

CAMBRIDGESHIRE POLICE AND CRIME PANEL	Agenda Item No. 6
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Report of Cambridgeshire Police and Crime Commissioner

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MONITORING THE DELIVERY OF THE POLICE AND CRIME COMMISSIONER’S POLICE AND CRIME PLAN – TRANSFORMATION THEME

1. PURPOSE

- 1.1 The purpose of this report is to update the Cambridgeshire Police and Crime Panel (the “Panel”) on the delivery of the Transformation theme within the Police and Crime Commissioner’s (the “Commissioner”) Police and Crime Plan (the “Plan”).

2. RECOMMENDATION

- 2.1 The Panel is recommended to note the report.

3. TERMS OF REFERENCE

- 3.1 Item 6 – to review or scrutinise decisions made, or other action taken, by the Police and Crime Commissioner in connection with the discharge of the Commissioner’s functions.

Item 8 - To support the effective exercise of the functions of the Police and Crime Commissioner.

4. BACKGROUND

- 4.1 Under the Police Reform and Social Responsibility Act 2011, the Commissioner is required to produce a Plan. The Commissioner’s Plan became effective from the 1st April 2017 and is structured around four key strategic themes: Victims, Offenders, Communities, and Transformation. Each theme has its own aim and has a framework through a series of shared outcomes to enable all agencies with a part to play in community safety and criminal justice, to strategically direct the future delivery of services through these common goals. Each theme is supported by key objectives and priorities for action.
- 4.2 There are strong mechanisms in place to scrutinise the overall performance of Cambridgeshire Constabulary (the “Constabulary”), including the priorities and outcomes set out in the Plan. Performance data is included within the Quarterly Performance report data pack and reported to the Commissioner’s Business Coordination Board at three monthly intervals. Effective partnership working is also key to the delivery of the Plan.

5. TRANSFORMATION CONTEXT

5.1 Transformation of public services in the county, regionally and nationally is key to delivering improved outcomes and ensuring value for money for the public purse. The Transformation theme of the Plan has four principle objectives with detailed actions in order to deliver these objectives:

- Drive efficiency and effectiveness in policing through local, regional and national collaboration;
- Work with partners to realise the benefits for community safety which can be derived from improved governance and integrated delivery;
- Continue to drive transformation within Cambridgeshire Constabulary;
- Identify the best way for fire and policing to work together in the future.

5.2 The Commissioner's Medium Term Financial Strategy 2018/19 to 2021/22 (MTFS) is the principal strategy through which the Plan is being delivered. The MTFS, which was approved by the Commissioner in January 2018, set a balanced budget for 2018/19 and a budgeted and balanced plan for the medium term financial period.

5.3 Another fundamental strategy to delivering the Plan, in particular the Transformation theme, is strong partnership governance. The Commissioner nor the Constabulary can deliver the Plan in isolation.

5.4 The Commissioner has the legal power to scrutinise, support and challenge the overall performance of the Constabulary and hold the Chief Constable to account for the performance of the Constabulary, which includes the delivery of the relevant objectives within the Commissioner's Plan. This holding to account and reassurance is carried out in a number of ways: through regular 1:1's, internal strategic meetings, the Performance Working Group, the Business Co-ordination Board, Finance Sub-Group, and Estates Sub-Group. More widely across policing partnerships this is delivered through various governance mechanisms at a tri-force, regional and national level, with some of these meetings being chaired by the Commissioner.

5.5 In line with the Plan, the Commissioner is also working with partners to address issues which have a direct impact on the demands on policing, turning opportunities into actions, and driving through efficiencies and effectiveness, all of which are key to delivering objectives within the Transformation theme.

5.6 The legislation also enables the Panel to scrutinise and support the Commissioner in the exercise of his statutory functions and the performance of the Commissioner, but the law does not provide for the Panel to scrutinise the Chief Constable or operational policing. Therefore, this report explores each of the Transformation objectives in turn, outlining the Commissioner's governance arrangements that are in place to both hold directly to account and to influence delivery of the objectives, and the progress made towards achieving the shared outcomes and aims of the Transformation theme within the Plan.

6. Drive efficiency and effectiveness in policing through local, regional and national collaboration

6.1 The Police Act 1996 (as amended) governs collaboration in the police service to achieve more efficient and effective delivery of policing services. Sections 22A to 23A provide for joint working between police forces and/or policing bodies (a Commissioner) and/or parties where the collaboration delivers greater efficiency or effectiveness to at least one of the participating forces or policing bodies.

- 6.2 The Policing and Crime Act 2017 further enables collaboration agreements to be made between emergency services, provides a framework within which agreements can take place, and places a duty on them to ensure that all opportunities for collaboration to improve efficiency and effectiveness are fully explored.
- 6.3 The Police and Crime Commissioners and Chief Constables of Bedfordshire, Cambridgeshire, and Hertfordshire (referred to as the 'Strategic Alliance') have signed a Memorandum of Understanding confirming their strategic intent to collaborate in a range of areas under the broad headings of Joint Protective Services (JPS), Organisational Support Services, and Operational Support Services. Collectively the collaboration of the three police forces of Bedfordshire, Cambridgeshire, and Hertfordshire is referred to as 'BCH'.
- 6.4 The agreed objectives of the Strategic Alliance include:
- provide effective and efficient operational and organisational services at reduced cost;
 - deliver a target operating model which protects and enables local policing in each force area by sharing organisational and operational support services;
 - provide agreed levels of service to support frontline policing whilst meeting the funding challenge;
 - assist in achieving the aims contained within each Commissioner's Plan whilst also having regard to the requirements of the Strategic Policing Requirement¹.
- 6.5 **JPS** is led by Bedfordshire Police and includes: Armed Policing Unit; Cameras, Tickets and Collisions; Civil Contingencies Unit; Dog Unit; Major Crime Unit; Operational Planning Support Unit; Roads Policing Unit; Automatic Number Plate Recognition; Forensic Collision Investigation Unit; Scientific Services Unit.
- 6.6 **Organisational Support Services** is led by the Constabulary and includes Procurement, Professional Standards, Human Resources (HR), Information Management and ICT.
- 6.7 **Operational Support Services** is led by Hertfordshire Constabulary, and includes Criminal Justice, Custody, and Digital Contact and Mobilisation.
- 6.8 The arrangements for governance and accountability of collaboration across the Strategic Alliance enables all three Commissioners, both individually and collectively, to hold their Chief Constables to account. Collectively this is undertaken through a Strategic Alliance Summit, whose members are the three Commissioners, their Chief Executives and the Chief Finance Officers. The Cambridgeshire Commissioner currently chairs the Strategic Alliance Summit meetings.
- 6.9 The Strategic Alliance is responsible for developing and maintaining shared collaborated services which promotes the delivery of each Commissioner's Police and Crime Plans, setting the strategic direction and decision making, ensuring strategic risks are being managed and mitigated based on a shared appetite, annual budget setting, financial monitoring, and considering new services for collaboration.
- 6.10 A number of sub-groups sit under the Strategic Alliance, such as the Professional Standards Governance Board, which enable Commissioners or their representatives to hold to account, support and scrutinise in these areas of collaboration.

¹ The Strategic Policing Requirement document sets out the threats that require a national policing capability to ensure they are tackled effectively.

6.11 BCH collaborative working is now fully embedded and has succeeded in driving out operational and financial efficiencies. The total budget for 2017/18 for BCH was £37.342m (30% of the total Constabulary budget but will rise to £40.249m during the life of the newly approved MTFS (through to 2021/22) representing 27% of the Constabulary's spend. Table 1 below shows this broken down over the MTFS period. The workforce projection of Constabulary officers within collaborated units is 251 for 2018/19.

6.12 Table 1: BCH Collaborated Budgets 2017/18 to 2021/22

Service	2017/18 (£'000)	2018/19 (£'000)	2019/20 (£'000)	2020/21 (£'000)	2021/22 (£'000)
Joint Protective Services	14,282	13,817	14,168	14,533	14,909
Organisational Support	13,352	13,892	14,240	14,852	15,491
Operational Support	4,227	4,204	4,309	4,436	4,568
Other Collaboration	4,493	4,885	5,014	5,146	5,281
Collaboration Overheads	1,448	561	575	0	0
TOTAL	37,802	37,359	38,306	38,967	40,249

6.13 Since the BCH collaboration programme was started total savings of £2.816m have been made. The new MTFS contains further savings plans of £4.761m over the period of 2018/19 to 2021/22. This includes savings to the BCH Change Team that has been managing the BCH programme, but with much of the BCH collaboration now being 'Business as Usual' the level of support required has significantly reduced. The Change Team capture risks and benefits realisation.

- £1.75m savings representing an expectation of 1% continuous improvement savings, from those collaborated units that are fully established.
- £0.417m of savings within the HR unit.

6.14 The Constabulary's spend and savings on collaboration is as follows:

	2016/17 (£'000)	2017/18 (£'000)	2018/19 (£'000)	2019/20 (£'000)	2020/21 (£'000)
Spend on collaboration £m	21.998	37.280	38.284	38.903	40.181
Savings from collaboration £m	0.920	0.630	1.090	0.256	0.021

6.15 The three collaboration areas are all in different places with regard to their maturity. JPS being very mature and fully embedded and their original savings fully realised. The Operational and Organisational support units are far less mature and are still driving out initial savings and efficiencies. Of these units, ICT is due to deliver £0.4m of savings in 2018/19 and HR £0.4m of savings over the period 2019/20 to 2021/22.

- 6.16 The original Business Case expected savings to have been delivered early within the collaboration. However, the Business Case was written at a time when a higher level of grant cuts were anticipated from central government leading to the expectation of a significant cut in officer and staff numbers (establishment numbers) across the three forces. It was assumed that this would result in a reduced requirement for HR support. However, the financial settlement was not as draconian as expected and the resultant reduction in Police Officer numbers has not materialised.
- 6.17 The result of this is a Business Case that highlights a higher level of savings than the service is reasonably able to deliver owing to having to support a higher establishment. This has meant a reassessment of the efficiencies savings that can be delivered. In addition, the Business Case delivery was dependent on the implementation of a new joint HR system across BCH. The timing of the implementation of the new system is fully dependent on the implementation of Athena² across the three police forces. As this was delayed so was the 'go-live' for the new HR system. This has resulted in a longer period of operating across three separate HR systems that bring about service inefficiencies.
- 6.18 The new HR system is now scheduled to 'go-live' in November 2018 which will then allow the service to drive out the efficiencies that will come from operating a single IT system across all three organisations.

7. Seven Force Strategic Collaboration Programme

- 7.1 In October 2015 the Seven Force Strategic Collaboration Programme (the "Seven Force Programme") was commissioned by the 14 Chief Constables and Commissioners of the Constabulary, Bedfordshire Police, Essex Police, Hertfordshire Constabulary, Kent Police, Norfolk Constabulary and Suffolk Constabulary. The Commissioners and Chief Constables meet quarterly at the Eastern Region Alliance Summit to review progress.
- 7.2 Beneath the Summit group a Seven Force Oversight Group convenes via teleconference every five to six weeks to oversee the Seven Force Programme and its work. The Oversight Group is chaired by the Cambridgeshire Commissioner and has representation from each of the counties at Chief Constable, Commissioners or Chief Executive level, plus engagement from Deputy Chief Constables and a Chief Finance Officer.
- 7.3 The Seven Force Collaboration Team continues to make positive progress and proposals covering a number of areas are being developed in line with the overarching aims of the Seven Force Programme, these being to deliver enhanced public service, efficiency, effectiveness, value for money and savings. Benefits realisation is at the heart of the Seven Force Programme approach.
- 7.4 Key workstreams under the Seven Force Programme are: National Specialist Capabilities Review; Building the Infrastructure (including HR, Finance, Estates, Resource Management Units, Learning and Development, Policy, Information Management, Transport, Communications and Change teams); ICT; Procurement. Each work stream is designed to identify potential benefits, plan how they will be realised and then facilitate their delivery. The range of benefits derived from, or assisted by, programme activity is broad and includes both quantitative and qualitative benefits. The Seven Force Programme provides a link into national reform programmes and the opportunity to assist the seven Chief Constables and their respective national policing responsibilities.
- 7.5 The MTFs for Cambridgeshire has savings plans of £0.665m over the period 2019/20 to 2021/22 (£8m across the seven forces).

² Athena is an integrated operational policing system which will enable officers and staff to easily view crimes, non-crimes and other information such as referrals and local resolutions in real-time across all participating forces

7.6 The Seven Force procurement programme enables the broadest police procurement collaboration in England and Wales. Significant work has been undertaken to analyse the contracts that exist across the seven forces, to establish those that will deliver benefits through single specifications and aggregation of spend across the forces. The procurement pipeline of contracts demonstrates when and in what areas benefits can be achieved. The alignment of contracts will lead to greater interoperability as well as increasing our efficiency and effectiveness across the forces.

7.7 The procurement strategy is managed by the Procurement Delivery Board and has identified a strategy of targeting the top 80% of contract spend across the seven forces, on the basis that this:

- contains major contracts and large one off purchases;
- usually involves 3-20% of total suppliers;
- will contain the majority of critical lines;
- will contain mandated and regional contracts;

8. Transformation within Cambridgeshire Constabulary

8.1 Even after a large part of the operational delivery of the Cambridgeshire requirements being delivered through BCH, 70% of the Constabulary spend is on Local Policing. Over the period of the new MTFS savings of £8.3m have been identified against the Local Policing budget. In addition the budget for 2018/19 has taken advantage of increasing the policing precept element of the Council Tax by £12 per annum and using the additional tax receipts to invest in further support for frontline policing.

8.2 These savings and efficiencies are being delivered in a large part through the implementation of the Chief Constable's Local Policing Review. This is expected to produce savings of £3.1m over the period, whilst also releasing funds to be reinvested back into the frontline service.

8.3 The MTFS is the primary strategy for delivering the Transformation agenda, which sets out the reserves strategy for the Commissioner over the MTFS period. This includes the strategic use of reserves, in the short time whilst the transformation programmes of the Constabulary are being delivered.

8.4 The Commissioner has a clear strategic direction with regard to estates. Once the Commissioner has provided the estates requirements to the Chief Constable to enable him to meet his operational policing needs, the Commissioner wants to turn the remaining assets into revenue generating assets. The principal asset that will enable this strategy is Parkside in Cambridge but the release of this asset is reliant on the building of a new Southern Policing Hub. Significant progress on this project is expected during 2018/19.

8.5 In order to ensure that the Estates Strategy is driving forward in the most effective way, the Commissioner is engaging with external experts in order to explore the most appropriate legal and governance structures that need to be put in place.

9. National influence

9.1 The Commissioner sits on a number of national forums, such as the National Commercial Board and the Local Government Association's Fire Management Committee. This enables the Commissioner to both influence the national policy agenda and also to have a 'golden thread' to cascade national objectives and best practice through to regional and force level work.

9.2 The National Commercial Board sets the strategic direction and approach towards police commercial and procurement activity, hold the programme and project leads, as well as national policing leads, to account for delivery or lack of progress, and maintain strategic oversight of how commercial and procurement opportunities fit with other police-led projects and initiatives. The Board's remit includes approving strategies and actions to accelerate delivery of savings, looking at options to progress estates rationalisation, and supporting the direction for collaboration.

10. Work with partners to realise the benefits for community safety which can be derived from improved governance and integrated delivery

Devolution and the Combined Authority

10.1 Much of the current focus of the Cambridgeshire and Peterborough Combined Authority (the "Combined Authority") has been developing vision and workstreams around the economy, housing, transport and employment and skills. The Commissioner, as an observer on the Combined Authority, is able to provide the perspective of how strategies can benefit vulnerable individuals and the wider system.

10.2 An Independent Economic Commission has been formed and is reviewing the case for greater fiscal devolution and benefits this will deliver. The Commissioner has provided a formal evidence response to the Commission highlighting the importance of inclusive growth.

10.3 Devolution for Cambridgeshire and Peterborough recognised key issues around public service reform, with a focus on prevention and early help and exploration on how to integrate responses to root causes of vulnerability. In response to devolution and the creation of the Combined Authority and shared county council and Peterborough City Council management structures, parallel Cambridgeshire and Peterborough partnership arrangements are transforming into one shared partnership structure. A new integrated Cambridgeshire and Peterborough partnership structure is emerging, and the Commissioner has been working closely with partners to help create appropriate linkage back to key strategic and statutory boards, to maximise potential benefits for community safety.

10.4 The Combined Authority are wishing to launch and fund a Public Service Reform Commission. This would bring together innovative thinking from across the public and private sector and provide resource and capacity to speed up public sector reform in Cambridgeshire and Peterborough. The Commissioner will work closely with local public sector leaders to identify the potential benefits for community safety through any new devolution, governance or delivery mechanisms.

Community Safety

10.5 The main delivery vehicle to promote Community Safety in Cambridgeshire and Peterborough are the six Community Safety Partnerships (CSPs) all operating within District/Unitary Council boundaries. The Countywide Community Safety Strategic Board (CCSSB) Terms of Reference and membership was reviewed and relaunched in March 2017, with members signing a new Countywide Community Safety Agreement (the "Agreement").

10.6 The Agreement recognised that community safety issues do not always respect district boundaries, and that co-ordination of effort can lead to economies of scale, joined up working, and more effective outcomes. Statutory responsibility for delivery will remain with the Responsible Authorities³ and CSPs. Peterborough City Council voluntarily entered the Agreement in order facilitate effective working across Cambridgeshire and Peterborough on identified priorities.

³ The Crime and Disorder Act 1998 ("1998 Act") and subsequent amendments through other legislation places a statutory responsibility on local authorities, the police, and key partners (the "Responsible Authorities") to reduce crime and disorder in their communities.

- 10.7 The CCSSB is chaired by the Commissioner, and includes representatives from each of the CSPs as well as Responsible Authorities and other key partners. A number of thematic delivery boards report into this countywide board focussing on identified high priority issues such as domestic abuse, human trafficking, youth offending and road safety.
- 10.8 The CCSSB does not have a power to direct other organisations rather to challenge and support them to ensure the Responsible Authorities effectiveness in reducing crime and disorder in their communities. CSPs are scrutinised by their local authority's relevant Committee, which provides key Elected Member involvement in the process. The Panel supports and scrutinises the Commissioner; its remit does not extend to scrutinising CSPs.
- 10.9 Increasingly public services are being designed, developed and delivered as part of a wider system where the organisational ownership of any given opportunity or issue is less important than ensuring the opportunity is taken or issue is resolved by all organisations working together.
- 10.10 Alongside this thematic systems-based approach, the importance of existing and the potential of new, area-based working is also widely acknowledged – the issues in Fenland for example are often very different to those in, say, South Cambridgeshire.
- 10.11 The changing partnership landscape and potential impact has been highlighted to CSPs and Responsible Authorities through the CCSSB as the appropriate governance mechanism in both October 2017 and January 2018. The purpose of which is to encourage consideration of the positive implications for the future delivery of community safety work.
- 10.12 Each CSP has been actively considering how best they can respond to the new landscape. For example, CSPs have been asked to work with the emerging Living Well Partnerships and further explore what steps are needed to create integrated health, social care and policing placed-based delivery vehicles.
- 10.13 At the January 2018 meeting of the CCSSB, an action was agreed to review and agree how CSPs worked with thematic delivery groups and other key partnerships to further facilitate effective working on agreed priorities and improved community resilience.
- 10.14 The Commissioner's office, the OPCC, agreed to co-ordinate the drafting of a Memorandum of Understanding that will formalise the findings of the review and be used to update the Agreement. The strengthened Agreement will drive further community safety benefits through improved governance and integrated delivery.
- 10.15 The Commissioner has encouraged CSPs to look at the work they commission to ensure effective community safety and criminal justice commissioning. While the review is underway the Commissioner will not award grants for new projects. Any continued funding for existing projects will awarded based on evidence of continued need and or positive outcomes for communities. The aim of the Commissioner is to encourage evidence-based change.
- 11. Work with the Fire Authority to explore opportunities for fire and police to work together**
- 11.1 The National Emergency Service Collaboration Working Group has showcased the benefits of different organisations coming together to improve the efficiency and effectiveness of the services they deliver to their communities. The Constabulary, Cambridgeshire Fire and Rescue Service and East of England Ambulance Service have fully supported this ethos and worked hard in recent years to build on their already strong relationships to improve services and save money.
- 11.2 In Cambridgeshire, a Police and Fire Interoperability Group has been established to provide direction and momentum to joint working initiatives, covering such areas as arson, training operations and organisational support. This Group has provided a coordinated approach to interoperability, as well as overseeing short and medium term projects. A project management infrastructure has been put in place and a process for prioritising work streams established. In

December 2017, a Memorandum of Understanding was signed between Police, Fire and Ambulance to formalise collaborative working arrangements and to demonstrate a strategic commitment to the principles of interoperability. This document will help establish the terms for future working relations between the emergency services across Cambridgeshire.

- 11.3 In October 2017 the Commissioner submitted a Business Case to the Home Secretary proposing that he becomes the Police, Fire and Crime Commissioner for Cambridgeshire and takes over the governance of the Fire and Rescue Service. The Business Case sets out anticipated savings that can be driven from this recommendation along with the acceleration of the combined estates collaboration between the two services. The Commissioner is still awaiting a decision from the Home Secretary.

12. CONCLUSION

- 12.1 This report sets out the significant breadth and depth of the work being undertaken at a local, regional and national level to take forward the Commissioner's aspirations in his Plan. What is very clear is that transformation cannot be achieved in isolation or by one organisation. As with the other themes within the Plan, it requires a system-wide approach to build on the foundations of what has already been achieved to continue to enable and empower confidence and commitment by all to look at options to turn opportunities into action to deliver improved outcomes through innovation and collaboration.

13. BACKGROUND DOCUMENTS

Police and Crime Commissioner's 'Police and Crime Plan 2017-20 – Community Safety and Criminal Justice'

<http://www.cambridgeshire-pcc.gov.uk/police-crime-plan/>

'Medium Term Financial Strategy 2018/19 to 2021/22', Agenda Item 4.0, Business Co-ordination Board, 16th January 2018

<http://www.cambridgeshire-pcc.gov.uk/work/business-coordination-board/2018-2/bcb-16th-january-2018/>

Police Act 1996

<http://www.legislation.gov.uk/ukpga/1996/16/contents>

Policing and Crime Act 2017

<http://www.legislation.gov.uk/ukpga/2017/3/contents/enacted>

'Memorandum of Understanding for Organisational and Operational Shared Services'

http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2013/12/Beds_Cambs_Herts-MoU-Org-and-Op-Support.pdf

'Developing a Countywide Community Safety Agreement', Agenda Item 12.0, Business Co-ordination Board, 14th March 2017

<http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2017/03/17-03-14-BCB-Agenda-Item-12.0-County-Wide-Community-Safety-Agreement.pdf>

'Strategic Police and Fire Interoperability MoU Update', Agenda Item 8.0, Business Co-ordination Board, 16th January 2018

<http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2018/01/18-01-16-BCB-Agenda-Item-8.0-Police-Fire-Interoperability.pdf>

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