the dependent variable to be predicted

X= the variables used to predict Y

a= the intercept (which can be used to estimate Y when the value of all X variables are equal to zero)

b= the coefficient values for each of the independent variables

u= the regression residual (or measurement that cannot be predicted)

In multiple regressions the separate variables are differentiated by using subscripted numbers. In addition, the significance levels given for each independent variable indicates whether that particular independent variable is a significant predictor of the dependent variable, over and above the other independent variables. Once this is determined, a closer examination of the relationship between the dependent and independent variables can be undertaken, i.e. whether the relationship is positive or negative. The direction and scale of the relationship can be determined by looking at the coefficients associated with the independent variables. If the regression coefficient is positive, then there is a positive relationship between the dependent and independent variable. If this value is negative, then there is a negative relationship between the two.

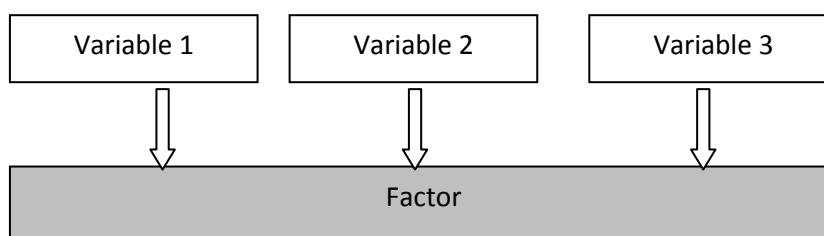
Principal Component Analysis

PCA is a form of factor analysis, a statistical method used to describe variability among observed, correlated variables in terms of a potentially lower number of unobserved variables called factors. For example, it is possible that variations in four observed variables mainly reflect the variations in two unobserved variables.

The main applications of PCA techniques are: (1) to reduce the number of variables and (2) to detect structure in the relationships between variables, that is to classify variables. Therefore, PCA is applied as a data reduction or structure detection method.

If several indicators are being used, the correlation between each pair of indicators can be arranged in a correlation matrix. The existence of clusters of large correlation coefficients between subsets of variables suggests that those variables could be measuring aspects of the same underlying dimension or feature. These underlying features are known as factors. By reducing a dataset from a group of interrelated variables to a smaller set of factors, a new overarching factor is then able to explain the maximum amount of common variance in a correlation matrix using a smaller set of variables.

Figure B1: Principal Component Analysis



Once PCA is conducted, factor loadings for each indicator are produced – these loadings represent the strength of each variable in defining the contribution each indicator has if it were eventually converted into one overarching indicator or factor. Loadings on indicators can be positive or negative. The larger the absolute value, the stronger the link between that indicator and the overarching factor. So indicators with higher loadings become more important in determining the overarching factor.

For the simplified population based model we only use the factor loadings in PCA to identify weights of importance for each of the indicators used. We do not require the full use of PCA which is to eventually convert several indicators into one overarching factor or a smaller group of factors.

An interesting feature of the factor loadings in the simplified population based model is that they are very similar across all socio-economic indicators (mostly above 0.9 values) and also in relation to when they are correlated with police recorded crime statistics. This means we can use the socio-economic indicators independent of recorded crime statistics in the knowledge that the weights produced would be similar to those if used directly when correlated with recorded crime.

Reliability analysis

Reliability analysis aims to measure internal consistency, i.e. how closely related a set of items are as a group. The most common measure of scale reliability is Cronbach's alpha. It essentially measures the variance within a variable as well as the covariance between a particular variable and any other variable on the scale.

When conducting a reliability analysis using Cronbach's alpha, the 'alpha' score represents the overall reliability of the scale. All indicators included should correlate with this score. Those that don't are then dropped one by one. If the deletion of a variable increases the alpha score then this means that the removal of this variable improves reliability. This process can be continued until a set of the most closely related indicators are retained. These indicators can then be used in Principal Component Analysis, alongside other indicators, to obtain factor loadings.

We used reliability analysis to guide us on how many of our socio-economic indicators could be used to summarise the whole group of indicators. On many occasions the technique resulted in 2 socio-economic indicators being used with differences between specific indicators marginal.

Annex C: Legacy council tax grants

Since 2014/15, two council tax related funding streams which had previously been paid to the police in England by DCLG have transferred to the Home Office (Council Tax Freeze Grants and Local Council Tax Support Grant) as part of an ongoing process of simplifying police funding arrangements.

Council Tax Freeze Grants (£73m)

This was introduced in 2011/12 as a voluntary scheme that made funding available to local authorities that chose to freeze (or lower) their council tax. It applied separately to each billing and major precepting authority in England, including former police authorities. A Council Tax Freeze Grant has been offered in each of the five years covered by the Spending Review 2010 and Spending Round 2013 periods, but the detail of the scheme has differed between years.

In 2011/12 all of the English police authorities chose to freeze their precept levels and received a freeze grant equivalent to a 2.5% increase on their 2010/11 basic amount of council tax. This freeze grant (£58.8m) was baselined until 2015/16 (i.e. PCCs have received a freeze grant in relation to this scheme every year since 2011/12). The 2012/13 Freeze Grant was provided as a one-off payment (£41.2m) and was therefore not built into baseline funding. PCCs were offered an equivalent 3% increase on their 2011/12 basic amount of council tax. 19 English PCCs froze their precept levels in 2012/13.

The 2013/14 Freeze Grant (£7.3m) was baselined. PCCs who did not increase their precept level in that year have received a grant equivalent to a 1% increase on 2012/13 levels every year since 2013/14. 12 PCCs froze their precept levels in 2013/14. PCCs who froze their precept levels in 2014/15 also received a grant equivalent to a 1% increase on their 2013/14 basic amount (£2.7m). This was baselined, and so was paid out in both 2014/15 and 2015/16. Five PCCs froze their precept levels in 2014/15.

Arrangements in London are slightly different, with legacy Council Tax Freeze Grants relating to the Common Council of the City of London (on behalf of the City of London Police) and the Greater London Authority (on behalf of the Mayor's Office for Policing and Crime) being paid by DCLG as part of wider Start Up Funding Assessment allocations for wider Local Government.

Six PCCs decided to freeze their council tax in 2015/16 and are receiving a grant equivalent to a 1% increase on their Band D council tax levels from the DCLG. This amounts to £4.2m in 2015/16 and it is expected that this funding will be transferred to the Home Office from 2016/17.

Local Council Tax Support Grant (£434.3m)

At the 2010 Spending Review it was announced that from 2013/14 the Government intended to localise council tax benefit and to reduce expenditure on it by 10%. Localisation of council tax benefit means that rather than local authorities applying to the Department of Work and Pensions for a full refund of the council tax benefit provided to certain pre-determined groups (including pensioners and those on low incomes), local authorities now design and pay for their own local schemes. As part of this, PCCs will receive LCTS funding of £434.4m in 2015/16.

Annex D: International police funding models

This review of police funding methods provides information on the way the police are funded in other countries. This has helped the Government to understand the relative strengths and weaknesses of different approaches, which in turn helped to develop a set of guiding principles for developing a new funding model. This review focuses on English language publications from 1995 onwards. Only funding models currently used internationally, where there was sufficient description and explanation of the funding models, were included.

The final list of countries for inclusion was narrowed down based on the extent of their comparability with the policing structure in England and Wales. However, issues around comparability still remain as well as differences in crime recording practices in other countries. Furthermore, a lack of detailed publicly available information on police funding has meant that a limited number of countries were examined in detail.

Based on the inclusion criteria, police funding processes of the Netherlands, Denmark, Finland, Sweden and Norway were assessed. All of these countries use a resource needs estimation approach to allocate police funding. The two main ways of estimating resource needs are through the use of a statistical formula or by calculating the number of 'man years' (i.e. taking into account the number of hours that the police work) required.

Netherlands

As of January 2013, the Netherlands have operated a single national police force divided into 10 regional units. This is a change from the previous organisational structure, which consisted of 25 separate Regional Corps. During a transitional period between 2013 and 2015 the funding mechanism has remained the same as under the previous structure, with work in progress on arrangements for 2016 onwards.

The first step of the allocation process is to divide the staff/management resources and more technical/operational support between four main work strands (i.e. investigation, maintaining law and order, emergency, intake and service). The police budget is then split according to differing proportions across these four work strands.

The allocation of each of these budgets to the regional units is then based on a regression analysis. This looks for a statistical relationship between the measurable aspect of each work strand and various demographic and socio-economic variables in order to estimate workloads.

Denmark

The Danish Police operate a single national police force with a total of 11,000 police officers, divided between 12 districts. Police funding is determined using a statistical model. The model works by calculating an initial allocation based on the number of required police officers for each district. Allocations are then added based on the police resources needed for work on criminal case investigations (67% of total police workload) and response policing (33% of total police workload), as well as some special allocations (e.g. border-related activities). These resource allocations are based on the average activity levels across a rolling period of 3.5 years. The Danish National Police is able to accurately estimate the time spent on each activity area because employees are required to register daily how they spent their work day on the national personnel administration system.

Finland

The Finnish police have a single national police force divided into 24 local departments. A restructuring programme has been underway, part of which involves reducing the 24 local police departments to 11. The new organisational structure has been phased in from 2014. There has been no indication that the method of allocating resources will change as part of this.

The budget for the Finnish police is first calculated in man-years and this is then converted to a share of the total monetary budget. As in Denmark, the Finnish local police departments receive a basic allocation which is largely equal across all the police departments. A formula is then adopted to determine additional allocations for each police department based on the number of citizens, land area, number of emergency calls, number of crimes and number of solved crimes. There are also special allocations for activities that may impact on need for resources but which may not be undertaken by all police departments across Finland (such as financial crime).

Sweden

Sweden operates a single national police force, which is divided into 21 County Police Authorities.

The budget for the Swedish police authorities is allocated according to a simple statistical formula comprising the number of inhabitants and the number of recorded crimes in each area. All County Police Authorities are free to spend their allocations autonomously, provided the minimum national total of 20,000 police officers is maintained. The National Police Board also allocates a small amount of funding on the basis of special assignments, which may involve additional policing pressures, such as combating organised crime.

Norway

Norway has a single national police force, divided into 27 police districts. There are also 7 specialised central agencies to provide support to regional police in a number of areas.

The total police budget is divided between the 27 police districts on the basis of their man-years in relation to the national total. This involves converting all police officer positions to full time equivalents and then adding up the total number of working hours that these occupy to create a measure of man-years for each district. This is summed to form a total of man-years for the country as a whole. For each police district their figure is converted to a percentage of the national total of police man-years. This percentage distribution is applied to the total national police budget so that funding is divided according to the same distribution as the police workforce across the country.

Annex E: Domestic funding models

The funding models currently used by other central Government departments in the UK were reviewed to determine whether there were any aspects of these that may be applicable to a future police funding model. Models reviewed were those used by NHS England for allocations to Clinical Commissioning Groups (CCGs) and Primary Care, Department of Health for public health allocations to Local Authorities, Department for Education for allocations to Local Education Authorities, and the Department for Communities and Local Government for allocations to Local Authorities.

Department of Health

NHS England

Funding allocations for CCGs are calculated using a weighted capitation approach. This takes the size of each CCG's population and weights it according to need associated with age, additional need over and above that related to age, unmet need and health inequalities, unavoidable cost due to location alone, and unavoidable differences in costs associated with providing an emergency ambulance service across the country. Need is calculated separately for general and acute, mental health, maternity and prescribing. Unmet need and health inequalities are addressed using the standardised mortality ratio for those under 75 years of age.

Primary Care funding is allocated to Area Teams for Primary Medical Care (GPs), dentistry and pharmaceutical services. Primary Medical Care funding is based on a formula that uses GP registered populations adjusted for age-sex factors, nursing and residential homes, standard mortality index, Limiting Long-term Illness index, and unavoidable costs. The dentistry services formula uses national average costs by age, sex and IMD of patients' residence for those accessing NHS dental care. Pharmaceutical services funding uses the formula for prescribing from the CCG funding model scaled to the primary medical care population size and aggregated to Area Teams.

Pace of change policy moves CCGs and Area Teams towards their target funding over time. This involves determining target funding based on relative need as set out above, establishing a baseline (previous year's funding), calculating distance from target, and determining pace of change (how far CCGs/Area Teams are moved closer to their target allocation within the year through differential growth). Pace of change policy balances providing stability in funding for all organisations with moving those furthest under target closer towards their target.

Public Health

The Department of Health also uses a weighted capitation approach to distribute funding for Public Health to Local Authorities. The main component of this is the population size and demographic structure of each local authority, with adjustments (per head) for the standardised mortality ratio for those under 75 years of age (SMR<75), age and gender (based on e.g. alcohol consumption and smoking by age –gender group), and unavoidable costs due to location (the Market Forces Factor), as well as an adjustment for the activity and outcomes for drugs misuse services previously funded through the pooled treatment budget. They also implement a pace of change policy. Growth is capped at ten percent, with authorities furthest from target receiving a higher growth rate in order to move them at a quicker pace. There is a minimum growth rate that varies each year (2.8% in 2014/15). This formula was applied in 2013/14 and 2014/15. Allocations for 2015/16 were on a flat cash basis from 2014/15 allocations.

Department for Education

In 2015/16 the Department for Education set minimum funding levels for five pupil characteristics: a basic per pupil amount (age weighted pupil unit), pupils from deprived backgrounds, pupils who have been looked after (e.g. foster care), pupils with low attainment before starting at their school, and pupils who speak English as an additional language. They also set a minimum funding level for two school characteristics: a minimum funding level for each school on top of its per pupil funding (lump sum), and a minimum funding level for small schools that are essential to serving rural areas (sparsity sum). When local education authorities go on to create their own formulae for distributing the funding to schools in their area, the per pupil unit and the deprivation measure are mandatory. They have discretion around which other factors to include. A hybrid Area Cost Adjustment is also used, which takes into account teachers' pay, non-teaching staff pay and non-staff costs.

Department for Communities and Local Government

Local Government is funded through the Business Rates Retention Scheme (BRRS) which was introduced in 2013. In order to set the BRRS up, a funding level for every local authority was calculated for 2013/14. This funding level is based on the combined allocations of four different categories, as follows:

- *Individual authority start-up funding assessment*
When overall funding for the local Government sector was determined, a start-up funding assessment at local authority level was then allocated in two parts. 2013/14 formula funding calculations from the four block model (described earlier) were initially used to produce the share of relative need, relative resource and central allocation across services; a damping mechanism was then applied to ensure stability. Once this was done, nine specific grants (such as Early Intervention Grant and Council Tax Support Grant) were transferred in according to each area's spending control total profile.
- *Baseline funding level*
This was split into funding provided through Revenue Support Grant (RSG) and funding provided through the BRRS. These two amounts are determined by applying the Local Share: RSG ratio (in 2013/14, this was 10.1:15.2) to each local authority's individual start-up funding assessment.
- *Individual authority business rates baseline*
This was calculated by distributing the local share of the Estimated Business Rates Aggregate between all billing authorities on the basis of proportionate shares. Proportionate shares were based on a billing authority's historic business rate collection as a percentage of the total historic business rate yield. These were calculated using the average of business rates collected for 2010/11 and 2011/12 with a number of adjustments.
- *Tariffs and top-ups*
Should a local authority receive more in business rates than its funding level then Government retains the difference (the "tariff"). This is used entirely to "top up" local authorities who receive less than their funding level.

In later years the baseline funding level is uprated each year in line with the small business rates multiplier. Reductions to RSG are calculated by scaling each factor to its control total for the current year.

These scenarios are purely illustrative and are not an indicator of the likely grant outcome. Future exemplifications may vary significantly pending details of government decisions

Control total 2015/16 funding excluding National, International Capital City Grant

Baseline	Actual 2015/16 settlement
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Simplified Model Simplified Model as detailed in the HO consultation document

Scenario 1

Simplified Model excluding City of London

Scenario 2 Simplified Model excluding City of London and halving MOPAC's change in funding to -20%

Scenario 3

Funding per head and adjusting for resources based on inverted taxbase per head

N.B. change is from the baseline allocation

	Baseline 15/16	Simplified Model	Change	Scenario 1	Change	Scenario 2	Change	Scenario 3	Change
<i>Total</i>	£ 7,101,412,405	£ 7,101,412,405	0.0%	£ 7,101,412,405	0.0%	£ 7,101,412,405	0.0%	£ 7,101,412,405	0.0%
City of London Police	£ 52,327,302	£ 405,291,526	674.5%	£ 52,327,302	0.0%	£ 52,327,302	0.0%	£ 52,327,302	0.0%
MOPAC	£ 1,620,523,010	£ 928,008,782	-42.7%	£ 967,500,827	-40.3%	£ 1,296,418,408	-20.0%	£ 911,978,997	-43.7%
Greater Manchester Police	£ 410,352,920	£ 358,359,125	-12.7%	£ 387,008,081	-5.7%	£ 370,947,787	-9.6%	£ 315,053,643	-23.2%
Merseyside Police	£ 236,660,617	£ 224,096,044	-5.3%	£ 252,203,141	6.6%	£ 239,236,053	1.1%	£ 176,276,565	-25.5%
Northumbria Police	£ 218,746,341	£ 215,251,746	-1.6%	£ 218,615,353	-0.1%	£ 208,435,962	-4.7%	£ 179,363,361	-18.0%
South Yorkshire Police	£ 179,083,613	£ 207,918,732	16.1%	£ 221,028,413	23.4%	£ 209,720,934	17.1%	£ 174,788,168	-2.4%
West Midlands Police	£ 433,573,284	£ 401,845,584	-7.3%	£ 430,680,045	-0.7%	£ 413,580,540	-4.6%	£ 324,761,688	-25.1%
West Yorkshire Police	£ 302,563,768	£ 279,873,645	-7.5%	£ 297,594,021	-1.6%	£ 284,585,561	-5.9%	£ 265,771,018	-12.2%
Avon & Somerset Police	£ 162,439,679	£ 160,705,052	-1.1%	£ 166,522,652	2.5%	£ 158,268,259	-2.6%	£ 195,650,330	20.4%
Bedfordshire Police	£ 64,027,525	£ 85,202,880	33.1%	£ 91,697,000	43.2%	£ 85,036,218	32.8%	£ 94,220,578	47.2%
Cambridgeshire Police	£ 73,324,539	£ 90,391,461	23.3%	£ 93,804,639	27.9%	£ 87,460,783	19.3%	£ 111,958,166	52.7%
Cheshire Police	£ 106,858,136	£ 117,957,183	10.4%	£ 125,216,929	17.2%	£ 117,952,222	10.4%	£ 131,873,011	23.4%
Cleveland Police	£ 85,169,992	£ 113,994,164	33.8%	£ 127,014,234	49.1%	£ 118,340,983	38.9%	£ 90,527,163	6.3%
Cumbria Police	£ 59,884,427	£ 67,907,761	13.4%	£ 69,875,341	16.7%	£ 64,353,142	7.5%	£ 76,558,966	27.8%
Derbyshire Police	£ 100,405,768	£ 132,131,534	31.6%	£ 140,825,625	40.3%	£ 132,519,376	32.0%	£ 135,692,192	35.1%
Devon & Cornwall Police	£ 166,799,942	£ 156,605,420	-6.1%	£ 159,915,590	-4.1%	£ 152,124,660	-8.8%	£ 200,692,550	20.3%
Dorset Police	£ 58,904,281	£ 77,898,894	32.2%	£ 82,240,155	39.6%	£ 76,546,983	30.0%	£ 101,165,825	71.7%
Durham Police	£ 80,129,393	£ 104,905,408	30.9%	£ 109,740,071	37.0%	£ 102,178,248	27.5%	£ 96,319,229	20.2%
Essex Police	£ 159,625,497	£ 173,433,255	8.7%	£ 178,767,365	12.0%	£ 170,491,542	6.8%	£ 207,192,076	29.8%
Gloucestershire Police	£ 54,231,512	£ 71,302,837	31.5%	£ 75,797,826	39.8%	£ 70,062,419	29.2%	£ 87,013,753	60.4%
Hampshire Police	£ 184,202,673	£ 177,433,744	-3.7%	£ 183,396,784	-0.4%	£ 174,796,766	-5.1%	£ 225,142,145	22.2%
Hertfordshire Police	£ 108,381,991	£ 118,948,876	9.7%	£ 127,898,414	18.0%	£ 120,634,048	11.3%	£ 142,026,118	31.0%
Humberside Police	£ 114,467,622	£ 128,172,771	12.0%	£ 132,312,374	15.6%	£ 124,520,551	8.8%	£ 126,307,868	10.3%

These scenarios are purely illustrative and are not an indicator of the likely grant outcome. Future exemplifications may vary significantly pending details of government decisions

Control total	2015/16 funding excluding National, International Capital City Grant
Baseline	Actual 2015/16 settlement
Simplified Model	Simplified Model as detailed in the HO consultation document
Scenario 1	Simplified Model excluding City of London
Scenario 2	Simplified Model excluding City of London and halving MOPAC's change in funding to -20%
Scenario 3	Funding per head and adjusting for resources based on inverted taxbase per head

N.B. change is from the baseline allocation

	Baseline	Simplified Model	Change	Scenario 1	Change	Scenario 2	Change	Scenario 3	Change
Kent Police	£ 173,874,053	£ 177,681,828	2.2%	£ 185,041,034	6.4%	£ 176,477,927	1.5%	£ 209,119,621	20.3%
Lancashire Police	£ 180,741,464	£ 158,995,769	-12.0%	£ 166,961,912	-7.6%	£ 158,267,590	-12.4%	£ 181,000,460	0.1%
Leicestershire Police	£ 105,596,593	£ 119,598,810	13.3%	£ 125,627,346	19.0%	£ 117,915,145	11.7%	£ 136,426,351	29.2%
Lincolnshire Police	£ 59,064,939	£ 86,417,086	46.3%	£ 88,832,044	50.4%	£ 82,472,198	39.6%	£ 103,534,761	75.3%
Norfolk Police	£ 79,446,284	£ 103,034,720	29.7%	£ 105,862,210	33.3%	£ 99,211,484	24.9%	£ 117,469,509	47.9%
North Yorkshire Police	£ 69,117,292	£ 79,691,977	15.3%	£ 82,164,904	18.9%	£ 76,434,306	10.6%	£ 107,028,387	54.9%
Northamptonshire Police	£ 67,736,790	£ 90,366,287	33.4%	£ 95,062,899	40.3%	£ 88,539,275	30.7%	£ 100,435,286	48.3%
Nottinghamshire Police	£ 126,777,533	£ 151,525,698	19.5%	£ 158,321,722	24.9%	£ 149,538,816	18.0%	£ 145,732,588	15.0%
Staffordshire Police	£ 107,034,570	£ 134,921,093	26.1%	£ 142,336,984	33.0%	£ 134,195,251	25.4%	£ 142,529,588	33.2%
Suffolk Police	£ 63,955,548	£ 85,735,772	34.1%	£ 89,309,358	39.6%	£ 83,105,205	29.9%	£ 102,273,955	59.9%
Surrey Police	£ 91,907,437	£ 97,644,237	6.2%	£ 105,994,500	15.3%	£ 99,569,587	8.3%	£ 140,343,247	52.7%
Sussex Police	£ 152,590,722	£ 147,838,452	-3.1%	£ 154,548,627	1.3%	£ 146,809,162	-3.8%	£ 193,395,315	26.7%
Thames Valley Police	£ 216,346,035	£ 189,863,400	-12.2%	£ 194,713,188	-10.0%	£ 186,054,329	-14.0%	£ 264,320,613	22.2%
Warwickshire Police	£ 48,738,652	£ 70,223,205	44.1%	£ 76,370,835	56.7%	£ 70,474,716	44.6%	£ 81,363,934	66.9%
West Mercia Police	£ 110,366,015	£ 126,200,891	14.3%	£ 129,419,125	17.3%	£ 122,356,789	10.9%	£ 152,701,486	38.4%
Wiltshire Police	£ 58,501,439	£ 80,122,706	37.0%	£ 84,151,674	43.8%	£ 78,236,055	33.7%	£ 96,727,522	65.3%
Dyfed-Powys Police	£ 50,299,041	£ 62,930,596	25.1%	£ 64,194,790	27.6%	£ 59,803,879	18.9%	£ 73,216,050	45.6%
Gwent Police	£ 72,916,733	£ 93,000,109	27.5%	£ 100,302,819	37.6%	£ 94,219,259	29.2%	£ 82,118,126	12.6%
North Wales Police	£ 73,162,282	£ 84,879,187	16.0%	£ 87,228,414	19.2%	£ 82,069,171	12.2%	£ 91,874,160	25.6%
South Wales Police	£ 160,555,151	£ 163,104,159	1.6%	£ 172,985,837	7.7%	£ 165,123,509	2.8%	£ 157,140,733	-2.1%

For Information	
Public/Non Public*	Public
Report to:	Police and Crime Panel
Date of Meeting:	7th September 2015
Report of:	Paddy Tipping, Police and Crime Commissioner
Report Author:	Helen Kane, Executive Support Officer
E-mail:	nopcc@nottinghamshire.pnn.police.uk
Other Contacts:	
Agenda Item:	9

*If Non Public, please state under which category number from the guidance in the space provided.

PETITION FROM UNISON REGARDING A PROPOSED REDUCTION IN THE NUMBER OF POLICE COMMUNITY SUPPORT OFFICERS (PCSOs)

1. Purpose of the Report

- 1.1 To inform the Police and Crime Panel of a petition primarily organised by Unison about the proposed reduction in the number of Police Community Support Officers (PCSOs).

2. Recommendations

- 2.1 That the Panel note this report.

3. Reasons for Recommendations

- 3.1 At the Panel meeting on 1st June, the PCC informed the Panel that he was expecting to receive a petition from Unison in relation to a proposed reduction in the number of PCSOs. The petition has now been received and the PCC would like to update the Panel.

4. Summary of Key Points

- 4.1 A petition containing 21,153 names was presented by Unison representatives to the PCC on 30th July 2015.
- 4.2 The petition reads: "We, the undersigned Nottinghamshire residents urge the Police and Crime Commissioner to reconsider his decision to cut 72 Police Community Support Officer posts across Nottinghamshire and look at raising this money by increasing council tax by no more than £5 per year. We feel that the loss of these posts could mean the end of local policing in our communities."

- 4.3 The Budget for 2015-16 containing proposals to reduce the number of PCSOs was agreed by the Panel on 2nd February 2015. The issue of PCSOs was again raised on 15th June 2015 and there was no enthusiasm for a referendum to breach the 2% Council Tax cap.
- 4.4 The regulations concerning referendums of this type are laid down by Government. The earliest date a referendum could be held would be 5th May 2016. This is too late to make the savings required in 2015-16.
- 4.5 The £5 per year increase proposed by Unison would be insufficient to maintain PCSO numbers at their present level. A more realistic estimate is that it would require a 10% increase to the Council Tax to fund both the proposal and the costs of a referendum. This equates broadly to a £13 per annum increase on a Band B property (the majority of Nottinghamshire properties fall into this band) and is, of course, well in excess of the 2% referendum cap.
- 4.6 Nevertheless, the PCC commissioned a YouGov opinion poll of over 1,000 Nottinghamshire residents. The question (based on the ballot paper for Bedfordshire's referendum held on 7th May 2015) was as follows:
- "Part of the council tax in your area goes to the Nottinghamshire Police and Crime Commissioner.
- For the financial year beginning on 1st April 2016, the Nottinghamshire Police and Crime Commissioner has set an increase of 10% in the amount it charges.
- If most voters choose 'YES', the increase will be 10%.
- If most voters choose 'NO', the increase will be 1.98% instead.
- Do you want the Nottinghamshire Police and Crime Commissioner to increase the amount it charges by 10%? Yes / No"
- 4.7 22% of respondents replied that they would vote in favour.
- 4.8 This result equates closely to the Bedfordshire PCC's referendum last May when 30% of voters were in favour. Historically, referendums to exceed Council Tax limits occur rarely and are normally unsuccessful.
- 4.9 Following public consultation and receipt of the petition, the decision has been made to reduce the number of PCSOs by over 70 and this process is well advanced.

5. Financial Implications and Budget Provision

- 5.1 When the Budget for 2015-16 was agreed by the Police and Crime Panel on 2nd February 2015, Nottinghamshire Police had already had to make savings of £42 million over the last three years, a budget reduction of 20%. Last year, £10.7 million was saved. In the current year, savings of £11 million (after applying the use of £1.6 million reserves) were required. It seems likely that Nottinghamshire Police would have lost 50% of its Government Grant between 2010 – 2020.

- 5.2 Any precept increase is restrained by the referendum limit at 2%.
- 5.3 Given the scale of these reductions, a major reconfiguration of services was required. As approximately 80% of the Nottinghamshire Police budget is spent on officers and staff, it was inevitable that there would need to be staff reductions. Other savings, such as a reduction in senior officers (Assistant Chief Constables and Chief Superintendents), the closure of front counters and back office services have already been made. Work continues to maximise efficiencies through joint and regional working, but more savings were still required.
- 5.4 Whilst the public consultation regarding a possible reduction in the number of PCSOs was underway; the Chancellor announced in July that options of up to 25% and 40% reductions in grant for the next Comprehensive Spending Review beginning next April should be prepared.

6. Human Resources Implications

- 6.1 Nottinghamshire Police Human Resources are following a process based on the guidance laid down by ACAS, which states: 'The criteria must be consistently applied and be objective, fair and consistent. Basing any selection on skills or qualification will help to keep a balanced workforce appropriate to the organisation's future needs'. Nottinghamshire Police has worked closely with staff and Unions throughout the consultation to ensure a fair and objective process; in what is recognised as a difficult situation for individual PCSOs.

7. Equality Implications

- 7.1 Please see 6.1 above.
- 7.2 An Equality Impact Assessment (EIA) was undertaken by Nottinghamshire Police and this is attached as Appendix A.

8. Risk Management

- 8.1 No new risk implications.

9. Policy Implications and links to the Police and Crime Plan Priorities

- 9.1 Where the reductions in PCSO impact is a decision for the Chief Constable, once the outcome of the redundancy process is known. Both the Chief Constable and the PCC remain committed to neighbourhood policing and all parts of the county will continue to receive the support of a neighbourhood police team.

10. Changes in Legislation or other Legal Considerations

- 10.1 There are no changes in legislation or legal considerations relevant to this issue.

11. Details of outcome of consultation

- 11.1 The public were consulted on the proposed changes and a petition from Unison was submitted during the consultation period.
- 11.2 The decision to reduce the number of PCSO posts by over 70 has not been taken lightly. It is driven entirely by the very tough financial climate. The PCC and the Chief Constable recognise the concerns of Nottinghamshire residents and value neighbourhood policing. Neighbouring Police Forces in the East Midlands employ significantly fewer PCSOs and even with the reduction in numbers, this will continue to be the case. Proposals about next year's budget (2016-2017) will be put to the Panel at its meeting in February 2016. These will be informed by decisions on the next Comprehensive Spending Review (expected late November) and the provisional grant settlement (expected mid-December). All options, including the raising of the Council Tax above the cap level, will be considered during this process.

12. Appendices

- 12.1 Appendix A: the Equality Impact Assessment.

13. Background Papers

- 13.1 Budget Report for 2015/16 (published) - agreed by the Police and Crime Panel on 2nd February 2015.
- 13.2 Findings of YouGov opinion poll of 1,000 Nottinghamshire residents in June 2015.
- 13.3 Question from Bedfordshire Precept Referendum on 7th May 2015 (published).
- 13.4 Unison petition submitted 30th July 2015.

Nottinghamshire Police Equality Analysis



An EA is a tool to help us make sure that our policies and the way we make decisions or carry out our functions, do what we intend them to do and do it for everybody. This step by step document should be completed in parallel with the development or review of our functions and provides a record of the issues that you have considered and the consultation that has taken place in the development of our policy / project.

The protected characteristics that need to be considered throughout the impact assessment are:

Age
Disability
Gender reassignment
Marriage or civil partnership (employment only)
Pregnancy or maternity
Race
Religion or belief (or lack of)
Sex
Sexual orientation

Please ensure that you read the guidance notes for completion of Equality Analysis at the rear of this document before continuing. Click here to jump to the guidance section:

[Link to guide](#)

Title of Policy, Project or function:

Neighbourhood Policing (Police Community Support Officers)

Lead Officer:

Supt Fretwell

People involved in completing EA:

Helen Rodwell

Type of policy, project or function (double click and select checked):

Existing

☐

New/Proposed

☒

Changed

☐

Please note that you are required to explain your reasoning for each of your answers within this assessment. If a section does not apply, you must explain why.

Step 1 – Setting out your aims and objectives

It is important that the aims and objectives are clear. This will help you to identify who might be affected by the policy or function and whether that effect is likely to be positive or adverse. You should also consider any potential barriers to achieving your desired outcomes and how they can be overcome.

What is the aim of the policy, project or function?

The purpose of the project is to maintain a force Neighbourhood Policing Model that is designed to work with the community, partners and other key stakeholders. The project will deliver a flexible, efficient and operationally responsive model which aligns appropriate resource with the operational demand. This will be achieved by ensuring the right people with the right skills are in the right place at the right time.

Who will this policy, project or function affect, and how?

This project will affect all Police Community Support Officers (PCSOs). The proposal is to reduce the number of PCSOs to 246.7 fte which is an approximate reduction of 78 people.

Who will you consult with and how?

Record all consultation on the consultation log (step 4)

Consultation with staff affected by way of group presentation, emails, option of one-to-one meetings for anyone who requests it and force intranet. Consultation with staff associations (Unison/GMB).

What outcomes do you want to achieve?

The desired outcome is a reduced number of PCSOs (246.7) and a Neighbourhood policing function that is aligned to the identified demand profile.

- Make better use of operational resources
- Ensure resources are in the right place at the right time to deliver local policing making it more efficient
- Increase efficiencies to ensure a cost effective approach
- Maintain the service to the public
- Clarify roles and who delivers the functions of neighbourhood policing within the team
- Use a RAM that aligns staff to a demand profile which is defensible and justifiable to the community, internal and external stakeholders
- Deliver problem solving for community issues
- Deliver prevention aimed at reducing overall demand
- Deliver community engagement and intelligence gathering
- Improve safeguarding to Vulnerable Persons within the community
- Develop a workforce mix that has the skills and abilities to deliver the different facets of Neighbourhood Policing, ensuring both quality of service to the community and cost effectiveness.
- Develop the skill sets and knowledge in the neighbourhood policing teams to deliver an improved service
- Develop a flexible workforce within Neighbourhood Policing

Are there any barriers to achieving these outcomes?

At this time there are no perceived barriers to achieving the outcomes.

Step 2 – Data collection

There is a need to understand what data or evidence is available when carrying out an equality analysis. This could include diversity monitoring data, surveys, statistical databases, consultation results, publications and other sources. Evidence-based policy making and delivery of our functions is more likely to be successful in achieving the desired outcomes.

What data or evidence is available?

A statistical break down of the protected characteristics of Police Community Support Officers was produced as detailed below.

What does your data tell you?

The data highlighted the following breakdown:

Sex:

Male 180

Female 166

Disability:

Yes 9

No 280

Null 57

Religion:

Agnostic 12

Atheist 18

Buddhist 1

Christian 67

Church of England 48

Methodist 3

Muslim 2

Not Disclosed 67

Null 107

Other/Not specified 6

Pagan 1

Roman Catholic 13

Sikh 1

Marital Status:

Cohabiting 8

Divorced 15

Living Together 12

Married/Civil Partnership 96

Married/Civil Partnership (Police) 9

Null 87

Separated 8

Single 110

Widowed 1

Age:

20 - 25 70

26 - 30 84

31 - 35 43

36 - 40 46

41 - 45 32

46 - 50 35

51 - 55 18

56 - 60 11

61 - 65 7

Pregnancy/Maternity:

Pregnancy 2

Maternity 6

<u>Ethnicity:</u>	
Asian/Asian British	5
Black/Black British	4
Mixed	3
Not stated	3
White	331
<u>Sexual Orientation:</u>	
Bisexual	6
Gay/Lesbian	9
Heterosexual	221
Not Specified	5
Null	91
Prefer not to say	14

What gaps are there in the available data or evidence?
The data gathered covers all the protected characteristics currently recorded.

Where there is no available data or there are significant gaps in data, consideration should be given to commissioning new research.

Step 3 – What is the impact

It is important that you use the data you have collected and the results from your consultation, to identify the potential impacts on the basis of the protected characteristics. You should always consult and engage with the people who could be affected, to ensure that you can identify opportunities to promote equality as well as mitigating any adverse effect. It is only the people who experience our service (internally and externally) who truly understand how we affect them.

Is there any adverse impact on any group based on a protected characteristic? Record your reasoning.
<p>Approx 47% of PCSOs are females and 10% are part-time. This is the group who it is envisaged will be most affected by the proposed changes in locations. The expectation is that this may have a greater impact on women rather than men, due to the fact that women are generally a higher proportion of carers for children, the elderly and the disabled. There may, therefore, be gender issues. This is supported by National statistics.</p> <p>Gender is not perceived as an individual issue outside of caring responsibilities. It is</p>

anticipated caring responsibilities will be impacted upon negatively by the change in location.

The caring issues are perceived to be primarily child care and to a much lesser extent caring for the elderly and disabled.

Flexible working requests, will be considered regardless of gender, therefore, there will not be a disproportionate adverse impact on either gender.

**Can any adverse impact be explained or justified?
Record your reasoning.**

The project will deliver a flexible, efficient and operationally responsive model which aligns appropriate resource with the operational demand. This will be achieved by ensuring the right people with the right skills are in the right place at the right time.

**Is there any positive impact on any group based on a protected characteristic?
Record your reasoning.**

Not identified

What action have you taken to mitigate or remove any adverse impact?

Taking into account the length of service profile of the staff, selection processes and matrices have been designed to test staff over a 12 month period

We will follow agreed HR Policies; previous good practice, employment legislation and will work closely with the Staff Associations to ensure that all changes are implemented in a non-discriminatory way. It will be our strongly preferred option at all times to obtain agreement for all changes.

Step 4 – Consultation Log

You should record all of the consultation you have undertaken in the development of your policy, project or function, as well as any changes that have been made in response to feedback from consultation. It is also important that the people or groups consulted are informed of any decision made in relation to their feedback and the reason for that decision.

To create more boxes, go to the last box on the bottom right of the table and press the TAB key

Person or group consulted (show how consulted)	Date	Feedback received (give details)	Were any changes made in light of this feedback? (include reasons)	Date fed back to consulted person or group
Unison/GMB	15/04/15	Use of Sickness Criteria in selection matrix	Amended scoring of sickness criteria to take due consideration of disability related sickness	At conclusion of conclusion.
PCSOs	20 – 24/04/15	Various.	Frequently Asked Questions provided feedback on all points raised.	Consultation concluded 15 th June 2015 Final Consultation Document summarised .

Step 5 – Make a decision

Based on the above evidence you must now decide what recommendation to make in relation to your policy, project or function. There are four possible outcomes from an EA as listed below. You must also describe what arrangements will be made for monitoring and reviewing the effect of your policy, project or function on equality. This monitoring information will help you to understand whether your policy or project has produced the expected outcome, or requires further changes to achieve the desired outcome.

What measures are being taken to monitor and review the impact of the policy, project or function?

Include due date of review

Final Recommendations:

- ☐ **No major change:** The EA shows that the current policy or practice is robust and there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken.
- ☐ **Adjust the policy, project or function:** the EA shows potential problems or missed opportunities. Adjust the policy or activity to remove barriers or better promote equality.
- ☐ **Continue the policy or activity despite known issues:** The EA identifies the potential for adverse impact or missed opportunities to promote equality. Clearly set out the justification for continuing with the policy or project. Any justification must be in line with the duty to have due regard.
- ☐ **Abandon the policy, project or function:** The EA shows actual or potential unlawful discrimination, it must be stopped or removed. (Please state how the implications of abandoning this activity will be managed).

Step 6 – Publish the EA

Send an electronic copy of your EA to Corporate Documentation to arrange publication after obtaining sign off from the identified lead officer.

Lead Officer Authorisation

Date forwarded to Corporate Documentation

Nottinghamshire Police

Equality Analysis (EA) – Guidance for practitioners

What is an EA?

An EA is the thorough and systematic analysis of a proposed or existing policy, practice, procedure or strategy, to determine what effect, or likely effect, it will have on different groups in the community.

EAs may anticipate and identify the equality consequences of particular policy initiatives and ensure that as far as possible any negative consequences for a particular group or sector of the community are eliminated, minimised or counterbalanced by other measures. They help us by:

Identifying whether we are excluding different groups from any of our policies, procedures, strategies and services.

Identifying and eliminate any direct or indirect discrimination.

Assisting us in considering alternative policies or measures that might address any adverse impact.

Incorporating equality into our policies and practices.

Giving us a better understanding of the needs and aspirations of our employees and the communities we serve.

When do we need to do an EA?

We are required by law to conduct an EA for all our policies, procedures, strategies, function and service to ensure we do not discriminate against people in respect of:

**Age,
Disability,
Gender Identity,
Marriage and civil partnership, (employment only)
Pregnancy and maternity,
Religion or belief,
Race,
Sex, or
Sexual orientation.**

These are known under legislation as protected characteristics and we are under a duty to ensure we do not discriminate against people on the basis of these characteristics and aim to promote equality of opportunity for people falling within these groups.

In particular, we should complete an EA whenever:

- The policy affects employment or employment opportunities.
- The policy affects the service we deliver to our communities.
- The policy is of significant interest to our communities or the wider public.
- The policy relates to an area of known inequality.

The question that needs to be asked is - under your proposal:

- § would you receive a different outcome if you were from one the groups above
- § would this outcome be adverse i.e. worse for you than for others not in your group
- § can anything be done to address this adverse outcome

The aim of the EA process is to ensure that any proposal reflects the needs of the diverse communities we serve and ensure there is equality of access and shared benefit across all groups. It is important to recognise that providing the same service in the same way to everyone may create disadvantages to some groups. Different groups have different needs and indeed different people within the same group may have different needs. The aim of the process is to ensure that where practicable and reasonable, we can address an individual's need in a manner that is appropriate to them.

Note: there is a legal requirement to ensure that services undertake reasonable adjustments for persons who are disabled, even where this involves treating disabled persons more favourably than other persons.

EA's should enable us to identify and negative impacts that a policy my have and help identify ways in which we can mitigate this or bring positive benefits for under-represented groups.

There are 2 types of negative impacts that screening could identify.

The first is **discrimination**.

Discrimination means to treat a person or group unfairly or less favourably than another which is against the law in relation to the 6 equality strands.

Discrimination can be direct or indirect.

- **Direct discrimination** is when someone is deliberately treated unfairly due to an irrelevant characteristic, such as their race, gender, age, disability, religion/belief or sexual orientation. An example is to not employ someone who is qualified for the job because he or she is disabled.
- **Indirect discrimination** occurs when a criterion or practice is applied to everyone but has the effect of putting a particular group at a disadvantage. An example is an organisation having a requirement that all its jobs are full time. This could prevent those groups who are likely to want part time hours, such as women, from working for the organisation.

If you identify discrimination, action must be taken immediately to prevent or remove it. Otherwise, it may be determined that the Force is breaking the law. Conducting an equality impact assessment allows you to identify potential discrimination.

If you are screening a new policy or service before it is implemented and you identify that discrimination is likely to take place, you must not implement the policy or service until action is taken to remove discrimination. If you identify discrimination when screening an existing policy or service you should take immediate and urgent action to remedy it.

The second type of negative impact is **unmet needs**.

- Unmet needs are specific requirements of particular groups that might be overlooked. Whilst overlooking specific needs may not be against the law, doing so may have a negative effect on different groups, preventing them from accessing a service, applying for a job or taking part in society for example.

An example of unmet needs could be not asking about dietary requirements when organising a meeting or event. This could mean that people who cannot eat certain foods for religious or health reasons are not provided for.

If you identify unmet needs you should consider how you can make your service or policy more inclusive and accessible for all groups.

For example:

- Providing information in different formats
- Delivering the service in a different way for different groups
- Publicising the service in different ways and in different places so more people can learn about it

In this way you will be helping to promote equal opportunities and offer a better service to all customers.

EA's are not a tick box exercise. They are key to enabling the Force to make decisions and achieve better outcomes by taking account of the needs of the people we serve.

EA's never really end. Once we introduce our proposal we should continue to ensure that it delivers what we intended for all in our communities by monitoring the outcomes and consulting with the users or recipients of our service.

EA's are not a separate bolt on at the end of our proposal. Consulting with our communities is a key part of developing your proposal and should be done before a decision is finalised. Consultation is about engaging with others to improve our understanding of an issue and how it can be addressed. It is not merely a hoop to jump through to get a proposal 'rubber stamped'.

EA's are not just about addressing discrimination and adverse impacts. The process of the EIA should also aim to positively promote equality of opportunity and access to services.

Outcomes of an EA.

There are four possible outcomes of an EIA:

Option 1:

No major change the EA demonstrates that the policy is robust and that the evidence shows no potential for discrimination and that all opportunities to promote equality have been taken.

If this conclusion is reached it will be essential to document the reasons why and the evidence used and to have the EA quality assured. The assessment and the reasons for it will need to be brought to the attention of the decision maker (if it is not the person assessing the policy).

Option 2:

Adjust the policy to remove barriers or better promote equality

In considering how to adjust the policy, two possible courses of action will need to be considered. Firstly, it may be possible to remove or change the aspect of the policy that creates the unwanted impact. This simply relates to the particular aspect of the policy and does not mean that the whole policy will have to be abandoned.

Example 1

When developing its EA of a Bill on further education, the then DfES (now DCSF) identified that a disproportionate number of students from ethnic minority communities left full-time education at 16 and did not return until after the age of 19. This meant that the draft Bill's key proposal to provide financial support for students between the ages of 16 and 19 would not be of equal benefit to these students. Consequently, as a result of its EA, the department extended its financial support to 16-25 year olds

Secondly, the policymaker may introduce additional measures to reduce or mitigate the potential impact – by setting out the steps that the public authority will take to remove or reduce the potential impact. This could be an adjustment to the policy, substantially replacing the policy with a different approach or introducing additional measures that counteract the unwanted impacts. The impact of any changes needs to be fully understood and assessed to ensure that they do not have unintended consequences and can really achieve the impact expected.

Example 2

While considering its response to growing knife crime, the Metropolitan Police carried out an EA which identified a high probable impact on black and ethnic minority communities due to any action they might take. It was also aware that members of these communities were keen to see action taken. The Equality Analysis led to the development of an improved strategy to manage relations between officers and the community, especially during sensitive operations. This included:

- § increased community engagement and involvement in operational activities
- § members of the local community being part of street operations, leafleting, listening to local people and explaining police procedures,
- § and specific training for operational staff to improve the experience of stop and search for all concerned. It was particularly important to ensure that those

questioned felt they were being treated with respect and also that they understood the reasons for the police action.

Option 3:

Continue the policy despite potential for adverse impact or missed opportunities to promote equality

The EA needs to clearly set out the justifications for doing this and must be in line with the duty to have due regard. For the most important relevant policies, particularly weighty reasons will be needed. It is important to underline that there can be no justification for direct discrimination and that indirect discrimination will need to be justified according to the legal requirements. Further details can be found in the relevant codes of practice from the Commission website.

Option 4:

Stop and remove the policy – if the policy shows actual or potential unlawful discrimination it must be stopped and removed or changed

At the other end of the scale are policies that are discriminatory or that create or enable unlawful discrimination. These must be immediately stopped and changed. Identifying what is and isn't unlawful discrimination can be difficult, even for the courts. For help in identifying what is unlawful discrimination, please refer to the guidance on the Commission website, including the codes of practice on each of the public sector duties and the anti-discrimination legislation.

Data collection and evidence

We should ensure that any proposal and the accompanying EA is made on the basis of evidence. Data may be obtained from a number of different sources. For example, there may be information from surveys done by the organization or data on the types of people using a particular service. There may be also data compiled nationally as part of social research into problems and issues faced by particular groups. Other organizations and forces may have useful evidence/data collected from their EA's. Evidence and data are important in helping identify our customers and gauging the potential impact of a new policy.

For example, survey data may suggest that a service is under-used by certain groups. Whilst there may be a perfectly good reason for this, investigation should be made to ensure that access to the service by these groups is not due to barriers not faced by others outside this group. It could be that service hasn't been promoted using approaches appropriate and sensitive to the needs of these groups such as different formats, languages, communication channels etc. It could be that service is less accessible to certain groups due to the way it is delivered. A service requiring internet access is likely to be unhelpful or inaccessible (or less accessible) for older people or persons with learning difficulties etc. By identifying potential barriers and the issues and problems faced by certain groups, we can take steps to ensure that access is wherever possible inclusive for all the communities and customers we serve.

While EAs are designed to ensure that we make better decisions serving the needs of all the customers we serve, they are not designed to prevent decisions being made. In cases where it is not possible to hold off making a decision or adopting a policy in order to complete a full EA, you should undertake basic provisional EA with a plan to conduct a fuller EA with clear timescales for when this will happen. This should be recorded in the Action Plan.

Action planning

An action plan should be developed, monitored and reviewed.

The action plan should include:

- actions identified as necessary;
- Identification of who is responsible for implementation of actions timescale for implementation
- timescale and actions for review, and details of how the effects of actions will be
- evaluated to measure if expected outcomes are achieved in practice.

Involvement and consultation

Whatever the policy, project or function you are assessing, It is vital that you consult and involve the people that the activity may affect. In the case of disabled people, the requirement is for involvement, which goes further than consultation, with the expectation that disabled people will be actively involved in the development of the work. This could include ensuring that disabled people are recruited as members of relevant planning groups or working groups where appropriate.

There are many ways of consulting or involving people in the development of a policy, project or activity. These could include personal contact or liaison with relevant individuals, planned consultation events or meetings hosted by the organisation or attendance at pre-existing meetings or groups with an interest in the potential issues that have been identified.

Previous feedback from communities has shown that people often prefer to have organisations come to their own meetings or focus groups, rather than organisations expecting people to take time out to attend hosted consultation events. It is vital that the EA is completed by someone with a detailed knowledge of the project, to ensure that the right people or groups are identified for consultation.

Finding the right people or groups can sometimes be difficult; however most areas will have voluntary or statutory organisations that hold directories of contact details for relevant groups or individuals. In Nottinghamshire there are a number of these groups including CVS, NAVO, Self help Nottingham etc. all of these can be easily found via the internet and may be able to advise on relevant groups or contacts for consultation.

All consultation and results should be recorded on the consultation log along with details of whether feedback has led to changes or not. The log should also contain details of how the organisation has fed back the results of the consultation to the people or groups consulted.

Monitoring and Reviewing

The assessment, and the involvement and consultations associated with it, will have helped to anticipate the policy's likely effects on different communities and groups. However, the reality is that the actual impact of the policy will only be known once it has been introduced. It may become necessary to revise the policy where unintended and unexpected negative impacts occur. Additionally, a range of factors can affect a policy's effectiveness. Area demographics can change, leading to different needs that will have to be considered, alternative provision may become available through other sources, or options to reduce an adverse impact that were not there at the time of the initial equality analysis may become apparent.

Systems to enable monitoring of the actual impact of the policy therefore form a vital part of an EA and should be set out in the final section of the EA. In developing these, the following should be considered:

- What the type of data needed is and how often it will be analysed.
- How to continue to involve relevant groups and communities in the implementation and monitoring of the policy (in line with broader policy review and equality scheme commitments).
- Who will be responsible for the monitoring.
- When the policy will be reviewed and what evidence could trigger an early revision.

The type of data used during EA is also likely to be useful for monitoring. The following are likely to be of particular relevance to monitoring the actual impact:

- Service level data (including the additional data you have identified as part of the EA).
- Feedback, comments and complaints.
- Inspection reports and other performance evaluations.
- Involvement activities.

This data should be disaggregated for all relevant equality groups and can cover, for example:

- Levels of service take-up by different groups.
- Levels of satisfaction.
- Outcomes for different groups.

EA is an ongoing process that does not end once a document has been produced. The assessment and the monitoring and evaluation arrangements will need to be accompanied by a plan that sets out how and when the policy will be reviewed. It will also be important to use the findings of the analysis to identify appropriate 'triggers' that will indicate problems with a policy and suggest that a revision will be needed. The Commission suggests that a review that considers the actual impact of a policy should be undertaken no later than one year after its introduction. This is not repeating the EA, but going back to the original assessment and using the information and experience gained through implementation to check the findings and make any necessary adjustments. If the authority considers that one year is too short an amount of time in which to see how a particular policy operates, the EA should document the reasons for this and what the timescale should be.

Further guidance

Detailed guidance on the completion of EAs is available from the Equality and Human Rights Commission website

www.equalityhumanrights.com

Publication

It is a requirement that all EAs are published. Therefore it is important to ensure that sensitive or personal information is removed from the published version as appropriate. Publication in Nottinghamshire Police should be arranged through the Corporate Documentation mailbox. Further advice on this can be obtained from Martin Bakalarczyk on ext 800 2649

COMPLAINTS UPDATE

Purpose of the Report

1. To update the Police and Crime Panel on complaints considered under the Complaints Procedure.

Information and Advice

2. The Police and Crime Panel is required to make suitable arrangements for handling complaints against the Police and Crime Commissioner and his Deputy. Criminal complaints must be referred to the Independent Police Complaints Commission, while local arrangements are required for dealing with other complaints. The Panel has adopted a complaints procedure which is attached for reference as an **Appendix** to this report.
3. Since the last report to Panel in April 2015 two complaints have been addressed to the Police and Crime Panel.
4. The first complaint was against the Police and Crime Commissioner. The complainant had complained to the Commissioner about the conduct of the Chief Constable and that the Commissioner had refused to record or look into the complaint and had issued an inappropriate reply which caused alarm and distress. The complainant sought a letter of apology and for the complaint to be recorded and investigated.
5. The County Council's Monitoring Officer has delegated authority for the initial handling of complaints from the Police and Crime Panel. She concluded that the complaint did not need to be dealt with by the PCP for the following reasons: -
 - a. The complainant had already received an apology from the Commissioner for any distress or alarm caused by correspondence,
 - b. The complaint to the Panel was about conduct that was already the subject of another complaints process and
 - c. The complainant's appeal to the Independent Police Complaints Commission found that the complaint was not upheld.
6. The complainant made a complaint about the way the matter was handled. The Chairman of the Panel reviewed this complaint and concluded that the matter had been properly handled by officers.
7. The second complaint related to the actions of Nottinghamshire Police staff and the failure of the Police and Crime Commissioner to hold the Chief Constable to

account for failure to control or discipline officers. Issues of policy were also raised.

8. The County Council's Monitoring Officer concluded that the complaint did not need to be dealt with by the PCP for the following reasons: -
 - a. There are separate procedures for complaints regarding operational policing matters, the Chief Constable and other police officers,
 - b. The complaints procedure relates to complaints about the Commissioner's conduct; this does not cover complaints about the merits of a decision, for example where somebody disagrees with a policy the Commissioner has introduced, and
 - c. The complaint related to conduct that was already the subject of another complaint and repeated the same concerns.
9. The complainant has subsequently made a complaint about the way the matter was handled. This complaint has been referred to the Chair of the Panel for review.

Other Options Considered

10. The report is for noting only.

Reasons for Recommendation/s

11. The report is for noting only.

RECOMMENDATION/S

That the Police and Crime Panel note details of the complaints received in respect of the Police and Crime Commissioner and his Deputy since April 2015.

Background Papers and Published Documents

None

For any enquiries about this report please contact:-

Sue Bearman, Senior Solicitor
susan.bearman@nottscc.gov.uk
0115 9773378

NOTTINGHAMSHIRE POLICE AND CRIME PANEL COMPLAINTS PROCEDURE

BACKGROUND

1. This procedure has been adopted to ensure compliance with the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 which are issued under the Police Reform and Social Responsibility Act 2011.
2. There are separate procedures for complaints against the Commissioner's office and staff, and complaints regarding operational policing, the Chief Constable and other police officers. Details are available on the Commissioner's website and on the PCP website.

AIMS/OBJECTIVES

3. To set out the way complaints against the Police and Crime Commissioner (the Commissioner) and the Deputy Police and Crime Commissioner (the Deputy Commissioner) will be handled by the Police and Crime Panel (PCP).
4. To reassure the public that complaints against the Commissioner and the Deputy Commissioner are dealt with fairly and appropriately.
5. To reassure the public that any complaint relating to a criminal offence will be referred by the PCP to the Independent Police Complaints Commission.

INITIAL HANDLING OF COMPLAINTS

Meaning of 'Complaint'

6. This Procedure relates to complaints about the conduct of the Commissioner and the Deputy Commissioner. 'Conduct' means the way things are done or not done, statements are made and decisions taken. It does not cover complaints about the merits of a decision, for example where somebody disagrees with a policy the Commissioner has introduced. The PCP can consider whether a decision was taken properly and in accordance with procedures, but it cannot substitute another view for that of the Commissioner.

Submitting a complaint

7. The PCP has delegated authority for the initial handling of complaints, together with other aspects of the process, to the Host Authority's Monitoring Officer (Nottinghamshire County Council's Monitoring Officer) under Section 101(2) of the Local Government Act 1972.

Complaints should be sent to:

**The Monitoring Officer
Nottinghamshire County Council
County Hall**

**West Bridgford
Nottingham
NG2 7QP**

Or emailed to Jayne.Francis-Ward@nottscc.gov.uk

8. When submitting a complaint it is helpful to provide as much information as possible, to be specific regarding what was allegedly said or done, the date it happened, and whether there were any witnesses. A form is available on the website.

Timescales

9. Wherever possible complaints will be acknowledged within 5 working days, and concluded within 40 working days if dealt with through informal resolution (see paragraph 29 below).

Duty to preserve evidence

10. Where a complaint is made, the first task is to ensure that all appropriate steps are taken to obtain and preserve evidence relating to the complaint. This duty is ongoing until or unless arrangements are made for the complaint to be dealt with through informal resolution (see paragraph 29 below). This is the exception because informal resolution does not involve the investigation of the complaint (i.e. obtaining evidence about it).

Notification and recording of complaints

11. If the complaint relates to another police force area, the police and crime panel for that area must be notified.
12. If the complaint relates to the PCP's police force area it will be recorded.
13. If the complaint is recorded, the complainant and the person complained against will be provided with a copy of the record of complaint. However:
 - The record may be altered to protect the identity of the complainant or any other person.
 - In some cases the Monitoring Officer may decide not to provide a copy of the record, if doing so might prejudice any criminal investigation or pending proceedings or would in some other way not be in the public interest. Any decision not to provide the record will be kept under regular review.
 - This duty to provide a copy of the record does not apply where the complaint has been, or is already being, dealt with by criminal proceedings, or where the complaint is withdrawn.
 - If a decision is taken not to notify or record a complaint, the complainant must be advised and given the reason.

Notification and recording of conduct matters

14. If an issue arises because of a media report or legal proceedings for example, and it appears that the Commissioner or Deputy Commissioner may have committed a criminal offence, this is referred to as a conduct matter.
15. A conduct matter is therefore where no formal complaint has been received, but the matter should be treated in the same way as if there was a complaint.
16. Such matters will be recorded in the same way as a complaint unless it has already been recorded as a complaint or is the subject of criminal proceedings.

Reference to the Independent Police Complaints Commissioner (IPCC)

17. The PCP is not responsible for investigating or determining whether a crime has been committed. The PCP has delegated authority to the Host Authority's Monitoring Officer for filtering complaints and deciding which complaints may amount to criminal conduct and should be referred to the IPCC. The Monitoring Officer may take advice from the IPCC before making a referral.
18. Any conduct matter (see paragraphs 14-16 above) and any serious complaint (a complaint about conduct that constitutes or involves, or appears to, the commission of a criminal offence) must be reported to the IPCC as soon as possible.
19. Any other complaint must be referred if the IPCC requires it.
20. Referrals should be made as soon as possible and no later than the close of business the day after the PCP becomes aware that the matter should be referred.
21. The complainant and the person complained about should be notified, unless doing so might prejudice a future investigation.
22. It is possible for the IPCC to refer any complaint back to the PCP for resolution.

Circumstances when the PCP does not need to deal with a complaint

23. The Monitoring Officer can decide not to refer the complaint for resolution, or to take no action at all, in the following circumstances: -
 - A complaint by a member of the Commissioner's staff, arising from their work
 - A complaint that is more than 12 months old where there is no good reason for the delay or the delay would be likely to cause injustice
 - A complaint about conduct that is already the subject of another complaint

- An anonymous complaint
 - A complaint which is vexatious, oppressive or otherwise an abuse of process for dealing with complaints
 - A repetitious complaint
24. The complainant will be notified if the decision is taken not to deal with a complaint.

Withdrawn complaints

25. A complainant can withdraw or discontinue their complaint at any time, by notifying the PCP in writing (addressed to the Monitoring Officer) and signing the notification. This must be recorded, and if the complaint has been referred to the IPCC they must be updated too.
26. The PCP may decide not to treat the complaint as withdrawn, but to treat it as a conduct matter and refer it to the IPCC in accordance with the procedure set out above. This decision will be made by the Monitoring Officer in consultation with the Chairman of the PCP.
27. The person who is the subject of the complaint will be kept informed, unless to do so might prejudice a criminal investigation or pending proceedings, or would in some other way not be in the public interest.

Conduct occurring outside England and Wales

28. The Commissioner and Deputy Commissioner are under a duty to notify the PCP via the Monitoring Officer, of any allegation, investigation or proceedings relating to their conduct outside England and Wales. The PCP can take whatever action it thinks fit in these circumstances. This decision will be made by the Monitoring Officer in consultation with the Chairman of the PCP.

Informal Resolution of Complaints

29. If a complaint is not referred to the IPCC or rejected it must be dealt with by informal resolution. This is a way of dealing with a complaint by solving, explaining, clearing up or settling the matter directly with the complainant, without an investigation or formal proceedings. It is a flexible process that may be adapted to the needs of the complainant and the individual complaint.
30. If a complaint has already been satisfactorily dealt with by the time it comes to the PCP's attention, the complaint may be considered resolved and no further action taken. The Monitoring Officer can take this decision following consultation with the Chairman of the PCP.
31. If action is to be taken the Monitoring Officer will make arrangements following consultation with the Chairman of the PCP.

32. The handling of the process can be delegated to : -

- A sub-committee or a single member of the PCP
- Another person, such as the PCC's Chief Executive or the Host Authority's Monitoring Officer
- But the Commissioner and Deputy Commissioner cannot be appointed to consider complaints against each other.

33. If a sub-committee or a person is appointed the PCP can take back responsibility for informal resolution at any time.

34. Informal resolution will be discontinued if the IPCC notifies the PCP that they require the complaint to be referred to them, or if the Monitoring Officer in consultation with the Chairman of the PCP decides the complaint should be referred to the IPCC.

Requirements for informal resolution

35. The intention is for the procedure to be flexible so it can be adapted to individual circumstances.

36. However, there are some formal requirements which are set out below:

No investigation can take place. The PCP has power to require the person complained against to provide information and documents to the PCP and to attend to answer questions. This does not amount to an investigation.
The complainant and the person complained against must be given the opportunity to comment on the complaint as soon as is practicable.
Any failure by the person complained against to comment on the complaint when invited to do so will be noted in the written record.
No apology can be tendered on behalf of the person complained against unless the person has admitted the alleged conduct and agreed to the apology.

The outcome of informal resolution

37. There will be no formal sanctions with informal resolution; ultimately the Commissioner and Deputy Commissioner are held accountable by the ballot box. However the PCP may publish a report or recommendation.

38. The aim is to resolve the complaint to the satisfaction of the parties involved. For example, the person complained against may agree that an apology

would be appropriate, an explanation might resolve the concern, or an agreement on how to move forward may be reached following mediation.

Publishing the outcome of informal resolution

39. A record of the outcome of the informal resolution must be made as soon as practicable after the process is completed. Copies must be provided to the complainant and the person complained against.
40. The record of the outcome of informal resolution can be published if it is considered to be in the public interest. This decision rests with the Monitoring Officer in consultation with the Chairman of the PCP. Before doing so the complainant and the person complained against will be invited to comment, and their views will be considered.

Keeping records

41. A record of all complaints received will be kept until 12 months after the Commissioner and/or Deputy Commissioner leaves office. The record will include the name of the complainant, details of the complaint and how the matter has been dealt with.
42. Summary reports regarding complaints dealt with under this procedure will be submitted to the PCP on a regular basis.

Appeals

43. There is no right of appeal to informal resolution.
44. However a complaint can be made about the way a matter was handled, for example if it was delayed or if there was a failure to record a complaint. In the first instance the complaint should be addressed to the Chairman of the PCP:

The Chairman of the Police and Crime Panel
Nottinghamshire County Council
County Hall
West Bridgford
Nottingham
NG2 7QP

45. If a satisfactory response is not received the complainant can refer the matter to the Local Government Ombudsman:

The Local Government Ombudsman
PO Box 4771
Coventry
CV4 0EH

PANEL MEMBER DEVELOPMENT

Purpose of the Report

1. To note the forthcoming induction day which is planned for Monday 5 October from 9.30 am to 4.00 pm.
2. To consider arranging the proposed Members' Workshop to consider emerging national Police and Crime issues in early December rather than early October as initially planned.
3. To seek Members' views on other possible areas of development.

Information and Advice

Induction Day – 5 October 2015

4. As requested by Members, an induction day has been arranged for Monday 5 October 2015 at Force HQ, Sherwood Lodge, Arnold. This event is aimed primarily at new Members but existing Members are also welcome to attend.
5. The day will provide further information about the roles and responsibilities of the Panel and will offer an opportunity to hear the views of the Commissioner and the Deputy Commissioner. There will also be a tour of Force Headquarters and sessions with relevant Force officers about Neighbourhood Policing, Contact Management, Professional Standards, Firearms, Dogs and Regional Collaboration.

Members Workshop – Emerging Police and Crime Issues

6. The Panel agreed at its meeting on 15 June 2015 to arrange a workshop in early October to look at a number of issues emerging nationally around the Police and Crime agenda. In light of the date of the Induction Day and the fact that information about the Comprehensive Spending Review will not be available in early October it is suggested that it would be more beneficial to arrange this event for early December. If the Panel agrees this suggestion then Members' availability will be checked prior to a date being finalised.

Other Possible Areas of Development

7. The Home Office funding for the Panel includes money to cover Members' expenses, including costs of attending conferences, seminars and training events. A number of members have utilised this funding to attend relevant training courses about Police and Crime Panels and more specific policing and crime issues. Should any Member wish to attend an external training course they are asked to contact Keith Ford in the first instance to discuss further.

8. Members' views are also sought about any other areas of possible development that would be helpful for individual Members or the Panel as a whole.

Other Options Considered

9. To not offer development opportunities for Members but this would not assist the Panel in undertaking its statutory responsibilities.

Reasons for Recommendation/s

10. To clarify arrangements for planned events and to seek members views on other possible areas of development.

RECOMMENDATION/S

- 1) That Members note the Members' induction day planned for 5 October 2015.
- 2) That Members consider deferring the proposed workshop planned to consider national Policing governance and funding issues from early October to early December (date to be confirmed).
- 3) That Members note the funding available for attending relevant conferences, seminars and training events and suggest other possible areas of development.

Background Papers and Published Documents

None.

For any enquiries about this report please contact:-

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