

POLICE AND CRIME PANEL PANEL HEDDLU A THROSEDD



North Wales Police and Crime Panel

Monday, 15 December 2014 at 2.00 pm
Bodlondeb, Conwy

AGENDA

1. **Apologies for absence**
2. **Declarations of Interest: Code of Local Government Conduct**
Members are reminded that they must declare the **existence** and **nature** of their declared personal interests.
3. **Urgent matters**
Notice of items which, in the opinion of the Chairman, should be considered at the meeting as a matter of urgency pursuant to Section 100B(4) of the Local Government Act 1972.
4. **Minutes** (Pages 3 - 10)
To approve and sign as a correct record minutes of the previous meeting.
5. **To consider reports by the North Wales Police and Crime Commissioner:**
 - a) Periodic Update by the North Wales Police and Crime Commissioner (Pages 11 - 28)
 - b) Comparison of the Budget of the Office of the Police and Crime Commissioner (Pages 29 - 31)
 - c) Update on the 2014/15 Budget (as at 30 September 2014) (Pages 32 - 35)

6. To consider reports by the Host Authority

- a) Review of membership of Police and Crime Panel (Pages 36 - 39)
- b) Response to the inquiry by the Committee on Standards in Public Life - Local Policing - accountability, leadership and ethics (Pages 40 - 61)
- c) Webcasting of Meetings (Pages 62 - 64)
- d) To consider the Forward Work Programme for the North Wales Police and Crime Panel (Pages 65 - 67)

7. Date of Next Meeting:

Monday, 19 January 2015 @ 2.00 pm

Membership of Panel

Cllr Amanda Bragg
Cllr Glenys Diskin (Chair)
Cllr Bob Dutton OBE
Cllr Philip C. Evans J.P.
Cllr Julie Fallon
Cllr William T. Hughes
Cllr Dilwyn Morgan
Cllr Colin Powell
Cllr Bill Tasker
Cllr Gethin Williams (Vice-Chair)

Flintshire County Council
Flintshire County Council
Wrexham County Borough Council
Conwy County Borough Council
Conwy County Borough Council
Isle of Anglesey County Council
Gwynedd Council
Wrexham County Borough Council
Denbighshire County Council
Gwynedd Council

Patricia Astbury
Timothy Rhodes

Independent Co-opted Member
Independent Co-opted Member

AGENDA ITEM 4

NORTH WALES POLICE AND CRIME PANEL

Monday, 15 September 2014 at 2.00 pm
Bodlondeb, Conwy

- Present: Councillor Colin Powell (Chair for meeting only)
- Councillors: Pat Astbury, Amanda Bragg, Bob Dutton (OBE), Julie Fallon, William T Hughes, Colin Powell and Tim Rhodes
- Lay Member/
Co-opted Member Pat Astbury and Tim Rhodes
- Officers: Ken Finch (Strategic Director - Democracy, Regulation and Support), Dawn Hughes (Senior Committee Services Officer), Richard Jarvis (Solicitor) and Nia Llwyd Lewis (Language Services Manager)
- Also in Attendance: Anna Humphreys (Chief Executive, Office of the Police and Crime Commissioner), Kate Jackson (Chief Finance Officer, Office of the Police and Crime Commissioner), Winston Roddick CB QC (North Wales Police and Crime Commissioner), Julian Sandham (Deputy North Wales Police and Crime Commissioner) and Detective Superintendent Jo Ramessur-Williams (North Wales Police).

122. APPOINTMENT OF CHAIR (FOR MEETING ONLY)

Due to apologies from both the Chair and Vice-Chair it was necessary to appoint a Chair for the meeting.

It was proposed and seconded that Councillor Colin Powell be appointed as Chair for the meeting only.

RESOLVED-

That Councillor Colin Powell be appointed as Chair for the meeting only.

123. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Glenys Diskin (Chair), Councillor Philip C. Evans J.P., Councillor Bill Tasker and Councillor Gethin Williams (Vice-Chair).

124. DECLARATIONS OF INTEREST: CODE OF LOCAL GOVERNMENT CONDUCT

Councillor Julie Fallon declared a personal, but non-prejudicial interest, as her husband is a serving Police Officer in the North Wales Police.

125. **URGENT MATTERS**

The Chair paid tribute to Councillor William Knightly MBE (previous Chair of the North Wales Police and Crime Panel), who had sadly passed away.

Those present at the meeting stood for a minute silence as a mark of respect for Councillor Knightly MBE.

126. **MINUTES**

The minutes of the North Wales Police and Crime Panel held on 2 June 2014 were submitted for approval.

RESOLVED-

That the minutes of the North Wales Police and Crime Panel held on 2 June 2014 be approved as a correct record.

127. **PERIODIC UPDATE BY THE NORTH WALES POLICE AND CRIME COMMISSIONER**

The Police and Crime Commissioner (PCC) provided the Police and Crime Panel (PCP) with his update report for the period 2 June 2014 to the end of August 2014.

The report concentrated primarily on the Panel's broader functions under Section 28 of the Police Reform and Social Responsibility Act 2011 to review or scrutinise decisions made or other actions taken by the PCC. In addition, the report also provided the Panel with the information it required to carry out its functions under Section 13 (1) of the Act.

The PCC highlighted the following areas of the report:

Police and Crime Objectives 1 – Prevent Crime:

- Recent figures provided by the Police Force, showed that all crime was showing an increase of 0.5% (year to date) and victim based crime was showing an increase of 1%.
- Anti-social behaviour (ASB) incidents had increased in recent months, but it was evident that this was part of a seasonal trend, as ASB was showing a reduction of 11% year on year.
- The Office for National Statistics had recently published the Crime in England and Wales Survey Data for the year ending March 2014. The crime figures show that in North Wales, overall, all crime including fraud had decreased by 3% and also all crime excluding fraud. This was higher than the national average and the reduction achieved by the North Wales Police for all crimes excluding fraud was the largest decrease in Wales.
- Shoplifting in North Wales showed an increase of 9% over the previous year and North Wales also showed an increase of 5% in domestic burglary.

Police and Crime Objective 2 – Deliver an effective response:

- Records show that the average emergency response time as of week 18 (2014/15) was 14.64 minutes.
- The abandonment rate for non-emergency calls currently stood at around 4%.
- Victim satisfaction surveys were conducted on a quarterly basis and the most recent results for the period up to March 2014 showed that victims' satisfaction with 'ease of contact' was very high and increasing, with 97% satisfied or very satisfied; but satisfaction with 'action' taken had deteriorated slightly but remained stable into quarter 4 of 2013/14, with 77% satisfied or very satisfied.

Police and Crime Objective 3 – Reduce harm and the risk of harm:

- The results of the crime survey showed that in England and Wales there had been a 20% increase in the number of recorded sexual offences and North Wales showed an 8% increase. The recent developments in Rotherham may add to this figure.

Police and Crime Objective 4 – Build effective partnerships:

- The PCP was requested to forward their views on collaboration to the PCC.

Her Majesty's Inspectorate Constabulary (HMIC) Inspection Reports:

- Since the last meeting the PCC had received three inspection reports from the HMIC. The PCC would be publishing his formal response to the Home Secretary on two of the reports shortly.
- In relation to the HMIC Crime Data Integrity Inspection, the PCC had published his interim response, a copy of which was circulated to the PCP at the meeting. In addition, a copy of the letter sent to Elfyn Llwyd MP was also circulated at the meeting. Mr Llwyd MP had expressed concerns publicly on the findings of the crime data integrity inspection; however the PCC explained within his letter to Mr Llwyd that the report had made a number of recommendations, all of which were concerned with the administrative process of recording incidents and crime; none of them were to do with the policing of those matters.
- Two matters had caused concern, one related to matters referred to the Public Protection Unit (PPU) by other agencies and the other was the recording of some incidents as 'none crimes'.
- Detective Superintendent Jo Ramessur-Williams, who is the Head of the North Wales Public Protection Unit was in attendance at the meeting and confirmed that all the incidents had been dealt with expeditiously and that it was an administrative oversight in the recording of the incidents and crimes; the matters should have been recorded as crimes when they were referred to the PPU rather than after they had been investigated.

- In relation to recording of 'none crimes', the PCP was informed that the Police Force had a duty to investigate all crimes and demonstrate clearly why crime was recorded as 'none crime'; the point, which the report was trying to make was that they should have been recorded as crimes when first reported and later recorded as 'none crimes'.
- The inspection report also described the handling of rape as very good. The introduction a year ago of a dedicated rape team had brought about an improved service to the victims of rape and demonstrated the commitment of the Force towards victims of such crime.
- The Detective Superintendent also informed the PCP that North Wales continued to lead the rest of the Welsh forces with regards to successful outcomes at court for offences of rape.

The PCC was thanked for his report and the PCP requested clarification on the recent advert for the post of Deputy Chief Executive.

The PCC informed the PCP that the position was a temporary appointment for 12 months to cover maternity leave for the current Chief Executive. The PCC also confirmed that the HR Department of the North Wales Police had set the salary.

The PCC was requested to provide data comparing the budget for the Office of the Police and Crime Commissioner (OPCC) to the previous North Wales Police Authority to ensure value for money. The Chief Finance Officer confirmed that the budget for the OPCC remained the same as the Police Authority at £731k and an underspend last year of £100k due to unfilled vacancies would be used to finance the post of Deputy Chief Executive.

The PCP questioned how the strategy for reducing Anti-Social Behaviour (-18%) was being implemented successfully, particularly when budgets were being reduced.

In response, the PCC stated that nothing deters crime more than a visual presence/accessibility to police resources. Police were deployed to hotspots and were frequently moved back and forth in an effective manner (yorking). In addition, a number of other factors had contributed to the reduction of ASB, including effective neighbourhood policing, targeting of repeat offenders, specific operations and partnership working.

The PCC stated that he would present the PCP with a more detailed paper on partnership working, including the strategies in place to address ASB and neighbourhood policing.

The PCC also referred to recent press articles relating to the blog 'Thoughts of Oscar'. The PCP was informed that the North Wales Police had no record of a complaint by Mr. Guto Bebb MP. The PCC also stated that he had met with Mr Bebb, which had been constructive and helpful and that the Chief Constable had agreed to look at complaints made by Mr Bebb's constituents.

The PCP also acknowledged the compassion of Police Officers when dealing with sensitive cases.

RESOLVED-

- (a) That the Police and Crime Panel notes the decisions and actions taken by the Police and Crime Commissioner, and the information provided within his update report.**
- (b) That the Police and Crime Commissioner provides comparative data in relation to the OPCC and the previous North Wales Police Authority to ensure value for money.**
- (c) That a detailed paper be presented to the Police and Crime Panel on partnership working and the strategies in place to address Anti-Social Behaviour and neighbourhood policing.**

128. UPDATE ON THE 2014/15 BUDGET (AS AT 30 JUNE 2014)

The Chief Finance Officer presented the Police and Crime Panel with an update report on the policing budget for North Wales.

The PCP was informed that as at 30 June 2014, the total projection to the end of year was a net underspend of £0.385m.

Expenditure was projected to be broadly in line with the budget, however this consisted of a number of projected over and underspends, the most significant relating to:

- Employees – projected overspend £0.564m
 - Police Officer Pay £0.254m overspend could be funded from the Probationer Reserve in line with the recruitment strategy.
 - Police Staff Pay £0.462m overspend – the number of agency staff was being reduced and the projected overspend was expected to reduce during the course of the year.
 - Allowances £0.220m underspend – the underspend had been calculated based on an estimate of the number of Officers retiring during this financial year.
- Supplies and Services – projected underspend £0.394m
 - Forensics £0.450m underspend – Forensics had been identified as an area where savings could be achieved; if this level of expenditure was maintained then the budget would be reduced in 2015/16.
- Income – projected additional income of £0.404m
 - Vehicle Replacement Programme – now fully underway, following a capital freeze in 2011/12; this had now resulted in a higher than usual volume of vehicle sales in 2013/14 and 2014/15.

In relation to the Capital Programme, the Chief Finance Officer advised the PCP that whilst it was normal for expenditure to be low at the start of the year, the budgets for many of the projects would need to be re-profiled.

The PCP was also informed that work was underway to identify the necessary savings for 2015/16 and 2016/17.

Reference was made to the use of agency staff and in response, the Chief Finance Officer advised that agency staff were used to backfill positions due to maternity leave and sickness absence; however a review would be undertaken in relation to this matter.

The PCP questioned whether frontline Officers would be affected by the necessary efficiencies/cuts. Members were informed that reviews of business activity were still being looked at, however the policing strategy would need to react to the current financial climate. Any changes to frontline policing would be discussed between the PCC and the Chief Constable.

The Chief Finance Officer also clarified that the potential underspend in relation to Forensics was due to new working practices, which would be more effective.

RESOLVED-

That the report be noted.

129. TIMETABLE FOR THE PROPOSED POLICING PRECEPT 2015/16

The Chief Finance Officer presented a report, which set out the proposed timetable for setting the precept for the 2015/16 financial year.

Appendix 1 of the report contained the Home Office guidance and statutory timetable for the Police and Crime Panel (PCP).

It was proposed that the Police and Crime Commissioner would notify the PCP of the proposed precept level for 2015/16 on 12 January 2015, one week in advance of the meeting of the Panel on 19 January 2015.

RESOLVED-

That the proposed timetable for setting the precept for the 2015/16 financial year be approved.

130. RESPONSE TO CONSULTATION ON HER MAJESTY'S INSPECTORATE OF CONSTABULARY'S (HMIC) PROGRAMME FOR REGULAR FORCE INSPECTIONS

The Strategic Director (Democracy, Regulation and Support) presented the Police and Crime Panel with the proposed response to the consultation on Her Majesty's Inspectorate of Constabulary's (HMIC) programme for regular force inspections.

The HMIC was developing a new programme of inspections of aspects of day-to-day policing in all police forces. This would allow the HMIC to examine what was happening on the ground in force areas, identify and disseminate best practice amongst forces and increase the chances of any

problems or service failures being discovered early, so that things were put right before they became more serious in terms of harm and cost.

The deadline to the consultation had been extended to Friday, 12 September 2014, therefore as this report was a public document, a draft copy of the response had been submitted to the HMIC and any changes made by the PCP would be forwarded to the HMIC subsequently. The Strategic Director had advised the HMIC of this course of action.

In relation to Question 2 – *Are there any other aspects of police work you would like to see covered by PEEL inspections*, the Strategic Director had made the comment that there was no reference to working in partnerships with other organisations, public or otherwise, in terms of aspects of the Force's responsibilities such as the Community Safety Partnership, Local Health Board, Local Resilience Forum, Social Care and Education.

RESOLVED –

That the North Wales Police and Crime Panel endorses the response to the consultation on Her Majesty's Inspectorate of Constabulary's programme for regular force inspections.

131. REVIEW OF MEMBERSHIP OF POLICE AND CRIME PANEL

The Strategic Director (Democracy, Regulation and Support) informed Members that a review of the membership of the Police and Crime Panel would be undertaken following the changes in the political make-up of Wrexham County Borough Council.

A report would be presented to the PCP following the meeting of the Wrexham County Borough Council and by-elections held by Conwy County Borough Council.

132. THE FORWARD WORK PROGRAMME FOR THE NORTH WALES POLICE AND CRIME PANEL

The Police and Crime Panel (PCP) was presented with a draft forward work programme for 2014/15 and 2015/16.

The Senior Committee Services Officer would amend the programme to include reports on Webcasting of PCP meetings; Review of Membership and Partnership Working.

Councillor Bob Dutton OBE made reference to an email he had received from one of his fellow Councillors, questioning comments made in relation to the North Wales Prison.

The Strategic Director (Democracy, Regulation and Support) informed Members, that if there were any questions for the PCC, they should be forwarded to him at Conwy County Borough Council prior to meetings of the PCP, so they could be dealt with in an appropriate manner.

RESOLVED-

That the Forward Work Programme for the North Wales Police and Crime Panel be approved, subject to the inclusion of the items highlighted above.

133. **DATE OF NEXT MEETING:**

The next meeting of the North Wales Police and Crime Panel would be held on Monday, 10 November 2014 at 2.00 pm.

(The meeting ended at 3.00 pm)

Update for the Police and Crime Panel 15th of December 2014

Winston Roddick CB QC, Police and Crime Commissioner, North Wales

This is my report to the panel for the period 1st September 2014 to mid November 2014. It is not concerned with the specific statutory reporting requirements with regard to the precept, appointments to my office, the revisions to my police and crime plan, or my annual report. It is concerned primarily with the panel's broader function under section 28 (6) of the Police Reform and Social Responsibility Act 2011 (the Act) to review or scrutinise decisions made or other actions taken by me as the Police and Crime Commissioner (the Commissioner) for north Wales and to make reports and recommendations to me as Commissioner in that regard. Also, pursuant to section 13 (1) of the Act, it provides the panel with the information which the panel reasonably requires of the Commissioner for carrying out its functions (the specific requests).

Section One: My scrutiny of North Wales Police

The purpose of this section of my report is to demonstrate how I have been fulfilling my principal function of scrutinising North Wales Police. I do that by measuring the force's performance of the four objectives of my plan against the measures set out. The plan and the principal medium through which I carry out that function is the strategic executive board (SEB) which I chair and on which the chief constable and his senior officers sit.

Prior to each meeting of that board, the chief constable provides me with crime statistics and other information including graphs, tables and charts (of the kind shown below) and it is by reference to these statistics and the trends they might reveal and the measures I mentioned earlier that I scrutinise the performance. For obvious reasons, I would be more concerned if the trend were bad rather than good but I do also scrutinise good trends because it is from these that we can learn what accounts for the improvements and how we might improve those in need of improvement.

This report concentrates on the Force's performance against the measures up to October 2014 and also the second quarter report on ['Work Streams to support the Police and Crime Plan'](#) prepared by the chief constable.



Police and Crime Objective 1: Prevent crime

There are four measures by which the performance of this objective is measured. They are the level of total crime, the level of victim based crime, the level of resolved crime by type and the level of anti-social behaviour (ASB). The measures are not intended to be seen as performance targets. Their purpose is to assist me in my questioning of the performance figures and to make plain the principal matters I will take into account in making that assessment.

The charts below, which were produced by the chief constable, show the number of all crime recorded and victim based crime recorded every 3 months since April 2010:

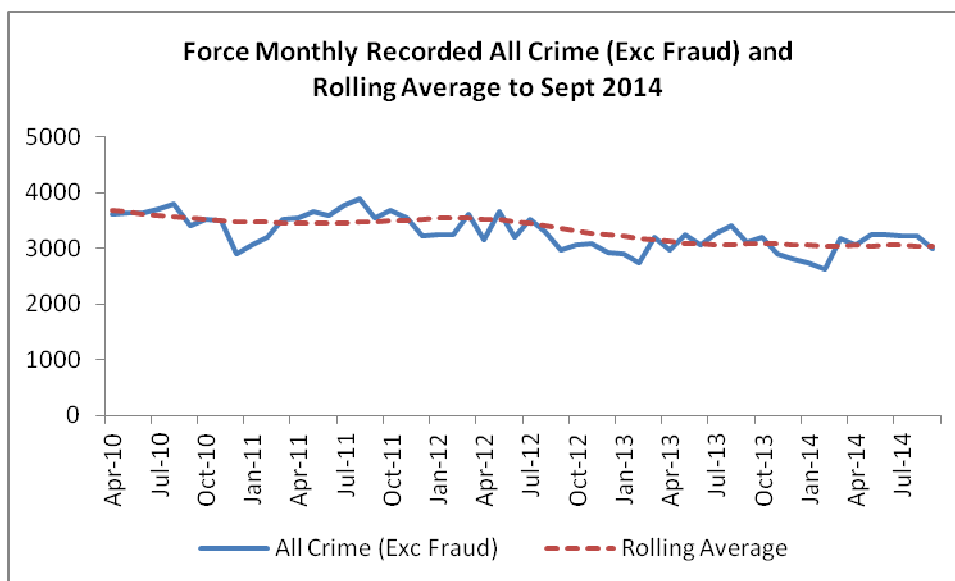


Figure 1: Monthly Recorded Crime and Rolling Average to Sept 2014 (source: North Wales Police)

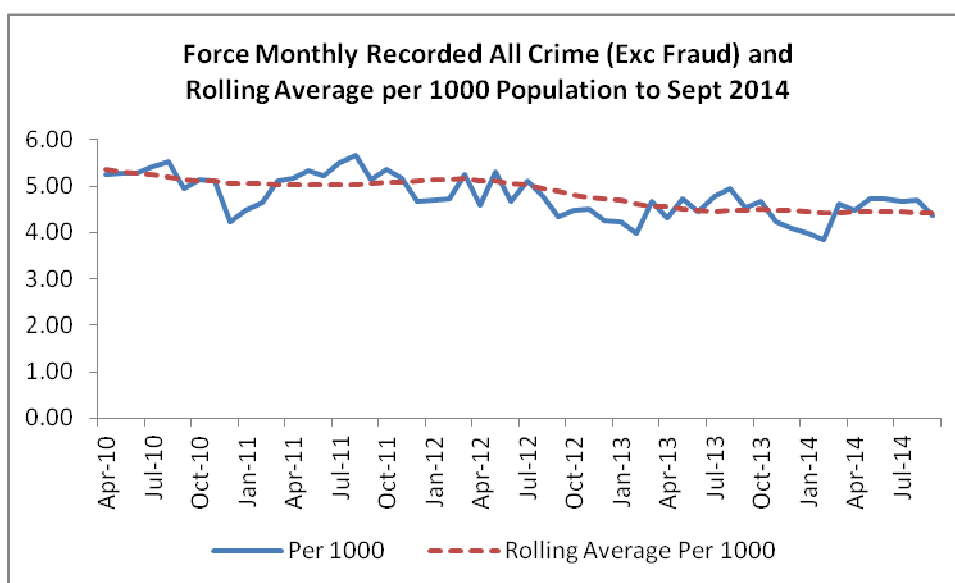


Figure 2: Monthly Recorded Crime and Rolling Average per 1000 Population to Sept 2014 (source: North Wales Police)

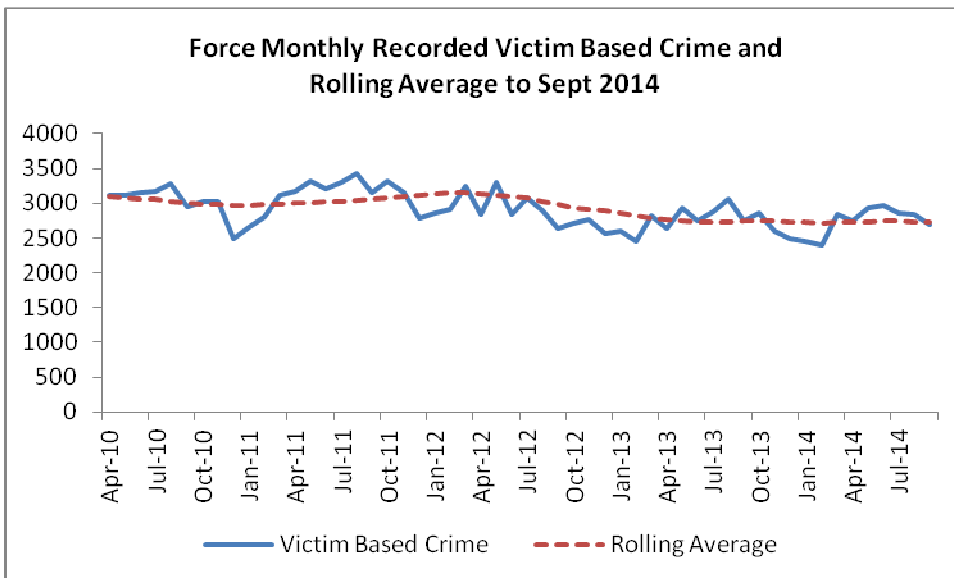


Figure 3: Monthly recorded victim based crime (source: North Wales Police)

The most recent figures provided to me by the force (as at the beginning of October 2014) showed that all crime decreased by 0.6% (year to date) and victim based crime decreased by 0.1%. Performance continues to move in a positive direction and this compares with a 1% increase in victim based crime year to date reported in the report to the last meeting of the panel (15 September).

The chart below shows that anti-social behaviour incidents increased between May and August 2014, but from looking at the chart it is evident that this was part of a seasonal trend. Anti-social behaviour is now showing a reduction of 12.4% year on year. To put the reduction in context, in September 2012 there were 3.11 incidents of anti-social behaviour recorded per 1000 population, in September 2013 there were 2.76 incidents, and in September 2014 there were 2.63 per 1000 population.

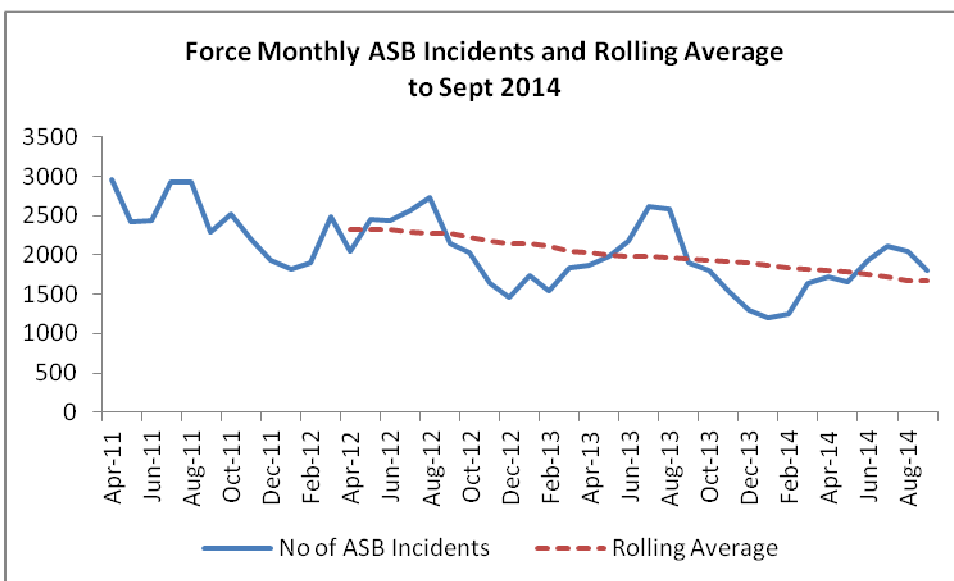


Figure 3: Monthly recorded anti-social behaviour incidents (source: North Wales Police)

The chief constable has informed me that our neighbourhood policing teams will endeavour to continue this performance by forward planning for the Christmas period.

The new crime outcomes were introduced in April 2014, and the data provided to me by the chief constable up to October 2014 is displayed in the table below. The revised process for recording outcomes has been in place for some months now and at the December meeting of SEB I will be undertaking detailed scrutiny activity of this data.

		1.1.1. Violence with injury	1.1.2. Violence without injury	1.2.1. Rape	1.2.2. Sexual offences (excluding rape)	1.3.1. Domestic Burglary	1.3.2. Non Domestic Burglary	1.3.3. Robbery	1.3.4. Vehicle Crime	1.3.5. Shoplifting	1.3.6. Other stealing	1.4.1. Criminal damage & Arson	Victim Based Crime
1	Charged/Summons	23.2%	18.2%	2.1%	9.9%	10.2%	4.9%	27.7%	9.8%	40.6%	4.2%	10.2%	15.5%
2	Caution - Youth	1.3%	0.6%	0.0%	1.0%	0.0%	0.0%	0.0%	0.0%	0.9%	0.4%	0.7%	0.6%
3	Caution - Adult	3.3%	3.2%	0.0%	1.3%	0.2%	0.6%	0.0%	0.5%	3.2%	1.3%	1.9%	2.0%
4	TIC	0.0%	0.0%	0.0%	0.0%	0.6%	0.2%	0.0%	0.1%	2.7%	0.0%	0.0%	0.4%
5	Offender Died	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
6	PND	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	5.2%	0.0%	0.2%	0.7%
7	Cannabis Warning	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
8	Community Resolution	6.2%	5.5%	0.0%	0.0%	0.3%	0.3%	0.0%	0.2%	12.3%	2.6%	3.8%	4.5%
9	CPS Not in Public Interest	2.1%	0.9%	0.0%	0.6%	0.2%	0.0%	1.5%	0.1%	0.0%	0.1%	0.1%	0.5%
10	Police Not in Public Interest	1.8%	4.7%	0.0%	4.2%	0.0%	0.2%	0.0%	0.1%	0.9%	0.8%	0.5%	1.4%
11	Suspect Below Age of Criminal Responsibility	0.8%	0.7%	0.0%	1.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.4%	0.3%
12	Named Suspect Too Ill	0.3%	0.5%	0.0%	0.3%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.3%	0.2%
13	Named Suspect - Victim/Witness Too Ill	0.1%	0.2%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%
14	Evidential Difficulties - Victim Declines or is Unable to Support	2.3%	1.8%	3.1%	1.0%	0.5%	0.4%	1.5%	0.7%	0.5%	1.3%	1.1%	1.2%
15	Evidential Difficulties - Victim Supports	9.9%	9.5%	8.4%	7.7%	3.7%	2.3%	10.8%	1.1%	2.0%	2.9%	2.6%	4.7%
16	Evidential Difficulties - Victim Withdrawn Support	20.0%	29.3%	11.5%	15.7%	1.2%	0.4%	3.1%	0.7%	1.1%	4.1%	6.4%	9.5%
17	Time Limit Expired	0.2%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%
18	Investigation Complete - No Suspect Identified	5.9%	4.5%	0.0%	5.4%	52.0%	69.3%	13.8%	69.3%	16.7%	61.6%	55.8%	37.8%
	Yet to be Allocated	22.7%	20.1%	74.9%	52.1%	31.2%	21.2%	41.5%	17.4%	13.5%	20.5%	16.2%	20.6%
	Sum:	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

There have been some notable changes in some core crime categories that I have been monitoring closely. The first is in the violent crime category. The year to date position using the latest available week 27 figures (1st April 2014- 6th October 2014) demonstrates that there was an increase of 6.9% (152 crimes) in the violence with injury crime category, and a 10.7% increase in violence without injury (242 crimes). This equates to an increase in total violence of 8.8% (an increase of 394 crimes).

Although the above figures are positive in comparison to an increase of 30% in violence without injury in May 2014, I have to bear in mind that north Wales is still experiencing an increase of 8.8% compared to the same period last year. In light of this I am continuing to carry out periodical scrutiny activities to ensure that the increase experienced continues to reduce. I believe that the progress experienced to date reflects the success of the co-ordinated policing operation which was designed to address violent crime throughout the force area. Whilst I am confident that the most recent data illustrates that the strategy has had a positive effect upon violent crime reductions, what I propose to do is to carry out further scrutiny to ensure that areas

with a high level of risk are prioritised rather than applying broad strategies across the whole region.

We are currently experiencing a 16.3% reduction in burglary dwelling with a decrease of 14% in burglary other than dwelling. These strong reductions demonstrate the force’s commitment to prioritising the prevention and detection of such offences. As a result of recent scrutiny activity, I am currently looking into the number of burglary dwelling investigations completed without a suspect being identified.

There has been a slight reduction in shoplifting since my last report to the panel. This demonstrates that performance is moving in the right direction. However, shoplifting is still presenting an 11.8% increase in comparison with the same period last year. The Christmas period could see a further increase in this type of offence; and I am therefore assured that a predictive policing campaign will be in place to reassure the business communities in the lead up to the festive period.

Since most shoplifting in north Wales takes place in the supermarkets an increase in shoplifting does not necessarily have the same impact on public confidence as an increase in burglary however, shoplifting is often a signal crime which highlights offenders who are active in an area or in need of support. I believe there needs to be a concerted effort to get to grips with the underlying causes of shoplifting, especially drug misuse and mental health issues.

The [Office for National Statistics](#) recently published the Crime in England and Wales Survey (CSEW) data for the year ending June 2014. The figures below pre-date the figures that have been provided within this section of my report. Within the CSEW data north Wales saw an increase in 13 out of 21 crime categories between June 2013 and June 2014. The figures for total crime in north Wales have increased by 1% within that time period. The national average for total recorded crime including fraud saw a 0% change and the total recorded crime excluding Fraud saw a 1% decrease.

The table below shows the decreases in crimes recorded in north Wales compared to the Wales and National averages:

Crime	NWP % Change	Wales Average (%)	National Average (%)
Violence With Injury	-1	7	8
Burglary	-4	-4	-4
Non Domestic Burglary	-8	-5	-2
Vehicle Offences	-7	-8	-5
Bicycle Theft	-9	14	1
Theft Other	-1	0	-5
Criminal Damage and Arson	-5	-3	-5
Public Order	-15	6	6

The next table shows the increases in crimes recorded in NWP compared to the Wales and National averages.

Crime	NWP % Change	Wales Average (%)	National Average
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			(%)
Violence Against the Person	9	17	11
Violence Without Injury	20	31	15
Sexual Offences	10	26	21
Robbery	3	-2	-10
Theft Offences	1	-1	-4
Domestic Burglary	1	-2	-7
Theft from Person	2	-17	-16
Shoplifting	17	6	5
Drug Offences	4	-12	-7
Possession of Offensive Weapons	12	-8	5
Miscellaneous Crimes	5	18	9

The highest increases were violence without injury, shoplifting, sexual offences and possession of an offensive weapon.

Within this police and crime objective, five work streams have been identified in the chief constables action plan, including developing and implementing a force and county crime and ASB reduction plan for 2014/15, further developing the identification of risk factors for people killed or seriously injured on our roads in partnership with others in order to focus prevention and enforcement activities, and developing a model to identify and respond to people or families who have a disproportionate impact on public services. I scrutinise the progress made and the development of each one of these work streams through my Strategic Executive Board.

I am also keen to engage in further discussions with partners and the Local Service Boards to ensure that identifying and responding to people who have a disproportionate impact on public services, as well as identifying the underlying causes of a number of offences, is captured in priorities and work streams within each area

Police and Crime Objective 2: Deliver an effective response

The three measures of this objective as set out in my plan are: (1) the average response times of attendance at police emergencies; (2) the amount of non-emergency calls classified as 'abandoned' calls; and (3) feedback received through victims' surveys.

Year on year, there has been a reduction in the volume of calls of 6.9%, down from 41644 to 38760. The average response time currently stands at 14.35 minutes, compared with 16.43 minutes during the same period last year.

The chart below provides an overview of the average response times.

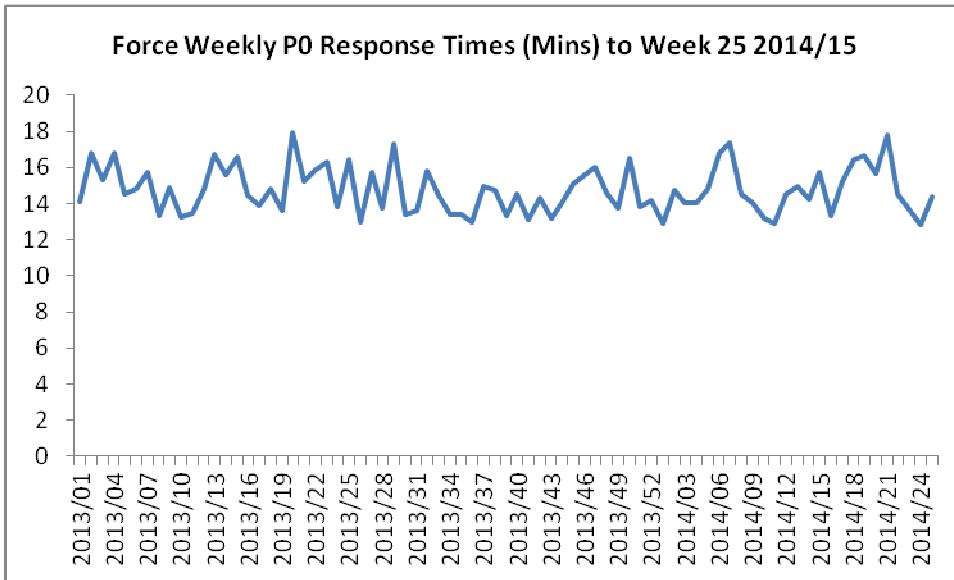


Figure 5: Weekly average emergency response times (source: North Wales Police)

The abandonment rate for non-emergency calls, which also falls to be measured under this crime objective, is routinely subject to scrutiny, and currently stands at 2.1%

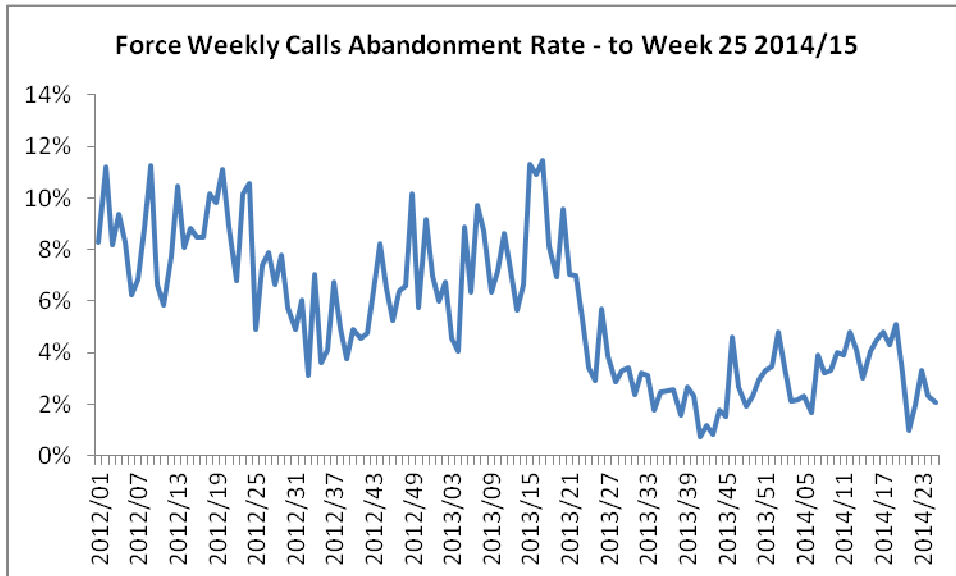


Figure 6: Weekly non-emergency calls abandonment rate (source: North Wales Police)

I am provided with victim satisfaction surveys on a quarterly basis. The most recent results for the period up to the end of June 2014, show that victims' satisfaction with 'ease of contact' is very high and increasing (currently 97% satisfied or very satisfied), and that satisfaction with 'action taken' has increased from the 77% reported to the Panel in my September 2014 report to 82%. Victim satisfaction with the whole experience stood at 83% at the end of June 2014.

User Satisfaction with Whole experience: Qtr 1 2006/07 to Q1 14-15

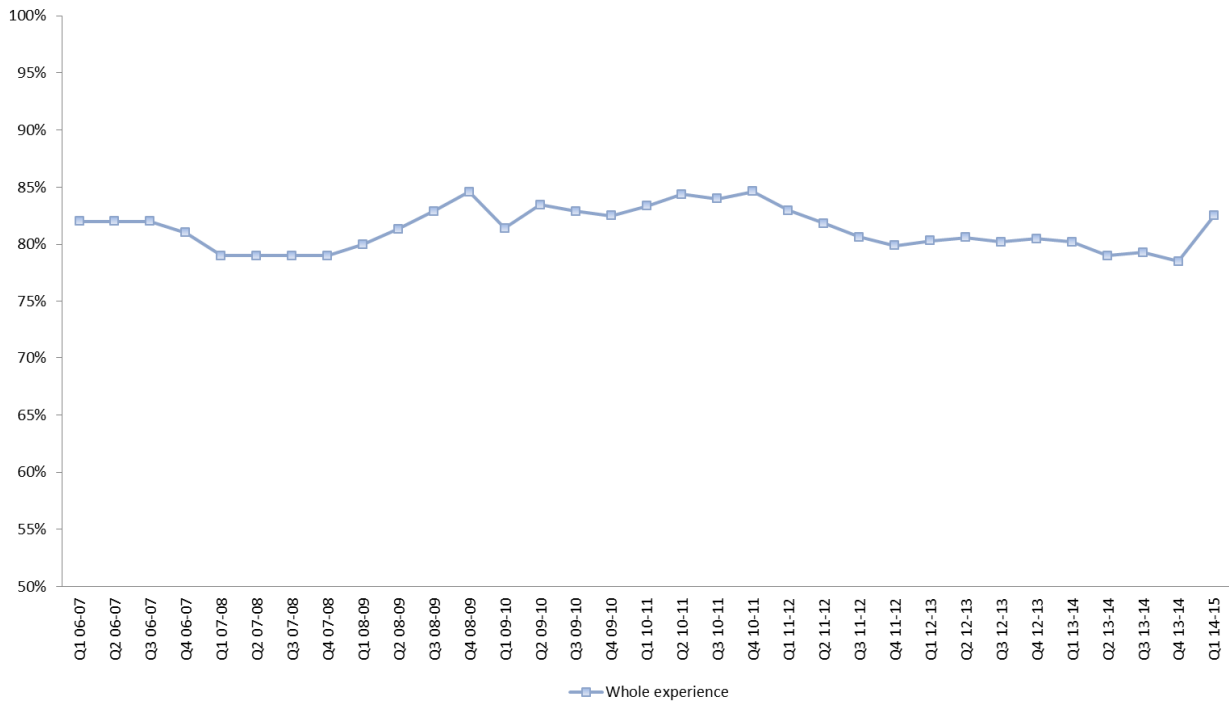


Figure 7: Quarterly user overall satisfaction (source: North Wales Police)

At the June 2014 meeting of the panel I expressed the hope that the introduction and implementation of the new victims’ code of practice would improve victim satisfaction rates. The chief constable has informed me that all operational staff have now been issued with a pocket sized aide memoire advising on their responsibilities under the victims’ code of practice; a victim of crime and anti-social behaviour leaflet is available to officers who visit victims advising them of what is available to them and acting as a reminder to the officer as to what they should agree and do; and compliance with the code of practice is now linked to officers performance reviews. From the most recent quarterly report provided to me by the chief constable on progress against the police and crime plan work streams, it is apparent that the monitoring and management of compliance with the code has been incorporated into the force’s core business and is indeed having an effect on victims’ satisfaction.

The Deputy Police and Crime Commissioner now sits on the Force’s Ethics, Leadership and Culture Committee. The purpose of the committee is to ensure that the Force effectively implements the new ‘Police Service Code of Ethics’.

Police and Crime Objective 3: Reduce harm and the risk of harm

My plan has two measures for determining the effectiveness of the force’s performance of this objective. They are: the number of people killed or seriously injured (KSI) in road traffic collisions, and the level of repeat offending. I am reconsidering the measures in my proposed revisions to the Police and Crime Plan.

The year to date figures (up to the end of September 2014) for those killed or seriously injured on our roads are currently higher than those of the previous year (214 compared to 190). I am currently working with my partners within the Force to establish reasons for this increase of 24 KSIs.

The other measure monitored within this objective is the level of repeat offending. For the purposes of this measure a repeat offender is defined as an individual who commits a crime twice or more in a 12 month period. The chart below shows the number of crimes generated by repeat offenders across a rolling 12 months, rather than the number of individual offenders. As can be seen from the chart there has been relative stability in the level of 'repeat offenders' figures since January 2013.

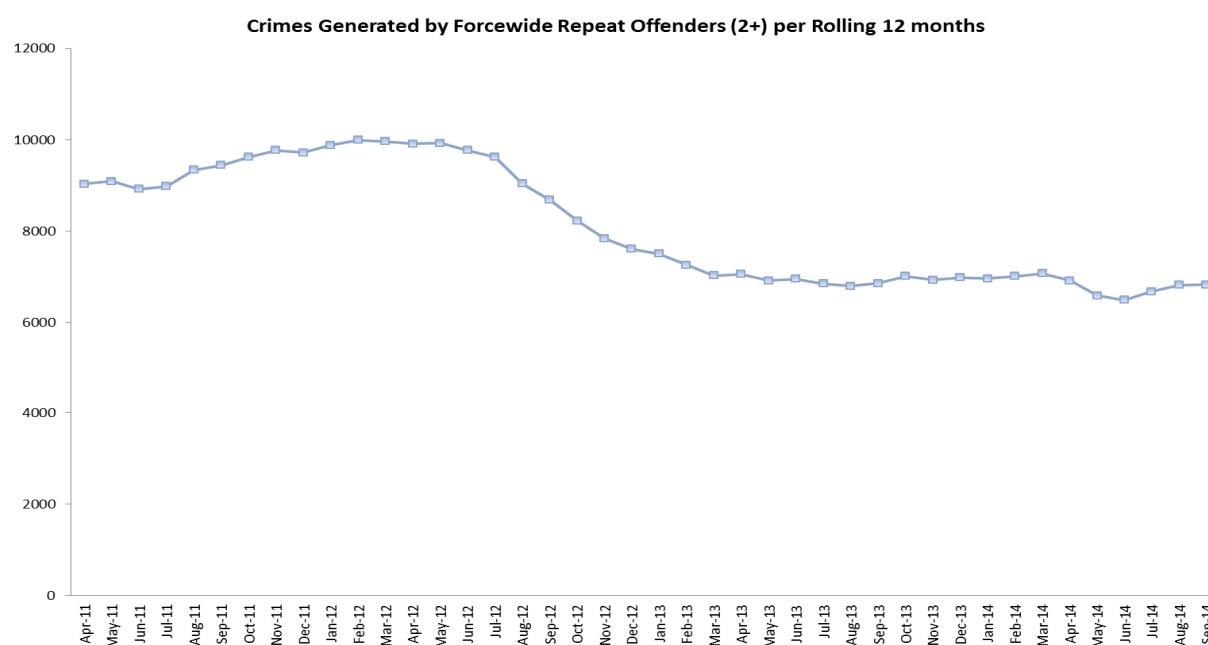


Figure 8: Monthly repeat offending figures (source: North Wales Police)

Within this third police and crime objective, five work streams have been identified. I regularly scrutinise progress against these work streams through my Strategic Executive Board. Both the chief constable and I have previously updated the panel about the threat posed by cybercrime. As part of the force's cyber crime reduction plan a north Wales cyber crime task and finish group has been established. This group consisting of members representing all North Wales Police business areas, the Police & Crime Commissioner, the Crown Prosecution Service, College of Policing, Chamber of Commerce, Federation of Small Businesses, Bangor and Glyndwr Universities and Welsh Government E-Crime Wales continues to oversee the implementation of the reduction plan and the development of a greater understanding of current and future demand and opportunities to prevent and detect cyber dependent and cyber enabled crime in north Wales.

Another work stream within this objective is 'improving our ability to identify and tackle Child Sexual Exploitation'. My scrutiny of the Force has demonstrated that a lot of proactive work is ongoing within north Wales to establish a proactive multi agency child sexual exploitation capability. However, given the effect such crimes have on the victims, and the prominence of

such crimes in the national media, it is vital that I continue to closely monitor the force's performance in this regard.

Police and Crime Objective 4: Build effective partnerships

This is as important an objective as any of the other three but the performance of it is not susceptible to measurement (certainly not statistical measurement), I have not stipulated any measures in the plan for measuring the performance of it. The formal partnerships of which I am a member or on which my office is represented are the Regional Leadership Board, Safer Communities Board, Area Planning Board and Local Criminal Justice Board.

The Local Government (Wales) Measure 2009 (Amendment) Order 2014 was passed into legislation earlier this year. The order established Police and Crime Commissioners as a statutory community planning partner. Following that decision by the Welsh Government, our links with local level community planning has been further enhanced, and we are now members of all local service boards in north Wales.

I have been elected chair of the North West Joint oversight Committee and the meeting of the North West Police and Crime Commissioners. The aim of the joint oversight committee is to provide a forum for collaborative working and to discharge appropriately our governance arrangements for existing collaborative work programmes. The terms of reference for the committee can be accessed [here](#)ⁱ. Notably at the last meeting we received detailed progress reports on the work of the regional organised crime unit (ROCU) which works to tackle serious and organised crime in North Wales and the north West. The Unit, known as Titan, have recently launched a [website](#)ⁱⁱ to highlight the impact of serious and organised crime and the groups which have been brought to justice as a result of the units work.

The All Wales policing group met recently, which also provides a forum for collaborative working and to exercise our governance duties over existing collaboration programmes, the group has agreed a [Memorandum of Understanding](#)ⁱⁱⁱ which outlines the approach to the governance of collaborative activity on an all Wales level. The meetings of the group alternate between the four force areas in Wales. At the most recent meeting of the Welsh Commissioners it has been agreed to identify work areas that may be potentially suitable for the development of new collaborative work.

Crime and Policing in your area

The home office web site <http://www.police.uk> provides statistical information on crime and anti-social behaviour incidents which is post-code specific.

Section 2: General Updates

In this section I provide the panel with a brief summary of the main things I have been doing since the last meeting of the panel.

The Commissioner's Community Awards Ceremony

I held the first ever Police and Crime Commissioner Community Awards in October 2014, and many members of the Panel attended the awards evening to celebrate the dedication and contribution made by communities and individuals across north Wales.

Over the course of the past two years I have been across the length and breadth of north Wales meeting with people, both individuals and groups, to discuss policing and crime issues. It became apparent to me in that there are many people who do a lot of good in the community to help North Wales Police and to keep north Wales a peaceful and safe place to live and work. Many go way beyond what might reasonably be expected of them in making a contribution and ensuring their communities are safe. They also help with the rehabilitation of offenders and contribute greatly to reducing crime. I established the awards to show public recognition of the unsung heroes carrying out valuable work in the community to reduce crime, keep communities safe, support victims and facilitate rehabilitation. My aim in establishing the awards was to both recognise the excellent work and to encourage others to emulate the good example set.

The event, held at the Kinmel Manor, Abergele on 23rd October, was a real celebration of the tremendously good work that is taking place across communities in north Wales. The winners are very special people and I felt it was important for me to shine a light on the good they do for north Wales. This initiative has been well received by the communities I serve and by the partners I work with. It is my intention to hold a further awards ceremony next year to once again highlight and reward the work

Details of the [award winners](#)^{iv} can be viewed on my website

Engagement and Communication

Part of my role is to provide information and to enable the community to engage with policing. Since the last meeting of the panel, I have undertaken several activities to raise awareness of my role and to provide the communities of north Wales with the opportunity to have their say about crime and policing. The following are a few highlights from recent months:

In September I visited Mantell Gwynedd in Caernarfon to explain my role and responsibilities, and to discuss how we intend to work together in the future as outlined within the [Compact Agreement](#)^v I have made with Third Sector Organisations. I also met with Her Majesty's Court and Tribunal Services (HMCTS) Wales to discuss the planned development of a new policing facility in Wrexham, and developments in Wrexham and Flintshire's local justice areas. I also met with representatives from the Asian Community.

I have continued to visit successful applicants for funding from last year's participatory budgeting pilot, namely the Barmouth CCTV Group, who were also successful in my community Awards evening.

In October I met with representatives from the Independent Police Complaints Commission (IPCC) and the Youth Justice Board Cymru, as well as meeting with other Police and Crime Commissioners at meetings of the North West Joint Oversight Committee, the Association of Police and Crime Commissioners' General Meeting, and the Gold Group Finance and Resources meeting.

I was invited to deliver an address to the Legal Wales Foundation about the changes which have been encountered by the policing system in England and Wales, in particular in north Wales, as well as posing some pertinent questions about possible future transformation.

In November I met with Alison Saunders, the Director of Public Prosecutions to discuss matters relating to criminal justice generally and in particular witness care units, the timeliness of court cases, conviction rates and quality and efficiency. I met with the Vice Chancellor of Glyndwr University to discuss matters of concern to him and addressed the Criminal Justice Students, as well as holding a public surgery in Wrexham on the 5th November. I also met with representatives from Women's Aid to discuss my commissioning strategy as well as representatives from the voluntary councils.

In addition to the above, I have held meetings with several MPs and AMs, and attended several meetings with our stakeholders and partners, such as the North Wales Safer Communities Board, the Flintshire Local Services Board, and the Criminal Justice Board.

Since the last meeting of the panel, in addition to meeting with community representatives, partners and members of the public, I have undertaken several key media activities. These have included:

[Money seized from criminals boosts town's CCTV scheme](#)^{vi}

[Police and Crime Commissioner urges people to report Hate Crime](#)^{vii}

[Police boss says charities can help prevent crime](#)^{viii}

News North Wales articles: '[Ex-addict's pride at endeavour award](#)' and '[Wrexham businessman defies odds with award win](#)'

News Wales article: '[Award for making Barmouth a safer town](#)'^{ix}

The Review of the Police and Crime Plan

I am currently in the process of reviewing my Police and Crime Plan. As the panel are aware I committed to review the police and crime plan at regular intervals, and to this end I have once again invited members of the public and partners to provide me with their views on the police and crime plan in its current form and their views on crime and policing issues more generally.

The consultation period has been open since the 10th of October, and initially I was intending to close the consultation period on the 18th of December, however to provide partners and members of the public with more time to respond I have decided to extend the consultation period until the 7th of January.

It is currently the intention to submit a revised plan to the panel meeting of the 19th of January.

The Deputy Police and Crime Commissioner

The Panel asked to be informed about the work of the deputy commissioner. He is fully and very effectively committed to my very demanding work programme, as is detailed below:

Since the last panel meeting on the 15th September 2014, the deputy commissioner has continued to assist me in the performance of my many statutory and administrative functions including chairing meetings within the OPCC and attending a number of other meetings.

By way of examples, he has attended consultative meetings with force representatives, the Welsh Local Government Association (WLGA) and the North Wales Anti-Slavery Coordinator as well as attending the force's Strategic Planning Board and the Crime Recording User Group in a scrutiny capacity. During the meeting with the North Wales Anti-Slavery Co-ordinator on 7th November, the deputy commissioner was provided with a detailed update on the four strands of anti-slavery work, namely awareness raising, victims pathway, prevention and investigation and was consulted as part of the review of the Police and Crime Plan for 2015/16.

Since we last met he has also attended the North Wales Area Planning Board to discuss substance misuse matters, the Police IT Summit, an APCC meeting, the North Wales Regional Leadership Board, the All Wales Criminal Justice Board, the All Wales Policing Group, the Gwynedd/Mon Local Service Board, and has met with Local Authority CCTV representatives, and representatives from the Asian community in Wrexham.

In October he met with representatives from the Force to discuss the Commissioner's Fund for 2015/16 and the Force's Fleet Manager to discuss vehicle design for the carriage of detained persons, as well as chairing the Integrated Strategy For Victims meeting, which is the group with responsibility for developing the victims' project work which supports my statutory responsibility to fund victims' services in north Wales as of April 2015.

The deputy commissioner has also met with the Director of Public Prosecutions, Jan Williams the IPCC Commissioner for Wales and the West, and the Vice Chancellor of Glyndwr University, Wrexham.

During the Force's Crime Recording User Group meeting on the 15th October the deputy commissioner noted the update given on the recommendations contained in the HMIC inspection report on crime data integrity in north Wales.

Commissioning

The panel is aware that under the Police Reform and Social Responsibility Act I am able to commission appropriate projects or services that will reduce crime across north Wales. I will be providing a detailed report to the Panel on my commissioning activities in 2015/16 as part of the forward work programme. I have appointed a commissioning officer who is currently reviewing the services that are commissioned through my [commissioning framework](#)^x.

A significant work area that I have been developing is the preparation for the change in the commissioning of services for victims of crime. I have previously informed the Panel of the work that we have undertaken to identify need in north Wales, and following on from that we have been designing an integrated strategy for victims. I have established a project board to take forward this strategy, which is chaired by the Deputy Commissioner, and they are currently finalising two options for my consideration that will enable victim services in north Wales to be locally commissioned to meet the needs of our community.

Budget

The papers for this meeting include a report outlining the budget position as at the end of September 2014. At this stage, a slight underspend is projected (£360k), I therefore feel that the decision to increase Council Tax by 2% last year remains appropriate.

Looking forward, plans for budget savings for 2015/16 and beyond are being developed. I expect to receive news of the central government's grant allocations on the 17th December. Early indications suggest that, in addition to a real-terms cut of 5%, there will be significant top-slicing to provide additional funding for, for example, the IPCC and the Police Innovation Fund. Until the settlement is received, it is not possible for me to give an indication to the panel of my intentions for next year. However, I will be mindful of all of my responsibilities in this regard: the need to prepare a balanced budget; my responsibility to local taxpayers to ensure that any increase is reasonable; and the need to ensure that my Police and Crime Plan can be delivered effectively.

Anti-Social Behaviour, Crime and Policing Act

The Anti-Social Behaviour, Crime and Policing Act introduced two new measures to try and resolve anti-social behaviour; namely the Community Remedy and the Community Trigger. At the last meeting of the panel I reported that I was undertaking a consultation exercise to develop the '*Community Remedy*'.

The Community Remedy gives victims a say in the out-of-court action available for offenders who have committed low level crime and anti-social behaviour in their region. The Act placed a duty on Police and Crime Commissioners to consult with the local community to decide on the most appropriate actions to be included in the community remedy list. Between the 11th August and the 13th October a public consultation survey was placed on my website requesting the views of the local community. The survey was publicised through social media and press releases.

In total there were 215 completed responses to the survey, with 97% of the respondents stating that they lived in north Wales. When asked if they believe restorative justice is a positive way of dealing with offenders of ASB and low level crime 55% (93/170) agreed that it was.

- The survey gave 10 possible restorative methods, the most popular were:
 - Compensation with 95% saying yes, and
 - Reparation to the community with 94% saying yes.
- The least popular were:
 - Shuttle conference (officers speaking to the victim and the offender separately due to the victim not wanting to see the offender) with only 42% saying yes
 - Written apology with only 60% saying yes.

The final question gave members of the public the opportunity to suggest any other methods. The most common was ensuring that the offenders carry out community service.

As part of the legislation I was also required to approve an appropriate 'Community Trigger' with the chief constable. The Community Trigger allows victims to demand for their case to be reviewed if they feel that no action or inadequate action has been taken by relevant public

bodies. An application can be made when the threshold has been met; the threshold agreed for the Community Trigger in north Wales is 3 incidents in 6 months. The trigger request is made to the public body that has received all or the majority of the incident reports, for further information visit the North Wales Police website.

Participatory Budget

In partnership with North Wales Police and the North Wales Police and Community Trust and following a successful pilot last year I have decided to further this excellent initiative this year. There is a total budget fund of £42,000 available to organisations which help tackle crime across each county. There is £3,000 a piece for two groups in each county together with £6,000 for a group that operates across north Wales.

There were many high quality applications submitted, county groups met and a number of applicants were selected to go onto a shortlist. A public vote is being conducted at the time of my preparation of this report through the North Wales Police and my websites. For information on the applicants that have been put forward for selection by the public please visit the following web [link](#)^{xi}

IPCC

Members of the Panel may be aware that North Wales Police have referred themselves to the Independent Police Complaints Commission (IPCC) for matters relating to operation spade. The Independent Police Complaints Commission (IPCC) will examine three forces handled information from Canadian police passed to the National Crime Agency and then to local forces. At this stage of the investigation it would not be appropriate for me to comment further.

Independent Custody Visiting Scheme

Under statute, I am required to have in place a scheme which provides for the independent monitoring of custody facilities and the treatment of those detained in police custody. I have previously highlighted to the panel the publication of my [annual review](#) of the scheme. Since the last meeting of the panel I have decided to restrict the tenure of appointment of all custody visitors to 3 periods of 3 years. I will therefore be recruiting independent custody visitors on a regular basis in north Wales.

My decision has been taken following a consultation period with the volunteer visitors, and consideration of how to ensure appropriate independence of the scheme to reassure the public. It should be noted that my decision was not based on issues with individual volunteers, on the contrary I have been immensely impressed with the hard work and dedication shown by members of our custody visiting scheme, and would once again like to take the opportunity to thank the volunteers.

Misconduct Police Hearings

Public confidence in the police depends on police officers demonstrating the highest level of personal and professional standards of behaviour. It is therefore crucial that failure to reach this high standard of behaviour is dealt with seriously, at the last meeting of the panel I outlined my intention to recruit new independent members to participate in misconduct hearings. If a complaint or conduct about an officer amounts to gross misconduct the matter will be

considered by a police misconduct hearing. It is my responsibility to maintain a list of independent members who can be called upon to sit on misconduct hearings in north Wales.

Independent members are required to assist misconduct hearings in determining a fair and evidence based judgment about a particular officer's conduct and agreeing an appropriate sanction. With the other members, the independent member considers evidence from witnesses, hears submissions from parties to the hearing and makes informed decisions as to the outcome. They must have the ability to challenge the accepted view of any senior police officers at the hearing in a constructive but non-confrontational manner.

One of the key roles of the independent member is to reassure the community that police misconduct matters are dealt with properly and are independently adjudicated. To protect the independence of the process I have recently recruited five new independent members to sit on police misconduct hearings. Independent members will work on a rota basis and have been appointed for a period of 5 years, Home Office rules states that they may be offered a second term of 5 years, but a second term will ultimately be my decision.

Joint Audit Committee

The chief constable and I set up this committee in accordance with the Financial Management Code of Practice for the Police Service. Its meetings are held in public and the papers are [available online](#). At the meeting on the 23rd September 2014 the committee considered the following:

- Final statement of accounts for both the Chief Constable and the Police and Crime Commissioner,
- Wales Audit Office Audit of Financial Statements Report for the Police and Crime Commissioner for North Wales and Chief Constable for North Wales
- Value for money
- Internal audit progress report
- Risk management

At the meeting on the 29th November 2014 the committee considered the following:

- Internal audit progress report
- Risk management
- Half year review of the work of the committee
- Wales Audit Office Annual Audit Letter for 2013-14 and final accounts audit memorandum 2013-14

The Wales Audit Office have given their audit opinion on 2013-14 and they have issued an unqualified auditors reports on the 2013-14 financial statements.

Correspondence

Correspondence figures 1 July 2014 – 1 November 2014

Category of Correspondence	Number
Specific Feedback regarding the policing service	37

General Feedback regarding the policing service	23
Complaints referred to Professional Standards Department	7
Staffing issues (this may include arrangements for misconduct panels, police appeals tribunals, correspondence from staff associations and other relevant matters)	9
General correspondence	264

Section Three – Update on actions agreed with the Panel

Within this section I address actions which have previously been agreed with the Panel.

At the last meeting of the panel Members requested that I provided a more detailed paper on partnership working and the strategies in place to address ASB and Neighbourhood policing, and I shall be preparing this paper following the review of the police and crime plan and submitting it to the paper in the new year.

ⁱ Copies of the website links included in this report have been listed at the end of this document for ease of reference.

ⁱ <http://www.northwales-pcc.gov.uk/Document-Library/Working-in-Partnership/2013-NWJOC-Terms-of-Agreement.pdf>

ⁱⁱ <http://www.titanrocu.org.uk>

ⁱⁱⁱ <http://www.northwales-pcc.gov.uk/Document-Library/Working-in-Partnership/Memorandum-of-Understanding-Collaboration-in-Wales.pdf>

^{iv} <http://www.northwales-pcc.gov.uk/en/News/News/2014/Community-Awards-Winners.aspx>

^v <http://www.northwales-pcc.gov.uk/Document-Library/Working-in-Partnership/OPCC-Compact-Agreement-English.pdf>

^{vi} <http://www.northwales-pcc.gov.uk/en/News/News/2014/Money-seized-from-criminals-boosts-towns-CCTV-scheme.aspx>

^{vii} <http://www.northwales-pcc.gov.uk/en/News/News/2014/Police-and-Crime-Commissioner-urges-people-to-report-Hate-Crime.aspx>

^{viii} <http://www.northwales-pcc.gov.uk/en/News/News/2014/Police-boss-says-charities-can-help-prevent-crime.aspx>

^{ix} <http://www.newswales.co.uk/index.cfm?section=Community&F=1&id=27999>

^x <http://www.northwales-pcc.gov.uk/Document-Library/About-the-Commissioner/Commissioning-Framework.pdf>

^{xi} <http://www.north-wales.police.uk/news-and-appeals/vote-to-hit-villains-where-it-hurts-and-support-local-crime-busters.aspx>

AGENDA ITEM 5b

Report from the Office of the Police and Crime Commissioner

Title:	Comparison of the Budget of the Office of the Police and Crime Commissioner
Meeting:	North Wales Police and Crime Panel, 15 December 2014
Author:	Kate Jackson, Chief Finance Officer

1. Introduction

- 1.1 The Police and Crime Panel requested information on how the budget for the Office of the Police and Crime Commissioner compares with the budget of the former Police Authority for north Wales, and comparison with peers.

2. Recommendations

- 2.1 To note the report.

3. Comparison with the Police Authority

- 3.1 The budget for the Office of the Police and Crime Commissioner for 2014/15 is £0.731m, which remains unchanged from 2012/13 (the transition year) and the budget for 2011/12 – the final full year of the Police Authority.
- 3.2 The budget has been underspent in recent years, largely due to the effect of vacancies and absences within the office. However, for 2014/15 it is expected that the whole amount will be expended.
- 3.2.1 A summary of the budgets and net expenditure since 2010/11 is shown below:

Year	Budget £'000	Net Expenditure £'000
2014/15	731	
2013/14	731	618
2012/13	731	503
2011/12	731	634
2010/11	819	724

- 3.3 The budget for 2014/15 is made up of the following items:

Office of the Police and Crime Commissioner Budget 2014/15	£'000
Staffing and employee costs	562
Premises	2
Travel, subsistence and attendance allowances	49
Supplies and services	118
Total	731

4. Comparison with others

4.1 In order to ensure that any comparison is valid, it is important to take the following into consideration:

- Does the budget figure for each Office of the Police and Crime Commissioner cover the same items of income and expenditure?
- Are we comparing Offices which are (or should be) similar?

4.2 The published budget of £0.731m for the Office of the Police and Crime Commissioner represents the amount managed by this office. However, when the HMIC compares us to others, it uses the figures submitted in CIPFA's (the Chartered Institute of Public Finance and Accountancy) statistical returns, as these should be completed on a standardised basis. For north Wales, this comprises:

Cost of the democratic process*	£0.152m
Office of the PCC	<u>£0.648m</u>
Total	<u>£0.800m</u>

* This comprises the salaries and associated costs of the Police and Crime Commissioner and the Deputy Police and Crime Commissioner.

The difference of £0.069m is made up of the following adjustments:

Published budget	£0.731m
Add share of central costs allocated	£0.005
Add external audit	£0.051
Add treasury management	£0.013
Total net adjustment	<u>£0.069m</u>
Budget for comparison with others	<u>£0.800m</u>

For the purposes of comparison with other Offices of the Police and Crime Commissioner, the CIPFA figures have been used.

4.3 The second requirement is to compare the Office of the Police and Crime Commissioner with others which are considered similar. Therefore, for the purposes of this report, only the Most Similar Group of Forces (MSG) and Wales have been considered.

4.4 The table below shows the net budgets and the number of staff (full-time equivalents) for the Offices of the Police and Crime Commissioner for the Comparison Group.

OPCC		Net Budget 2014/15 £'000	Staff (Full-Time Equivalent)
Devon & Cornwall	MSG	1,817	23.6
West Mercia	MSG	1,633	14.0
Suffolk	MSG	1,030	10.8
Warwickshire	MSG	1,012	8.1
North Yorkshire	MSG	912	10.5
North Wales		800	10.5
Wiltshire	MSG	699	11.7
South Wales	Wales	1,347	14.7
Dyfed-Powys	Wales	1,032	15.9
Gwent	Wales	841	11.8
North Wales		800	10.5

5. Conclusion

5.1 The above comparisons show that the costs of the Office of the Police and Crime Commissioner for North Wales are relatively low, being the second lowest within the Most Similar Group of Forces. It is also notable, that despite North Wales Police being the second largest force in Wales, the cost of the Office of the Police and Crime Commissioner is the lowest in Wales. Within England and Wales (43 force areas) only two Offices of the Police and Crime Commissioner have lower net budgets than north Wales.

6. Implications

Diversity	No separate diversity implications
Financial	The purpose of this report is to compare the budget for the Office of the Police and Crime Commissioner with: <ul style="list-style-type: none"> • The budget for the former Police Authority • The budgets of other Offices of the Police and Crime Commissioner There are no separate financial implications
Legal	No separate legal implications
Risk	No separate risk implications
Police and Crime	No separate police and crime implications

AGENDA ITEM 5c

Report from the Office of the Police and Crime Commissioner

Title:	Update on the 2014/15 Budget (as at 30 September 2014)
Meeting:	North Wales Police and Crime Panel, 15 December 2014
Author:	Kate Jackson, Chief Finance Officer

1. Introduction

- 1.1 The purpose of this report is to update members of the Police and Crime Panel on the position of the policing budget for North Wales as at 30 September 2014.

2. Recommendations

- 2.1 To note the report.

3. Revenue Budget 2014/15

- 3.1 The net budget for 2014/15 is £141.204m. As at 30 September 2014, there is a net projected underspend of £0.360m (£0.385m as at 30 June 2014, as reported to Police and Crime panel on 2 July 2014).

- 3.2 Expenditure is expected to be broadly in line with the budget. However, this consists of a number of projected over and under spends. The most significant of these are:

- 3.2.1 Employees – projected overspend £0.627m.

This is the net effect of a number of factors, the most significant of these being:

- Police officer pay: £0.467m projected overspend – this is as planned and is due to the policy of recruiting early to ensure that all police officer posts can be filled. This overspend may be funded from the Probationer Reserve, in line with the recruitment strategy.
- Police staff pay: £0.208m projected overspend– this projection has reduced by £0.254m since the last report, as expected, due to a reduction in the number of agency staff.
- Allowances: £0.243m projected underspend – the budget incorporates elements for rent, housing and compensatory grants payable to existing officers. As those officers retire, these allowances will no longer be payable; the underspend has been calculated based on an estimate of the officers retiring this financial year.

- 3.2.2 Premises – although there is currently a projected underspend of £0.298m, various repair items have been identified to improve the condition of the estate, and to reduce the backlog of repairs. Therefore, it is likely that premises costs will be overspent by the end of the financial year.

3.2.3 Supplies and Services – projected underspend £0.180m

- Forensics £0.351m projected underspend – due to additional one-off requirements, the projected underspend has reduced from £0.450m. Forensics has been identified as an area where savings could be achieved; if this level of expenditure is maintained then the budget will be reduced in 2015/16.

3.3 Income – projected additional income £0.388m

Additional income is projected for a number of reasons including:

- Sponsorship for a metal theft co-ordinator
- Reimbursement from the College of Policing
- Other partnership funding

3.4 Contingencies and savings – where expenditure and savings have been identified, these amounts have been moved to the relevant budget lines. Various other virements have been carried out (for example, the budget for the Firearms Alliance has been restated to show the income from secondments and the cost as a contribution to the Alliance).

3.5 A summary of the revenue budgets and projections is given below:

	Original Budget	Revised Budget (as at 30 Sept 2014)	Actual (as at 30 Sept 2014)	Projection to 31 March 2015	Projected Variance
	£'000	£'000	£'000	£'000	£'000
Employees	121,098	121,364	60,737	121,991	627
Premises	8,187	8,437	4,039	8,139	(298)
Transport	5,157	5,299	2,432	5,178	(121)
Supplies and Services	16,681	20,581	8,660	20,401	(180)
Debt charges and contribution to capital	1,904	2,004	-	2,004	-
Contingencies and savings	989	439	-	439	-
Community Safety Fund	1,166	1,166	13	1,166	-
Gross Expenditure	155,182	159,290	75,881	159,318	28
Income	(14,247)	(18,355)	(6,986)	(18,743)	(388)
PFI Reserve	373	373	-	373	-
Speed Awareness Reserve	(104)	(104)	-	(104)	-
Net Expenditure	141,204	141,204	68,895	140,844	(360)

- 3.6 In addition to the above, we have received funding from the Ministry of Justice for the commissioning of victims' services and restorative justice. Details of the grants are shown below:

	Grant Amount	Actual (as at 31 Oct 2014)	Projection to 31 March 2015	Projected Variance
Set-up costs	£253,873	£41,972	£253,873	£-
Victims' Services	£238,616	£-	£238,616	£-
Completed Fund	£258,451	£16,540	£171,199	(£87,252)

4. Capital Budgets 2014/15

- 4.1 The capital budget for this financial year (per the Medium Term Financial Plan) is £13.9m, which increased to £15.3m when items of capital expenditure brought forward from 2013/14 were included. Around half of this relates to 3 projects: Wrexham (£4.4m), Llandudno (£2.75m) and Pwllheli (£0.85m). The initial business cases have been agreed for all of these projects; however, it is likely that building works will not begin until 2015/16. Therefore, all capital budgets have been reviewed and re-profiled to bring them in line with current expectations.

- 4.2 A summary of the capital budgets is shown below:

	Original Budget 2014/15	Revised Budget 2014/15	Actual Expenditure to 30 Sept 2014	Original Budget 2015/16	Revised Budget 2015/16	Original Budget 2016/17	Revised Budget 2016/17
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Estates Programme	9,289	3,517	497	5,550	11,693	5,767	6,510
Vehicles & equipment	1,500	2,202	423	1,500	1,500	1,500	1,500
IT & Communications	3,139	1,394	296	2,100	4,545	1,220	300
Total	13,928	7,113	1,216	9,150	17,738	8,487	8,310

5. Implications

Diversity	No separate diversity implications
Financial	The purpose of this report is to inform the Police and Crime Panel of the revenue and capital monitoring position as at the end of September 2014. Adequate financial resources are vital to the delivery of the Police and Crime Plan and to fulfil our legal requirements.
Legal	No separate legal implications
Risk	No separate risk implications
Police and Crime	No separate police and crime implications



REPORT TO:	North Wales Police and Crime Panel
DATE:	15 December 2014
CONTACT OFFICER:	Ken Finch, Strategic Director (Democracy and Environment) – Conwy County Borough Council
SUBJECT:	Review of membership of the Police and Crime Panel

1. PURPOSE OF THE REPORT

- 1.1 To review the analysis of the membership of the North Wales Police and Crime Panel for 2014, taking into account the changes in the political makeup of Wrexham County Borough Council.

2. EXECUTIVE SUMMARY

- 2.1 The PCP consist of ten Elected Members and two Independent Members. The Elected Members of the Panel shall, as far as practical, reflect the political balance and community demographic of North Wales.
- 2.2 The Host Authority reviewed the membership of the PCP in June 2013, in line with the provisions within the *Police Reform and Social Responsibility Act 2011* and *The Police and Crime Panel (Nominations, Appointments and Notifications) Regulations 2012*. The Host Authority also needs to consider the continued requirement for the political balance of the PCP.
- 2.3 Due to the resignation of 10 elected members from the Labour Group at Wrexham County Borough Council, the Host Authority has undertaken a review of the membership, which takes in to account the application of the d'hondt methodology (which all Local Authorities have agreed to adopt).
- 2.4 Whilst the number of Members to be appointed by each Council remains unchanged at 2 each for Conwy, Flintshire, Gwynedd and Wrexham and 1 each for Denbighshire and Ynys Mon, the analysis of seats two of the political groups has changed as a consequence.

2.5 The reviews suggests that the seats should be allocated as follows:

Independents – 4 (was 3)
Labour – 2 (was 3)
Plaid Cymru – 2 (no change)
Conservative – 1 (no change)
Liberal Democrats – 1 (no change)

2.6 In terms of the allocation exercise, the outcome suggests that the groups/groupings for Conwy, Denbighshire Flintshire, Gwynedd, and Ynys Mon remain as at present, but that Wrexham would change their nominated Members from 1 Labour and 1 Independent to 2 Independents.

3. RECOMMENDATION(S)/OPTIONS

3.1 That the North Wales Police and Crime Panel reviews the membership of the Panel as required and considers how the membership complies with the requirement for representation of all parts of the police area and represents the political makeup of the relevant Local Authorities when taken together.

3.2 That the suggested outcome in Paragraph 2.6 be approved and once appointed, the membership of the North Wales Police and Crime Panel be submitted to the Home Office for approval.

4. BACKGROUND INFORMATION

4.1 The PCP consists of ten Elected Members and two Independent Members. The Elected Members of the Panel shall, as far as practical, reflect the political balance and community demographic of North Wales.

4.2 A table using the d'hondt methodology confirms the allocation of the number of seats on the Panel for each Local Authority in North Wales by reference to population. The population figures are those used by the Welsh Government in determining the Revenue Support Grant Settlement of the relevant year.

4.3 The table using d'hondt, also confirms the seats for each political grouping across North Wales as a whole and shows the proportions for each political group/grouping as related to each Local Authority.

- 4.4 In terms of the allocation process, the principle of the highest proportion that a political group/grouping has of the overall members for that group/grouping across all of the 6 Local Authorities has been used as the main criteria for the allocation of members.

This suggests an outcome of:

- 2 Plaid Cymru members should come from Gwynedd (50.72%) of overall PC members across North Wales
- 1 Conservative member should come from Conwy (38.24%)
- 2 Labour members should come from 1 Flintshire (39.24%) and 1 Denbighshire (22.78%)
- 4 Independent members should come from 2 Wrexham (23.33%), 1 Conwy (15.83%) and 1 Ynys Mon (12.50%)
- 1 Liberal Democrat member should come from Flintshire (38.89%)

- 4.5 In terms of the allocation exercise, the outcome suggests that the groups/groupings for Conwy, Denbighshire Flintshire, Gwynedd, and Ynys Mon remain as at present, but that Wrexham would change their nominated Members from 1 Labour and 1 Independent to 2 Independents.

5. CONSULTATION

- 5.1 As the current Labour member of the PCP, Councillor Colin Powell (Wrexham CBC) has been advised of the situation described in this report.

6. RESOURCE IMPLICATIONS

- 6.1 None.

7. RISK

- 7.1 To comply with the provisions within the *Police Reform and Social Responsibility Act 2011* and *The Police and Crime Panel (Nominations, Appointments and Notifications) Regulations 2012*, a review of the membership is required. If this is not undertaken it could expose the Host Authority to the possibility of a challenge to the PCP's composition and any decisions/actions it takes in the future.

8. PUBLICATION

- 8.1 The membership of the Panel will be published on the North Wales Police and Crime Panel's website, following approval by the Home Office.

9. REASON(S) FOR RECOMMENDATION(S)

- 9.1 To comply with the provisions with the *Police Reform and Social Responsibility Act 2011* and *The Police and Crime Panel (Nominations, Appointments and Notifications) Regulations 2012*.

AGENDA ITEM 6b



REPORT TO:	North Wales Police and Crime Panel
DATE:	15 December 2014
CONTACT OFFICER:	Ken Finch, Strategic Director (Democracy, Regulation and Support) – Conwy County Borough Council
SUBJECT:	Response to the inquiry by the Committee on Standards in Public Life – Local Policing – accountability, leadership and ethics

1. PURPOSE OF THE REPORT

- 1.1 For the North Wales Police and Crime Panel (PCP) to consider a response to the inquiry by the Committee on Standards in Public Life on Local Policing – accountability, leadership and ethics.

2. EXECUTIVE SUMMARY

- 2.1 Following the reviews announced by the Home Secretary in 2014, which focus on the systems that hold police officers to account, the Committee on Standards in Public Life has decided to undertake a review of how ethical standards are being addressed in the police accountability landscape.
- 2.2 The inquiry will sit alongside work already done by the National Audit Office and is being conducted alongside a review of police leadership by the College of Policing, a review of the police disciplinary system by Major General Clive Chapman, a review of police complaints, a consultation on whistleblowing and a review of the anti-corruption capability in all police forces by Her Majesty's Inspectorate of Constabulary.
- 2.3 The deadline to the inquiry is 30 November 2014; as this report is a public document, a draft copy of the response has been submitted to the Committee, and any changes made by the PCP, will be forwarded to the Committee subsequently. The Committee has been advised of this proposed course of action.

- 2.4 A letter from the Chair of the Committee on Standards in Public Life is attached at Appendix 1; the Issues and Questions paper is attached at Appendix 2; and the proposed response is attached at Appendix 3.

3. RECOMMENDATION(S)/OPTIONS

- 3.1 That the North Wales Police and Crime Panel endorses the response to the inquiry by the Committee on Standards in Public Life on Local Policing – accountability, leadership and ethics.

4. BACKGROUND INFORMATION

- 4.1 The Committee on Standards in Public Life, which advises the Prime Minister on ethical standards across public life in the UK, is responsible for monitoring and reporting on issues relating to the standards of conduct of all public officer holders, including members of the police service, Police and Crime Commissioners and members of Police and Crime Panels.
- 4.2 Following the reviews announced by the Home Secretary in 2014, which focus on the systems that hold police officers to account, the Committee on Standards in Public Life has decided to undertake a review of how ethical standards are being addressed in the police accountability landscape.
- 4.3 In particular, the Committee will look at what structures are in place for ensuring ethical standards in the conduct and operation of Police and Crime Panels, Police and Crime Commissioners and Chief Constables. The Committee will then consider how effective those structures are, identify what works well and where there are shortcomings, what they would expect to see, in any model for police accountability.

5. CONSULTATION

- 5.1 Consultation has been carried out with all members of the Police and Crime Panel.

6. RESOURCE IMPLICATIONS

- 6.1 None.

7. RISK

- 7.1. By responding to the inquiry, the Committee on Standards in Public Life will be aware of the PCPs views.

8. PUBLICATION

8.1 A copy of the response is published on the PCP's website.

9. REASON(S) FOR RECOMMENDATION(S)

9.1 To give the PCP an opportunity to comment on the inquiry by the Committee on Standards in Public Life on local policing – accountability, leaderships and ethics.

NORTH WALES POLICE AND CRIME PANEL'S RESPONSE TO THE INQUIRY BY THE COMMITTEE ON STANDARDS IN PUBLIC LIFE

- LOCAL POLICING – ACCOUNTABILITY, LEADERSHIP AND ETHICS – ISSUES AND QUESTIONS PAPER

i) Are there any gaps in the existing mechanisms for holding Police and Crime Commissioners (PCCs) to account?

- There are no real standards as to how Police and Crime Panels (PCPs) should perform their role and more comprehensive guidance is required on the role and remit of the PCP and how it relates to PCCs.
- PCPs can find it difficult to separate operational and strategic matters, which leads to confusion and disagreement about the remit of the Panel. There can also be difficulties in balancing the accountability role and acting as a support mechanism for PCCs.

ii) What can PCCs do themselves to improve their accountability to the public in between elections? How well are these mechanisms working in practice?

Working with the public, community groups, partnerships, the Police and PCPs to share information and achieve mutual goals to tackle crime.

iii) How are PCCs ensuring transparency in their decision making

The North Wales PCC provides detailed updates to each meeting of the PCP, particularly in relation to progress on the objectives within his Police and Crime Plan and financial information.

Whilst the PCC does publish a list of key decisions on his website, more advanced warning of decisions would allow the PCP to scrutinise the issues before a decision is made.

iv) What information is being made available to the public to enable them to scrutinise the performance of their local police force and hold PCCs to account? To what extent is it easily accessible, understandable and reliable?

The PCP has a website, which includes agendas, report and minutes for each PCP meeting. Agendas are made available for public viewing a week before each meeting.

All meetings are open to the public, unless there is a reason to exclude the press and public, due to disclosure of confidential information.

The PCC provides details of certain statutory information on his website. This information includes how decisions are made, performance information, scrutiny, details of public meetings/surgeries (including agendas and minutes), financial information and policy and procedures that govern the operation of the Office to the Police and Crime Commissioner (OPCC).

v) What has worked best for PCCs in engaging with the public and local communities?

For PCCs to comment on.

vi) How well are PCPs able to hold a PCC to account between elections?

- a) Does the role of the Police and Crime Panel need any further clarification?

As stated in i) above there are no real standards as to how PCPs should perform their role and more comprehensive guidance is required on the role and remit of the PCP and how it relates to PCCs.

- b) How well are the current balanced membership arrangements ensuring effective scrutiny and support of PCCs?

The North Wales PCP reviews its membership regularly to ensure a 'balanced' membership; however due to changes in the political makeup of Councils and resignations of Panel Members, there have been several changes to the Panel membership over the last two years. Each appointment to the Panel requires Home Office approval and this process is becoming increasingly long winded and it has recently taken up to six months to gain approval for a Panel Member.

In order to provide effective scrutiny and support, this process needs to be more effective.

Whilst there have been concerns raised nationally regarding how the political profile of PCPs may affect the scrutiny process, (PCPs should be proportionate to the political profile of the Force area), this has not been a problem to date in North Wales.

- c) Are the current membership thresholds requiring a two thirds majority to veto a PCC's level of precept and appointment of Chief Constable proving practicable?

As yet, the thresholds of requiring a two thirds majority have not caused the North Wales PCP any problems.

- d) Should Police and Crime Panels have the power to veto PCC appointments of senior staff where they believe the criteria for suitability were inappropriate or not satisfied?

In the interest of transparency and public interest, PCPs should have the power to veto such appointments.

- e) How should PCCs be held to account for their standards of personal conduct? What role should Police and Crime Panels have in this?

The PCC is expected to maintain the highest standards of conduct in relation to honesty, openness, probity and accountability and whilst the PCP has a statutory responsibility as to the handling and determination of certain complaints made against the PCC, there can be some challenges, particularly around the requirement to resolve non-criminal complaints against the PCC, which take up a disproportionate amount of time.

Clearer guidance is required on what constitutes a general complaint, conduct matter and a serious complaint.

- vii) Are the boundaries between the local roles and responsibilities of the PCC and Chief Constable being adequately communicated and understood by local communities? Is there evidence that they require any further clarification or guidance?**

For PCCs to comment on.

- viii) According to the Financial Management Code, Audit Committees should 'advise the PCC and the Chief Constable according to good governance principles and to adopt risk management arrangements.' How well is this working in practice? Are there any examples of conflicts of interests arising from PCCs and Chief Constables having in some cases, a joint audit committee and/or a joint chief financial officer?**

For PCCs to comment on.

- ix) What do you see are the key responsibilities of PCCs as ethical leaders? Can you provide examples of PCCs managing those responsibilities well, or if not, suggest what can be improved?**

One of the key responsibilities is to open the police force to greater transparency and engage regularly with the public and communities. In addition the PCC needs to ensure transparency in his decision making.

- x) What actions are PCCs taking to ensure that they and the police force they hold to account maintain the highest ethical standards and embed the Policing Code of Ethics. In particular, how are PCCs and Chief Constables as leaders promoting and sustaining the core values of policing in the face of all the other pressures on the force? How are any obstacles being overcome?**

For PCCs to comment on.

- xi) Is there sufficient transparency of propriety information from PCCs, for example published information on expenses, register of interests, gifts and hospitality and external meetings?**

The North Wales PCC provides details of propriety information on his website as required by legislation.

- xii) What measures have provide helpful in supporting PCCs to identify and resolve conflicts of interest in discharging their duties? Are there sufficiently robust protocols and guidance in place locally to manage these in a transparent way?**

For PCCs to comment on.

Room GC.05
1 Horse Guards Road
London
SW1A 2HQ

Tel: 020 7271 2948/0853

Email: public@standards.gsi.gov.uk
Web: www.public-standards.gov.uk

Committee on Standards in Public Life

North Wales Police and
Crime Panel
Democratic Services
Conwy County Borough
Council
Bodlondeb
Conwy
LL32 8DU

10 October 2014

Dear members of the North Wales Police and Crime Panel,

Local Policing – accountability, leadership and ethics

I am writing to advise you that the Committee has commenced an inquiry on the public accountability structures of the police.

Various reviews announced by the Home Secretary in July 2014 focus on the systems that hold police officers to account; we intend to complement this work by looking at accountability in police governance from a standards point of view. The current system as a whole, and individual elements of it, have been the subject of criticism. Much of this relates to standards issues, yet the relationship between standards and governance structures has been relatively underexplored. We intend to look at the structures in place for ensuring ethical standards in the conduct and performance of Police and Crime Panels, Police and Crime Commissioners, and Chief Constables. We will then go on to consider how effective those structures are, what works well and, if there are shortcomings, identify what we would expect to see – in any model for police accountability. We will be seeking the necessary assurance that ethical standards in public life are, and are capable of being, upheld.

The Committee would like to receive your responses to some or all of the attached questions. Please send your response no later than **12 noon on 30 November**. Details on how to submit a response can be found in the attached issues and questions paper.

Regards,



Paul Bew
Chair

Enc: Issues and Questions paper

Local Policing – accountability, leadership and ethics

Issues and Questions paper

The Police Reform and Social Responsibility Act 2011 enabled the election of the first Police and Crime Commissioners (PCCs) in November 2012. Elected PCCs would, in the words of the then Police Minister Nick Herbert, ‘swap the bureaucratic control of the police for democratic accountability’ which would ‘benefit police and public alike.’ Section 14 of the Policing Protocol 2011 makes clear:

The public accountability for the delivery and performance of the police service is placed into the hands of the PCC on behalf of their electorate. The PCC draws on their mandate to set and shape the strategic objectives of their force area in consultation with the Chief Constable. They are accountable to the electorate; the Chief Constable is accountable to their PCC. The [Police and Crime] Panel within each force area is empowered to maintain a regular check and balance on the performance of the PCC in that context.

The Policing Protocol also makes clear at section 10 that ‘All parties will abide by the seven principles set out in Standards in Public Life: First Report of the Committee on Standards in Public Life (a) (known as the “Nolan Principles”).’ The Seven Principles of Public Life are Selflessness, Integrity, Objectivity, Accountability, Openness, Honesty and Leadership.

In January 2014 the National Audit Office published a review of the police accountability landscape, examining ‘whether the Department’s chosen framework is sufficient for providing assurance for value for money in the police service and operating as intended.’ Naturally, given the remit of the NAO, the focus of their report was on assurance for value for money. It was not within their scope to consider the extent to which the accountability framework for policing was sufficient for providing assurance that the Seven Principles of Public Life were being observed.

The Committee on Standards in Public Life, which advises the Prime Minister on ethical standards across public life in the UK, is responsible for monitoring and reporting on issues relating to the standards of conduct of all public office holders. The category of public office holder includes members of the police service, Police and Crime Commissioners and members of

Police and Crime Panels. It is clearly within our remit to consider the accountability framework for policing in the context of ethical standards.

In our report *Standards Matters*, published in January 2013, just months after the first PCC elections, we noted the risks arising from new ways of delivering public services, including policing. We stated then that 'It is essential to take care in all these cases [where new models are introduced] to design governance structures which actively promote the right ethical behaviour' and that 'We intend to monitor the extent to which PCCs are genuinely open and accountable and how successfully any ethical risks (such as conflicts of interest) arising from their role are addressed.'

We have decided that the time is right to undertake a review of how ethical standards are being addressed in the police accountability landscape. There are three reasons for doing this now. Firstly, as with any new system, it is sensible to review its operation to test how well it is living up to its original rationale and at this point we have the benefit of nearly two years of evidence on which to base any judgements. Secondly, the new system as a whole, and individual elements of it, have been the subject of criticism, much of it arising from standards issues, yet the relationship between standards and governance structures has been relatively underexplored; more needs to be done to consider how governance structures can promote ethical behaviour and limit ethical risks. And finally, in the light of recent scandals and criticisms, all political parties have indicated that they are likely to make further changes to the police accountability framework. We believe any changes should be informed by the widest possible range of evidence – evidence on efficiency, on effectiveness, on value for money, on democratic accountability and on public confidence in standards in public life.

This inquiry by the Committee on Standards in Public Life sits alongside the work already done by the National Audit Office, and is being conducted alongside a review of police leadership by the College of Policing, a review of the police disciplinary system by Major General Clive Chapman, a review of police complaints, a consultation on whistleblowing, and a review of the anti-corruption capability in all police forces by Her Majesty's Inspectorate of Constabulary. A substantial evidence base on accountability in policing is being constructed.

Our contribution, in this inquiry, will be to focus on the public accountability structures of the police. The reviews announced by the Home Secretary in July 2014 focus on the systems that hold police officers to account; we will complement her work by looking at accountability in police governance from a standards point of view. In particular, we will look at what structures are in place for ensuring ethical standards in the conduct and operation of Police and Crime Panels, Police and Crime Commissioners, and Chief Constables. We will then go on to consider how effective those structures are, identify what works well and, where there are shortcomings, what we would expect to see – in any model for police accountability. We will be seeking the necessary assurance that ethical standards in public life are, and are capable of being, upheld.

Whether a new model of policing accountability and governance is introduced, or whether the existing model is modified or stays the same, it is essential that the model is capable of promoting

ethical behaviour, reducing ethical risks and providing effective accountability in order to command public confidence.

The Committee would like to receive your answers to some or all of the questions set out in this paper.

Please send in your response by no later than **noon on 30 November 2014**. Details on how to submit your response can be found at the bottom of the call for evidence.

Background

1. Our policing system relies on policing by consent in ways that meet the differing needs and priorities of communities. Operational decisions are taken by Chief Constables, who are held to account through democratic scrutiny, which over time has taken various forms – watch committees, police committees, two forms of police authorities and now Police and Crime Commissioners. The changing forms of oversight are evidence of the difficult and continuing tensions in achieving democratic scrutiny that commands public trust and confidence in operational policing.
2. Police and Crime Commissioners (PCCs) replaced Police Authorities in 2012 as ‘the voice of the public’ and as a means of improving the accountability and transparency of the police to their local communities. As the Home Secretary recently said “the purpose of directly-elected police and crime commissioners was clear. They’d be elected, visible, well-known in their communities and accountable to the electorate.”¹ When PCCs were elected across England and Wales on 15 November 2012 the average voter turnout was low at 15.1 % and this has raised questions about the validity of the role and the extent of their electoral mandate. This debate has continued following the recent election of the PCC in the West Midlands where the voter turnout was 10.4%. Police and Crime Panels were also established as a means of ensuring that PCCs would be subject to “effective scrutiny and appropriate checks and balances” by local representatives on behalf of the public.²
3. The Government has pursued other significant reforms of policing including establishing the College of Policing in 2012 to set standards of professional practice, promote ethics, values and standards of integrity and provide training and identify and promote best practice. More recently the Home Secretary has announced reviews of the Police Disciplinary System and Police Complaints System and a consultation on whistleblowing.³ This has been in the face of public concern in recent years over police standards including “Hillsborough, Orgreave Colliery, the investigation of the murder of Stephen Lawrence and how police conducted themselves afterwards, the resignation of a Cabinet Minister as a result of the actions of at least one

¹ Speech by Home Secretary Theresa May to Policy Exchange about Police and Crime Commissioners. Delivered on 7 November 2013. Available at: <https://www.gov.uk/government/speeches/police-and-crime-commissioners-one-year-on-warts-and-all>

² Policing in the 21st Century: Reconnecting police and the people Cm 7925 July 2010

³ July 2014 Oral statement to Parliament. Available at: <https://www.gov.uk/government/speeches/home-secretary-on-police-reform>

dishonest police officer, the sexual deception of citizens who trusted undercover police officers, and others”.⁴ Most recently concerns have been raised about the safeguarding of children in Rotherham and the accountability of the South Yorkshire PCC.

4. Questions have been asked about the ‘gaming’ of police recorded crime statistics.⁵ The Police Federation has been scrutinised, with the Independent Review of the Police Federation of England and Wales concluding that fundamental reform of the Federation’s culture, behaviours, structures and organisation was required to rebuild the trust of its members and the public.⁶ The conduct of individual PCCs has also been the subject of criticism.⁷
5. Earlier this year the Public Administration Select Committee (“PASC”) were inquiring into police recorded crime statistics and argued that there was “lax police compliance with the agreed national standard of victim-focussed crime recording”. PASC concluded that “The quality of leadership within the police, and its compliance with the core values of policing, including accountability, honesty and integrity, will determine whether the proper quality of police recorded crime (PRC) data can be restored”. PASC recommended that:

“...the Committee on Standards in Public Life conducts a wide-ranging inquiry into the police’s compliance with the new Code of Ethics; in particular the role of leadership in promoting and sustaining these values in the face of all the other pressures on the force.”⁸

6. The Committee have considered seriously this recommendation in framing the scope of this inquiry and the Committee will consider specifically the extent to which PCCs are providing ethical leadership in embedding the Policing Code of Ethics, and are themselves acting within that framework as elected officials.
7. The Home Secretary has said PCCs “would bring – probably for the first time ever – real local scrutiny of how Chief Constables and their forces perform.” With regards to the extent they have achieved this; the Home Secretary has acknowledged the picture was “a little mixed⁹”.

⁴HMIC 2014 State of Policing: The Annual Assessment of Policing in England and Wales 2012/13 <http://www.hmic.gov.uk/wp-content/uploads/2014/03/state-of-policing-12-13.pdf>

⁵ Questions were raised about the integrity of police recorded crime statistics in 2012 and it was acknowledged by the Office for National Statistics (ONS) that the recorded crime figures in their National Crime Survey reported in January 2013 might be defective since the ONS relied on figures reported to them by police forces. HMIC’s latest report into crime statistics published in May 2014 ‘Crime recording: A matter of fact. An interim report of the inspection of crime data integrity in police forces in England and Wales’ said that there was a problem in some forces of weak or absent management and supervision of crime-recording, significant under-recording of crime, and serious sexual offences not being recorded. Problems continue to emerge in some forces, for example, after an HMIC inspection, concerns were raised that there are rapes misreported as ‘no crime’ in Northumbria. The Chief Constable and Police and Crime Commissioner are investigating. See link for more details: <http://www.northumbria.police.uk/releasedetails.asp?id=97908>

⁶ 2014 Police Federation Independent Review. Available at: http://www.thersa.org/_data/assets/pdf_file/0004/1538230/RSA_Police_Federation_Report_WEB.pdf

⁷ For example, the PCC in Newport was accused of bullying a Chief Constable into retiring. The case has raised concerns about the process and power of PCCs being able to fire Chief Constables. Ann Barnes, Police and Crime Commissioner in Kent, was criticised for being ineffective and inadequately describing her role on ‘Meet the Police and Crime Commissioner’ on Channel 4. The Police and Crime Panel decided that letters received afterwards from the public received airing concerns were to be treated as routine correspondence and not official complaints.

⁸ Public Administration Select Committee 2014 Caught red-handed: Why we can’t count on Police Recorded Crime statistics’. Available at: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmpubadm/760/760.pdf>

⁹ Speech by Home Secretary Theresa May to Policy Exchange about Police and Crime Commissioners 2013. Available at: <https://www.gov.uk/government/speeches/police-and-crime-commissioners-one-year-on-warts-and-all>

The current accountability structures

The role of Police and Crime Commissioners

8. The role of Police and Crime Commissioner is a central component of new police governance arrangements provided for in the Police Reform and Social Responsibility Act 2011 (“PRSRA”). PCCs are intended to improve local accountability and increase local autonomy in policing. They replaced police authorities and are elected rather than appointed and are therefore directly accountable to the voters in their locality.¹⁰ They are elected for a set four year term of office with a limit of two terms. PCCs can be disqualified from holding office on certain grounds, such as being the subject of debt or bankruptcy conditions or on conviction of a criminal offence. They can resign their post. They can only be suspended by their Police and Crime Panel in circumstances where the PCC has been charged with a criminal offence which carries a maximum term of imprisonment exceeding two years.¹¹
9. The Home Office states that the role of a PCC is to ensure the policing needs of their communities are met as effectively as possible, bringing communities close to the police, building confidence in the system and restoring trust.¹² Their objective is to cut crime and deliver an effective and efficient police service in their police force locality by:
 - Holding the Chief Constable to account for the delivery of the force
 - Setting and updating a police and crime plan
 - Setting the force budget and precept¹³
 - Regularly engaging with the public and communities
 - Appointing, and where necessary dismissing, the Chief Constable.
10. Each PCC is designated a “corporation sole” under the PRSRA (as are Chief Constables). This means that they have a separate legal personality from the person holding the role and they are able to employ staff, own property, hold funds and enter into contracts. The PRSRA provides that PCCs may appoint a deputy PCC to exercise any of their functions.¹⁴ There are some restrictions on who can be appointed as a deputy but significantly the Act states that Schedule 7 of the Local Government and Housing Act 1989 (appointment of staff on merit) does not apply to the appointment of a deputy PCC.¹⁵ This means that the recruitment of deputy PCCs differs from the majority of public officials who are either elected or appointed as non-political officials following the Commissioner for Public Appointments’ Code of Practice, both mechanisms providing a means of assurance to the public through an appointment process which is open and transparent. The check on this power of appointment is that the PCC is required to notify the

¹⁰ PCCs were introduced in 41 of 43 police forces in England and Wales, separate arrangements exist in the Metropolitan Police Service and the City of London Police.

¹¹ Police Reform and Social Responsibility Act 2011 sections 30, 61 and 67.

¹² Home Office Have you got what it takes? Your role as a Police and Crime Commissioner Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/117463/role-as-pcc.pdf

¹³ Precept is the amount of the Council Tax budget that goes to the local police force.

¹⁴ There are some excepted functions listed in section 18(3)(b). Available at <http://www.legislation.gov.uk/ukpga/2011/13/section/18/enacted>

¹⁵ Police Reform and Social Responsibility Act 2011. Available at: <http://www.legislation.gov.uk/ukpga/2011/13/section/18/enacted>

Police and Crime Panel of the proposed appointment, the criteria used to assess their suitability and how the criteria were satisfied. The Police and Crime Panel is required to review the proposed appointment and make a recommendation to the PCC as to whether or not the candidate should be appointed which the PCC may choose to accept or reject. The framework for appointing deputies raises the question of whether the process presents an ethical risk.¹⁶

11. One of the key aspects of the role of the PCC is to open their force to greater transparency. The PRSRA provides that the PCC, as an “elected local policing body” must issue a police and crime plan within the financial year an election is held. This plan includes:
 - a. their police and crime objectives
 - b. financial and other resources provided
 - c. the means by which the Chief Constable will report to the PCC and
 - d. how the Chief Constable’s performance will be measured.

The PCC must also produce an annual report and publish information considered necessary to enable people living in the local area to assess the performance of the Chief Constable in exercising their functions. Just as important is for PCCs to be (and seen to be) transparent and open about their performance and they have a duty under section 11(1) PRSRA to publish specified information relating to the exercise of their functions and be transparent in their decision making.¹⁷ PCCs have a duty to engage with the public and local communities, put out good information and create a genuine dialogue.

12. A Home Affairs Committee (“HAC”) report published in May 2014 ‘*Police and Crime Commissioners: progress to date*’ noted a concern that the Home Office and the Association of Police and Crime Commissioners provide relatively little comparative analysis that might help the general public to assess the actions and decisions of their commissioners against each other.¹⁸ For instance, recently PCCs have been negotiating the transfer of police staff, assets and liabilities that were formerly employed or held by police authorities and have adopted a range of approaches to the process, but it is difficult to compare these approaches. The report concluded that it was too early to determine whether the introduction of PCCs has been a success and made several recommendations centred on strengthening Police and Crime Panels, training for PCCs and discouraging use of targets. It was noted that many PCCs (18 out of 41) were holding Chief Constables to account using targets. There is a more general concern that targets can introduce perverse incentives and a performance culture to meet targets.¹⁹

13. Her Majesty’s Inspectorate of Constabulary (HMIC) which continues to be responsible for inspecting the efficiency and effectiveness of police forces and previously had responsibility for inspecting police authorities, has no such jurisdiction in relation to PCCs. However PCCs can commission HMIC to investigate an issue. HMIC does provide PCCs and the public with

¹⁶ The Commissioner for Public Appointments 2012. The Code of Practice. Available at: <http://publicappointmentscommissioner.independent.gov.uk/wp-content/uploads/2012/02/Code-of-Practice-20121.pdf>

¹⁷ See The Elected Local Policing Bodies(Specified Information) Order 2011 S.I. No. 2011/3050

¹⁸ Home Affairs Committee 2014 Police and Crime Commissioners: progress to date. Available at: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/757/757.pdf>

¹⁹ Loveday, B 2008 ‘Performance Management and the Decline of Leadership within Public Services in the United Kingdom’. *Policing* 2 (1) pp 120-130.

“information, analysis, judgements and recommendations which can be used to understand police performance and so establish how well forces are doing with taxpayers’ money”.²⁰

14. The PRSRA, the Financial Management Code of Practice issued under section 17 PRSRA and the Policing Protocol 2011 form part of comprehensive framework for governance in every area.²¹

These are:

- the relationship between the PCC and the Chief Constable and how their functions will be exercised in relation to each other
- an independent audit committee
- Police and Crime Panels.

The relationship between the PCC and the Chief Constable

15. The Government intends PCCs to be responsible for the “totality of policing within their force area” they set the strategic direction and objectives of the police force whilst operational delivery, including the direction and control of police officers and staff, is designated solely to the Chief Constable.²² The Policing Protocol 2011 sets out some examples of what is meant by operational matters including the appointment or dismissal of officers or the investigation of crime and “decisions taken with the purpose of balancing competing operational needs within the framework of priorities and objectives set by the PCC.”²³ The list is not exhaustive and it is therefore for PCCs and Chief Constables to use their working relationship to safeguard operational independence and agree where the boundaries lie between their respective roles.²⁴ ²⁵ The Chief Constable is responsible for remaining politically independent of their PCC and the PCC must not fetter the operational independence of the police force and Chief Constable. As the Protocol acknowledges: “an effective, constructive working relationship is more likely to be achieved where communication and clarity of understanding are at their highest” but this ambiguity in the respective roles presents a risk of potential disagreement or conflict.

16. According to the Home Office, “the relationship between the PCC and Chief Constable is defined by the PCC’s democratic mandate to hold the Chief Constable to account, and by the law itself”.²⁶ The PRSRA provides that PCCs must hold Chief Constables to account for, amongst other things, the overall performance of the force including against the priorities set out in the police and crime plan, the performance of officers and staff and the exercise by the Chief Constable of his functions. The Chief Constable is accountable to the law for the exercise of police powers and to the PCC for the delivery of efficient and effective policing, management of

²⁰ HMIC 2014 State of Policing: The Annual Assessment of Policing in England and Wales 2012/13 <http://www.hmic.gov.uk/wp-content/uploads/2014/03/state-of-policing-12-13.pdf>

²¹ As part of the Home Office accounting officers assurance framework for obtain the necessary assurances for Parliament where the department funds other bodies on a decentralised basis. Home Office 2013 Financial Management Code Of Practice for The Police Service of England And Wales https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/228960/9780108511332.pdf

²² The Policing Protocol Order 2011 S.I. 2011 No. 2744 Available at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/117474/policing-protocol-order.pdf

²³ *ibid*

²⁴ *ibid*

²⁵ Home Office Have you got what it takes? Working with and holding your chief constable to account

²⁶ Home Office 2013 Financial Management Code of Practice for the Police Forces of England and Wales

resources and expenditure by the police force.²⁷ However, it is up to each PCC to decide how practically they will hold the police to account on behalf of the public. In order to do so effectively, PCCs must also be in receipt of high quality information, although the legislation does not specify where they must obtain this from.

17. The PCC is responsible for monitoring all complaints made against officers and staff and dealing with complaints against the Chief Constable. Section 38 of the PRSRA outlines the rights of the PCC to dismiss a Chief Constable, whilst Schedule 8 sets out the procedure for doing so, including requiring PCCs to give a description of their reasons for dismissing a Chief Constable both to the Chief Constable and the Police and Crime Panel.²⁸ This duty has been subject to some criticism.²⁹

Audit committees

18. Whilst the PCC is accountable to the public for the allocation of the police funding, both the PCC and Chief Constable are responsible for ensuring the effective management of the policing budget and securing value for money. The PRSRA requires every PCC outside London to appoint a person to be responsible for the proper administration of the commissioner's financial affairs, referred to as the Chief Finance Officer.³⁰
19. The Chief Constable has day to day responsibility for managing their allocated budgets and must also have adequate financial governance in place. It is encouraged that, where possible, forces and the Office of Police and Crime Commissioner should have joint Audit Committees with between three and five members who are independent of police.³¹ There have been some cases of forces and Offices of PCCs employing a joint Chief Financial Officer. The Chartered Institute of Public Finance and Accountancy (CIPFA) has stated that these offices will have to satisfy themselves that any conflict of interest can be effectively managed.³² The National Audit Office also raised this as a potential conflict of interest in its report published in January *Police accountability: Landscape review*.³³
20. Audit Committees provide an independent scrutiny function. It is for the Audit Committee to establish their own terms of reference but best practice from CIPFA would suggest its core functions would include risk management, governance, internal control, consideration of internal and external audit reports, annual accounts and financial statements. The Association of Police and Crime Commissioners (APCC) indicates that a large proportion of the terms of

²⁷ Home Office 2011 The Policing Protocol Order 2011. Available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/117474/policing-protocol-order.pdf

²⁸ Police Reform and Social Responsibility Act 2011. Available at: <http://www.legislation.gov.uk/ukpga/2011/13/section/38/enacted>

²⁹ Home Affairs Committee *Police and Crime Commissioners: progress to date paras 68-78*

³⁰ Police Reform and Social Responsibility Act 2011 Schedule 1 Section 1. Available at:

<http://www.legislation.gov.uk/ukpga/2011/13/schedule/1/enacted#schedule-1-paragraph-6>

³¹ Home Office 2012 Financial Management Code Of Practice for The Police Service of England And Wales

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/228960/9780108511332.pdf

³² Scott, A 2012 Accompanying letter to Statement on the role of the chief finance officer. Available at: <http://www.cipfa.org/-/media/files/publications/reports/120928%20as%20police%20cfo%20statement%20letter.pdf> See also CIPFA Statement on the role of the

chief finance officer 2012. Available at: <http://www.cipfa.org/-/media/files/publications/reports/role%20of%20cfo%20police.pdf>

³³ HC 963 Session 2013-14 22 January 2014

reference of PCC Audit Committees not only cover these traditional areas, they also extend to matters such as ensuring value for money is achieved, health and safety and more unusually professional standards and ethics.³⁴ There may be a question as to whether the audit committee is the most appropriate body for consideration of standards and ethical issues.

Police and Crime Panels

21. PCCs are scrutinised locally by Police and Crime Panels which regularly review or scrutinise the performance of the PCC and the exercise by the PCC of their functions. There is a statutory requirement for the panel to be balanced to represent all parts of and reflect the political make-up of the local area and have the skills, knowledge and experience necessary to discharge its functions effectively. Police and Crime Panels are made up of at least one elected representative from each local authority within the police force area and two independent co-optees, with a minimum of 10 representatives from the local authorities in the force area and a maximum total number of 20 panel members.³⁵ It has been suggested that the requirement, in particular, to have a politically “balanced” panel may have implications for the effective scrutiny of the PCC. The panel that shares the same political allegiance as the PCC may tend to “support” rather than “scrutinise” and the panel with a political difference to the PCC may be more adversarial.³⁶

22. As referred to above, Police and Crime Panels are charged with both challenging and supporting PCCs. Section 28(2) of the PRSRA states that the PCP’s various statutory functions “must be exercised with a view to supporting the effective exercise of the functions of the police and crime commissioner”.³⁷ The key functions of Police and Crime Panels are:

- Confirming or vetoing the PCC’s appointment of Chief Constable
- Confirming or vetoing the level of the council tax precept³⁸
- Reviewing the police and crime plan, annual report and both scrutinising and supporting the activities of the PCC in holding the Chief Constable to account³⁹
- Responsibility for complaints about a PCC
- Reviewing appointments of senior staff within the office of the PCC including the Deputy PCC.

In order to veto an appointment of the Chief Constable or the precept, at least two thirds of the panel will have to agree. Although the panel has responsibility for considering complaints against PCCs or their deputies, if a criminal offence is alleged the panel must refer the matter to the Independent Police Complaints Commission. Where complaints are non-criminal the panel will

³⁴ Association of Police and Crime Commissioners 2014. Report on Review of Terms of Reference - Independent Joint Audit Committee: Wiltshire Police and Crime Commissioner's Office. Available at: <http://www.wiltshire-pcc.gov.uk/Document-Library/Audit-Committee/Audit-Committee-260614/Agenda-Item-6---Terms-of-Reference-APCC.pdf>

³⁵ Strickland, S 2013 Police and Crime Commissioners. House of Commons Library. Available at: <http://www.parliament.uk/briefing-papers/SN06104.pdf>

³⁶ Lister, S 2014 Scrutinising the role of the Police and Crime Panel in the new era of police governance in England and Wales. *Safer Communities*. 13 no. 1, p28.

³⁷ Police Reform and Social Responsibility Act 2011. Available at: <http://www.legislation.gov.uk/ukpga/2011/13/enacted>

³⁸ A precept is the amount of Council Tax that is allocated to policing.

³⁹ Strickland, S 2013 Police and Crime Commissioners. House of Commons Library. Available at: <http://www.parliament.uk/briefing-papers/SN06104.pdf>

be responsible for handling and informally resolving these complaints, which can include delegating the initial handling to the PCC's monitoring officer. The Panel is ultimately responsible for the complaint resolution.

23. The panels have additional powers to help them carry out their functions and specific responsibilities relating to the Police and Crime Plan and annual report. These include:
- Making reports and recommendations on these two documents, which the PCC must take account of and respond to
 - Publishing all reports and recommendations that it makes
 - Holding public meetings to discuss the annual report and to question the PCC
 - Requiring the attendance of the PCC at a meeting to answer questions
 - Suspending the PCC if he or she has been charged with an offence punishable by at least two years in prison.
24. It has been argued that there is an inherent tension in Police and Crime Panels acting as both an accountability and support mechanism for PCCs. It is thought that this dual role may lead to conflict or blurring between the different aspect of the role and inconsistency amongst the panel members as to how they interpret their role.⁴⁰ Further, despite the Policing Protocol stating that the accountability of the Chief Constables remains firmly to the PCC and not the panel, the National Audit Office concluded that “panels were risking straying beyond their statutory remit by directly monitoring and evaluating the police force”.⁴¹ The Home Affairs Committee has said that Police and Crime Panels have struggled to understand their powers and define their role and recommended that Police and Crime Panels should fully exercise their powers of scrutiny especially in relation to proposed removals of Chief Constables.⁴²

Questions

25. The Committee is interested in your views on how effective the police accountability structures are, what works well, what can be improved and what can provide the public with the necessary assurance that ethical standards are being maintained. The Committee welcomes any general comments but in particular invites responses to the following questions:
- Are there any gaps in the existing mechanisms for holding PCCs to account?*
 - What can PCCs do themselves to improve their accountability to the public in between elections? How well are these mechanisms working in practice?*
 - How are PCCs ensuring transparency in their decision making?*

⁴⁰ Lister, S 2014 Scrutinising the role of the Police and Crime Panel in the new era of police governance in England and Wales. *Safer Communities*. 13 no. 1, pp. 22-31.

⁴¹ NAO Police accountability: Landscape Review HC 963 Session 2013-14 22 January 2014 p.20

⁴² Home Affairs Committee 2014 Police and Crime Commissioners: progress to date. Available at: <http://www.publications.parliament.uk/pa/cm201314/cmselect/cmhaff/757/757.pdf>

- iv. *What information is being made available to the public to enable them to scrutinise the performance of their local police force and hold PCCs to account? To what extent is it easily accessible, understandable and reliable?*
- v. *What has worked best for PCCs in engaging with the public and local communities?*
- vi. *How well are Police and Crime Panels able to hold a PCC to account between elections?*
 - a. *Does the role of the Police and Crime Panel need any further clarification?*
 - b. *How well are the current “balanced”⁴³ membership arrangements ensuring effective scrutiny and support of PCCs?*
 - c. *Are the current membership thresholds requiring a two thirds majority to veto a PCC’s level of precept and appointment of a Chief Constable proving practicable?*
 - d. *Should Police and Crime Panels have the power to veto PCC appointments of senior staff where they believe the criteria for suitability were inappropriate or not satisfied?*
 - e. *How should PCCs be held to account for their standards of personal conduct? What role should Police and Crime Panels have in this?*
- vii. *Are the boundaries between the local roles and responsibilities of the PCC and Chief Constable being adequately communicated and understood by local communities? Is there evidence that they require any further clarification or guidance?*
- viii. *According to the Financial Management Code, Audit Committees should ‘advise the PCC and the Chief Constable according to good governance principles and to adopt appropriate risk management arrangements.’ How well is this working in practice? Are there any examples of conflicts of interests arising from PCCs and Chief Constables having in some cases, a joint audit committee and/or a joint chief financial officer?*

⁴³ Schedule 6 paragraph 31 PRSRA sets out the duty to provide a balanced panel. The “balanced appointment objective” referred to in this paragraph is the objective that local authority members of a police and crime panel (when taken together)—

(a) represent all parts of the relevant police area;

(b) represent the political make-up of—

(i) the relevant local authority, or

(ii) the relevant local authorities (when taken together);

(c) have the skills, knowledge and experience necessary for the police and crime panel to discharge its functions effectively.

Ethical leadership to promote and sustain the values of the Policing Code of Ethics

26. The Policing Protocol requires that all parties to the protocol including PCCs, Chief Constables and Police and Crime Panels will abide by the Seven Principles of Public Life - Selflessness, Integrity, Objectivity, Accountability, Openness, Honesty and Leadership. All of these individuals will have a responsibility to demonstrate leadership in upholding high ethical standards – by observing high standards themselves, by demonstrating high standards to others through their own behaviour and by challenging inadequate standards when they see them.
27. We highlighted the value of proactive governance and visible leadership in ensuring high ethical standards in organisations when we said, “Exemplifying high standards is particularly important for those in management positions. It is even more so for those at the very top, because it is they who set the tone for an organisation.”⁴⁴ This statement has been echoed by HMIC.⁴⁵
28. The College of Policing recently published a Code of Ethics that ‘defines the policing principles and expected standards of behaviour for everyone who works in policing’.⁴⁶ Chief Constables must have regard to the Code. The Committee has previously said that PCCs have a key role in reassuring the public by holding the Chief Constable to account for putting in place robust systems to monitor and evaluate implementation so that high standards are experienced as an integral part of everyday business.
29. This Committee has also said that PCCs should lead by example by having their own Code or adopting the Code of Ethics. The APCC has worked with PCCs to develop an ethical framework which is based on the Seven Principles, adheres to good practice and is locally adaptable.⁴⁷ The framework describes high level principles and PCCs are encouraged to set out how they will apply them in their role. Most codes of conduct include a requirement to identify and resolve any actual or potential conflicts of interest. Although codes of conduct are useful tools, the Committee has frequently observed that they are unlikely to be sufficient in themselves to maintain high standards. They need to be applied in tandem with independent scrutiny, guidance, training and the application of appropriate sanctions when those standards are breached. There have already been cases in which PCCs have been accused of failing to resolve conflicts of interest, for example, by continuing to remain as local councillors in the force area for which they are responsible.

⁴⁴ Committee on Standards in Public Life 2013 Standards Matter A review of best practice in promoting good behaviour in public life. Available at: http://www.public-standards.gov.uk/wp-content/uploads/2013/01/Standards_Matter.pdf

⁴⁵ In 2014 State of Policing: The Annual Assessment of Policing in England and Wales 2012/13, HMIC have said “*If leaders fail to uphold the high standards rightly expected of them – for example, in relation to financial impropriety or the improper acceptance of gifts and hospitality – that will adversely affect the behaviour of some others lower down the organisation, and damage the morale of the vast majority of honest, hardworking officers and staff.*” Available at: <http://www.hmic.gov.uk/wp-content/uploads/2014/03/state-of-policing-12-13.pdf>

⁴⁶ College of Policing 2014 Code of Ethics. Available at: <http://www.college.police.uk/en/20972.htm>

⁴⁷ Association of Police and Crime Commissioners 2014. Annual report summary 2013/14. Available at: <http://apccs.police.uk/wp-content/uploads/2013/08/APCC-Annual-Report-Summary-190814.pdf>

30. PCCs are required to publish lists of gifts and donations and registers of interest; however the Home Affairs Committee, at the time of its progress review, reported that not all Commissioners were meeting their transparency requirements. The Committee also recommended a national register of commissioners' disclosable interests.
31. As PCCs have responsibility for the budgets of their police forces, they look at how services are delivered, including where appropriate outsourcing. PCCs are therefore likely to be subject to lobbying from a range of individuals and organisations including those looking for opportunities to provide services to or on behalf of the police or on other policing matters more generally. In our report '*Strengthening Transparency Around Lobbying*' we recommended that public office holders should regularly publish records of all significant meetings and hospitality involving external attempts to influence a public policy decision. They should also decline offers of significant gifts and hospitality and publish records of registers of interest and gifts and hospitality accepted in an easily accessible format.⁴⁸ We note that the Home Affairs Committee, in its progress review, also recommended that commissioners should publish a register of meetings held with external stakeholders.

Questions

32. The Committee are concerned to understand generally the steps all parties to the Policing Protocol are taking to ensure they are abiding by the Seven Principles of Public Life. The Committee also wishes to consider specifically the extent to which PCCs are providing ethical leadership in embedding the Policing Code of Ethics, and are themselves acting within that framework as elected officials. The Committee invites views generally and on the following questions:
- ix. *What do you see are the key responsibilities of PCCs as ethical leaders? Can you provide examples of PCCs managing those responsibilities well, or, if not, suggest what can be improved?*
 - x. *What actions are PCCs taking to ensure that they and the police force they hold to account maintain the highest ethical standards and embed the Policing Code of Ethics? In particular how are PCCs and Chief Constables as leaders promoting and sustaining the core values of policing in the face of all the other pressures on the force? How are any obstacles being overcome?*
 - xi. *Is there sufficient transparency of propriety information from PCCs, for example published information on expenses, registers of interest, gifts and hospitality and external meetings?*
 - xii. *What measures have proved helpful in supporting PCCs to identify and resolve conflicts of interest in discharging their duties? Are there sufficiently robust protocols and guidance in place locally to manage these in a transparent way?*

⁴⁸ Committee on Standards in Public Life 2013. *Strengthening Transparency Around Lobbying*. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/336925/2901376_LobbyingStandards_WEB.pdf

How to respond

Responses should be sent by email to public@standards.gsi.gov.uk or by post to the Secretary to the Committee on Standards in Public Life GC05 1 Horse Guards Road, London SW1A 2HQ. Wherever possible views expressed should be supported by appropriate evidence.

Any queries about submitting evidence can be made via the email address above or by telephoning the Committee Secretariat on 020 7271 2948.

The closing date for responses is noon on 30 November 2014.

The Committee's website can be found at <https://www.gov.uk/government/organisations/the-committee-on-standards-in-public-life>

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It is important for the evidence considered by the Committee to be open and transparent. All responses will be published along with the identity of the person or organisation making the submission, unless the Committee is satisfied both that there is a compelling reason for an exemption to be granted and that the integrity of the process will not be undermined.



REPORT TO:	North Wales Police and Crime Panel
DATE:	15/12/14
CONTACT OFFICER:	Ken Finch, Strategic Director (Democracy, Regulation and Support) – Conwy County Borough Council
SUBJECT:	Webcasting of Meetings

1. PURPOSE OF THE REPORT

- 1.1 The North Wales Police and Crime Panel (PCP) is requested to consider whether meetings of the PCP should be webcast.

2. EXECUTIVE SUMMARY

- 2.1 Conwy County Borough Council (CCBC) has procured a webcasting system using grant funding provided by Welsh Government and cameras, software and an operating console have been installed in the Council Chamber at Bodlondeb, Conwy.
- 2.2 The costs associated with webcasting PCP meetings are contained within the report.
- 2.3 The PCP considered this report at its meeting on 02/06/14, however the Panel agreed to defer the matter until the PCP had a full complement of Members present. In addition, the Office of the Police and Crime Commissioner would undertake a risk assessment of webcasting on the Commissioner's role, taking into account good practice from other Police and Crime Panels, who are currently webcasting.

3. RECOMMENDATION(S)/OPTIONS

- 3.1 That the North Wales Police and Crime Panel considers whether future meetings of the PCP are webcast.

4. BACKGROUND INFORMATION

- 4.1 Sussex PCP, Thames Valley PCP and Staffordshire PCP do currently webcast their meetings, which can be viewed on their websites. However the CfPS document 'Police and Crime Panels: the first year' identifies that the majority of PCP meetings are not webcast. Given that many Panels cover wide geographical areas, the presumption in favour of webcasting might be seen as higher than with standard council meetings.
- 4.2 PCPs should be visible to those in the local community and by webcasting meetings, the PCP would raise its profile and would be able to demonstrate to the public that the Police and Crime Commissioner is being effectively held to account between elections.
- 4.3 Webcasting would allow our meetings to be available to view over the internet by way of streaming media. The website would allow the public to view the meetings live or later through the website via an archive. All the audience needs is a device with an internet connection and they can tune in and watch the event.
- 4.4 Typically Councils using webcasts report that the number of people watching live is higher than the number of people who actually attend meetings, and that significantly higher numbers of people watch archived material as opposed to those that watch live.
- 4.5 Webcasting of meetings, particularly around the budget, precept and the police and crime plan, would be seen as a means of enhancing transparency and public access to meetings.

5. CONSULTATION

- 5.1 Consultation has been carried out with the Chair and Vice-Chair of the PCP, who are supportive/non supportive of webcasting meetings.
- 5.2 The PCC and the Office of the Police and Crime Commissioner have also been consulted with and are supportive/non supportive of webcasting meetings.

6. RESOURCE IMPLICATIONS

- 6.1 There would be a one-off cost of £600 to the webcasting provider to create the PCP page from which the webcasts can be viewed. There would also be a charge of £100 per hour of webcast footage to cover the hourly fee charged by the webcast provider, use of the Council's webcasting resources and staff resources.

6.2 All costs relating to broadcasting hours and Officer support necessary to webcast meetings will be covered by the Home Office grant.

7. RISKS

7.1 Conwy County Borough Council has explored the risks associated with webcasting as a whole, which include:

- Future funding of the initiative when CCBC's 2 year pilot comes to an end.
- Inappropriate use of webcasting footage and discussions being taken out of context.
- Webcasting acting as a deterrent for public speakers.

8. REASON FOR RECOMMENDATION

8.1 To give the PCP an opportunity to decide if meetings should be webcast; this would be seen as a way to increase the profile and visibility of the Panel and enhance transparency and public access to meetings.

**POLICE AND CRIME PANEL
PANEL HEDDLU A THROSEDD**



**NORTH WALES POLICE AND CRIME PANEL
FORWARD WORK PROGRAMME**

Contact Officer:	Dawn Hughes
	Senior Committee Services Officer Conwy County Borough Council Bodlondeb Conwy LL28 5NF
E-Mail:	dawn.hughes@conwy.gov.uk
Telephone:	01492 576061

Date	Subject	Responsible Officer (including e-mail address)
19 Jan 2015	<p>How is the PCC scrutinising the Force's performance against the Police and Crime Objectives of the Plan</p> <p>To receive a scrutiny report on how the PCC is scrutinising the Force's performance against the Police and Crime Objectives of the Plan.</p>	Ken Finch, Strategic Director – Democracy & Environment ken.finch@conwy.gov.uk
19 January 2015	Confirmation Hearing for Deputy Chief Executive	Winston Roddick, Police and Crime Commissioner
19 Jan 2015	<p>Complaints Received</p> <p>To receive a summary of the number of complaints received and the action</p>	Ken Finch, Strategic Director – Democracy & Environment ken.finch@conwy.gov.uk
19 Jan 2015	<p>Proposed Precept 2015/16</p> <p>To consider the proposed precept for 2015/16</p>	Winston Roddick, Police and Crime Commissioner
19 Jan 2015	<p>Draft Budget for the Police Service for 2015/16</p> <p>To consider the budget for the Police Service for 2015/16</p>	Winston Roddick, Police and Crime Commissioner
19 Jan 2015	<p>Draft Budget for the Office of the Police and Crime Commissioner for 2014/15</p> <p>To consider the draft budget for the Office of the Police and Crime Commissioner for 2015/16.</p>	Winston Roddick, Police and Crime Commissioner

Date	Subject	Responsible Officer (including e-mail address)
Future Items		
June 2015	Annual Report from the Police and Crime Commissioner To receive the Commissioner's annual	Winston Roddick, Police and Crime Commissioner
June 2015	Member Allowances and Expenses To receive a report on the allowances paid to members of the Police and Crime Panel.	Ken Finch, Strategic Director – Democracy & Environment ken.finch@conwy.gov.uk ken.finch@conwy.gov.uk
June 2015	How is the PCC improving confidence in the Police across Wales To consider a scrutiny report on how the PCC is improving confidence in the Police across Wales	Simon Hensey, Scrutiny Support Officer simon.hensey@conwy.gov.uk
Between 12 Jun 2015 and 30 May 2016	How is the PCC making commissioning decisions and what are his future intentions To consider a scrutiny report on how the PCC is making commissioning decisions and what are his future intentions	Simon Hensey, Scrutiny Support Officer simon.hensey@conwy.gov.uk
Between 12 Jun 2015 and 27 May 2016	How is the PCC building effective partnerships To consider a scrutiny report on how the PCC is building effective partnerships	Simon Hensey, Scrutiny Support Officer simon.hensey@conwy.gov.uk
TBC	Partnership Working	Winston Roddick, Police and Crime Commissioner
TBC	Update on changes to Funding Formula To receive an update on the review of the police formula funding.	Winston Roddick, Police and Crime Commissioner