

REPORT OF THE POLICE AND CRIME COMMISSIONER FOR BEDFORDSHIRE

Date	18 th November 2015	Report No	7 (ii)
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Title
PEEL Assessment 2015

Purpose
To provide a report detailing the Commissioner's reaction to, and his proposed actions as a result of, the assessment.

Executive Summary
<p>The first report on the efficiency of police forces, as part of HMIC's new annual all-force inspection programme covers forces' effectiveness, efficiency and legitimacy – known informally as PEEL. It accompanies the publication of separate reports on the efficiency of each police force in England and Wales.</p> <p>The report builds on the reports of HMIC's Valuing the Police programme, which were published over the last four years and which looked at how well forces had achieved the spending reductions since 2010. This report focuses on the efficiency of forces, in particular how well forces understand the demand for their services and how well they match their resources to that demand. It reflects the financial position of the Force in 2014/15 and the future plans, but at the time of publication, both the outcome of the Government's consultation on proposed changes to the police funding formula have been postponed until 2017/18 and the results of the Spending Review 2015 were unknown but anticipated at a minimum of a 25% reduction.</p>

Recommendations
The Police and Crime Panel should consider the contents of this report.

Background/Supporting papers
PEEL: Police Efficiency 2015, published by HMIC October 2015

Contribution to the Police and Crime Plan
<p>Commitment 1: With overall responsibility for the Force budget I will continue to ensure that the Force delivers value for money to the tax payer and delivers the best possible police service to the communities of Bedfordshire with the funds available.</p> <p>Commitment 2: I will continue to do all I can to increase funds for Bedfordshire Police and get a fairer deal from Central Government.</p>

Implications
1. Strategic risks The Police and Crime Commissioner's pledges were linked to strategic risks for the force with the

intention of mitigating impact. This report provides the Commissioners viewpoint on the impact of further policing cuts and the statements made within the PEEL report.

2. Financial Implications

Significant financial implications will be imposed on Bedfordshire Police once the outcome of both the funding formula review and comprehensive spending review are announced.

3. Equality and Human Rights Implications

There are no equality and human rights implications arising from this report.

4. Legal Implications

There are no legal implications in this report.

5. Regional/Collaborative Working Implications

Continued collaborative working and the financial savings to be derived from collaborative working are assumed within the report.

Report

1. In October 2015, the “PEEL: Police Efficiency 2015” report was published by HMIC. This report is the first on the efficiency of police forces as part of the HMIC’s new annual all-force inspection programme covering forces’ effectiveness, efficiency and legitimacy – known informally as PEEL.
2. The report is concerned with the question: “How efficient are the police at keeping people safe and reducing crime?” To answer this, HMIC inspected forces on three questions:
 - How well does the force use its resources to meet its demand?
 - How sustainable and affordable is the workforce model?
 - How sustainable is the force’s financial position for the short and long term?
3. HMIC graded 5 forces as outstanding, 29 forces as good, 8 forces as requiring improvement and 1 force as inadequate on their efficiency. Compared to last year's report in the Valuing the Police programme, the number of forces graded as outstanding is the same, fewer forces are graded as good, more forces are graded as requiring improvement and, for the first time, HMIC has graded a force as inadequate on efficiency. Bedfordshire Force was graded as ‘requiring improvement’ across all three areas of review.

Bedfordshire Grading: Points of Note

4. **Collaboration.** HMIC reported that there were impressive and purposeful plans for joint operational working between Cambridgeshire Constabulary, Bedfordshire Police and Hertfordshire Constabulary, where options for a shared public contact function, involving call handling and control rooms were being developed

5. Under sections 22B and 22C of the Police Act 1996, chief constables and police and crime commissioners are under a duty to keep collaboration opportunities under review and to collaborate where it is in the interests of the efficiency or effectiveness of their own or other police force areas.
6. Bedfordshire Police continue to work with neighbouring forces Hertfordshire and Cambridgeshire and have collaborated a number of services to date with work and forthcoming projects being completed as below:

7. How well does the force use its resources to meet its demand? Areas for improvement:

Areas for improvement:

- The force should undertake further work to gain a fuller understanding of current demand for its services, and likely future changes in demand. This is so it can make best use of its resources to meet the needs of the public and should include working more closely with other organisations.
- The force should develop an overarching programme management plan, which identifies and addresses all of the risks and interdependencies associated with the scale of change. The plan should include the transition to the new operating model, reducing the size of the workforce, managing the extended collaboration plans and mitigating the impact of the planned ICT developments.

8. How sustainable and affordable is the workforce model?

Areas for improvement:

- The force should assess whether there are any capacity and capability shortfalls in the current workforce to find ways of overcoming the risk this poses to the service it provides, especially in public protection.
- The force should engage as widely as possible with the workforce and the other organisations it works with to ensure the proposed operating model and 'One Team Bedfordshire' approach is fully understood. This will assist in directing the cultural change needed and overcoming any resistance which might undermine performance.
- The force should disseminate detailed operating guidance to the workforce so it has a clear understanding of how the new structure is expected to function, so that all are clear what is expected of them in the new 86 operating model.

9. How sustainable is the force's financial position for the short and long term?

Area for improvement:

- The force should develop clear and realistic plans for achieving the likely savings required beyond 2015/16, to provide greater assurance that should the planned collaboration savings not be achieved or take longer to be realised, the force can continue to balance its budget.

Commissioner's Response

10. The findings by the HMIC that Bedfordshire Police 'requires improvement' is disappointing but reflects the Commissioner and Chief Constable's belief that the funding levels in Bedfordshire are not suitable.
11. The Commissioner welcomes the findings of the PEEL report as a catalyst for change in the funding formula albeit there is sadly no direct link nor is this an accurate reflection of all the hard work going on within Bedfordshire Police to help protect the public and fight crime.
12. The Commissioner maintains a consistent challenge to the Chief Constable in order to ensure appropriate plans are in place to address the areas of improvement accurately identified by HMIC. The Commissioner is reassured that already, in order to understand its demand; Bedfordshire Police has a Force Quality Improvement Programme which is looking to refine the work completed by external consultants, KMPG. The introduction of the new FAST/FIXED model is proving successful with interim data suggesting a more effective policing response to emergency matters. The FAST/FIXED model will be significantly hampered by further cuts in funding. The findings and recommendations within the PEEL report come at a time where such recommendations are already being implemented.
13. In the Police and Crime Plan 2015, the PCC made the following commitments about partnership working and grant funding:
 - **Commitment 4:** I will strength the partnership between our communities and our police to help us work together to protect people, fight crime and keep Bedfordshire safe.
In 2015/16 The Police and Crime Commissioner announced two grant funds that were available for organisations to apply to, the Community Safety Fund and the Victims Fund. To date a total of 35 grants have been awarded and projects are being delivered across the county.
 - **Commitment 10:** I will work in partnership to promote the reporting of historically under reported crimes, also holding the Chief Constable to account in this regard.
Within this financial year, the PCC's victims commissioning fund was launched for organisations to bid to deliver services for emotional and practical support services for victims of crime. Within the Victim's Commissioning Fund, several projects were funded with the aim of promoting the reporting of under reported crimes and increasing awareness amongst the public. Examples of projects and initiatives which are aimed at increasing the reporting of historically under reported crimes include the Hate Crime Partnership Bid , the work of the Bedfordshire Victims Partnership and the Modern Day Slavery Conference.

- **Commitment 12:** I will work for greater co-ordination and more effective information sharing across our public services to tackle the underlying causes of criminality, exploitation and vulnerability, so improving outcomes and achieving better value for the taxpayer.

Working in partnership with other agencies is central to providing a high quality service for residents. The PCC identified a need for greater partnership working and therefore has supported a number of recent examples of best practise including the work on the Mental Health Crisis Care Concordat which is pursuing a Mental Health Street Triage.

- **Commitment 14:** I will continue to work towards universal coverage of watch schemes across the county, as part of building confident and resilient communities.

The PCC continues to support the work of the Watch Schemes through funding and resourcing support across Bedfordshire. The schemes continue to provide safety information through the website, targeted leaflet drops and various high profile operations targeting crime hotspot areas.

- **Commitment 17:** Even though times are hard and the government plans to continue cutting funding for the police over the next five years, I am committed to supporting the work of partners and intend to maintain a Community Safety Fund for this purpose. However, depending on budget cuts, I may not be able to continue to fund it at current levels.

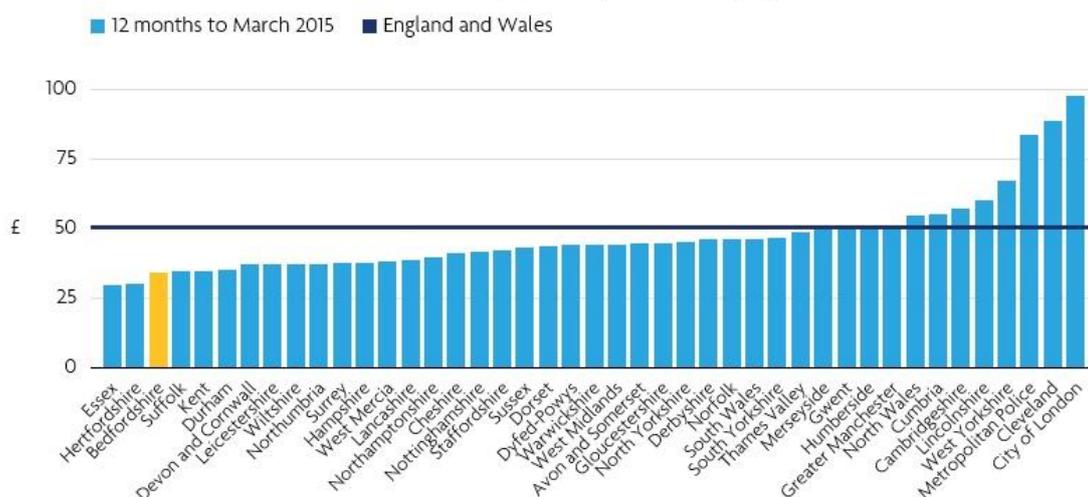
The first round of the Community Safety Fund was launched at the beginning of this financial year and a total of 20 projects were awarded funds. On the 28th October 2015 the PCC re-opened the Community Safety Fund for organisations to bid into. Funds secured via the Police Property Act were added to the remaining CSF funding meaning that £109,541 is available. This new round of funding will close on 27th November 2015 to ensure awards are made before the beginning of 2016.

Commissioner's Activities in Response to the PEEL report

14. The Commissioner is taking the funding situation extremely seriously and has already taken significant action to challenge the funding received by Bedfordshire.
15. The Commissioner launched an online Petition as a response to the proposed changes to the funding formula and the county's under funding. The petition currently has in excess of 10,000 signatures which will trigger a written response from government and at 100,000 signatures will trigger a debate in parliament at which the Policing Minister will be required to attend Parliament and answer questions on this matter. As some 300,000 individuals took part in the referendum, it is hoped that 1/3 of this total can be achieved.
16. To date, the petition has been publicised by the following:

- Local news coverage including TV and Newspaper
 - Wide publicity on social media including Facebook and Twitter
 - Partner agencies and supported groups
 - The publication of www.saveourpolice.org.uk
 - Close liaison with both the Police Federation and Unison
 - Engagement events on a countywide scale in public arenas. All attended by the PCC.
17. The detail supporting this petition has been presented to Parish Councils across Bedfordshire and continues to be so with forthcoming meetings arranged.
 18. On Tuesday 3rd November 2015, The Commissioner attended the Home Affairs Selected Committee in London to give evidence with regard to the funding formula and its impact upon Bedfordshire Police. Mr Martins was one of three Police and Crime Commissioners who gave evidence to the committee. The PCC presented the Bedfordshire case as to why the funding formula was flawed and discussed what the impact on front line services would be.
 19. Mr Martins used data available to the public to demonstrate the current demand upon front line services against an already dwindling resource picture. Mr Martins outlined that any further funding cuts to Bedfordshire would risk public safety and would see more limited policing of the county.
 20. The Home Affairs Select Committee was recorded. A copy of that interview is available on the parliament.uk website - <http://www.parliament.uk/business/committees/committees-a-z/commons-select/home-affairs-committee/news-parliament-2015/151030-evidence-police-funding-formula/>
 21. Under sections 22B and 22C of the Police Act 1996, Chief Constables and Police and Crime Commissioners have a duty to keep collaboration opportunities under review and to collaborate where it is in the interests of the efficiency or effectiveness of their own or other police force areas.
 22. Bedfordshire Police continue to work with neighbouring forces Hertfordshire and Cambridgeshire and have collaborated a number of services to date including Major Crimes and Road Policing. Forth coming collaboration opportunities include Public Contact, Custody and Firearms Licensing. The savings obtained through collaboration protect front line services. Work in this area remains crucial to ensure front line resources are not cut any further but total numbers will all depend on the impending funding formula review and comprehensive spending review.
 23. Bedfordshire Police continues to be an efficient force with one of the lowest non pay costs per head of population and one of the lowest costs of policing per head of population.

The total non-pay cost per head of population



24. Whilst the costs of Bedfordshire Police are low, the crime rate and policing challenges remain a concern. Bedfordshire Police has just 169 officers per 1000 population compared to a national average of 232 and the Metropolitan Police of 388.

25. The PEEL report is clear that Forces must understand their policing demand and financially plan for the future. The Commissioner is confident that there is clear understanding of demand as indicated in the KPMG support to re-model the Force based on demand for services. Financial planning was robust with a Medium Term Financial Plan which provided activities to mitigate the deficit. However, financial planning has been made significantly difficult by the introduction of a funding formula review and a forthcoming comprehensive spending review. Both of these factors will have significant impact on Bedfordshire’s ability to maintain frontline services without reducing officer and staff numbers. The Commissioner welcomes the savings being achieved through collaboration however, front line service numbers are low and further reduction will result in a reduced capability of the Force.

Public Access to Information	
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Report Author	Olly Martins
Date of report	18 th November 2015