

6 February 2014

At a meeting

of the

Bedfordshire Police and Crime Panel

**held at 6.30 pm on 6 February 2014 in
Committee Room 1 at Borough Hall, Bedford**

	PRESENT	
	Bedford Borough Council	
	Councillor Atkins	
	Councillor Foster	
	Councillor Holland	
	Central Bedfordshire Council	
	Councillor Chapman (Chair)	
	Councillor Graham	
	Councillor Hollick	
	Councillor Spurr	
	Luton Borough Council	
	Councillor Saleem,	
	Councillor Whitaker	
	Independent Members	
	Mr P Cain	

Mr O Martins, the Police and Crime Commissioner for Bedfordshire, Mr S Bullock, Assistant Police and Crime Commissioner for Bedfordshire, Mr P Phillipson, Interim Chief of Staff, Office of the Police and Crime Commissioner and Mr P Wells, Chief Finance Officer to the Commissioner were also present.

Apologies for absence were received from Councillor Dolling (Luton Borough Council) and Ms R Parkes (Independent Member).

44. QUESTIONS FROM MEMBERS OF THE CONSTITUENT COUNCILS AND MEMBERS OF THE PUBLIC

There were no questions from Members of the Constituent Councils or members of the public.

45. MINUTES

RESOLVED:

That the Minutes of the meeting of the Panel held on 14 January 2014 be confirmed.

46. DISCLOSURE OF LOCAL AND / OR DISCLOSABLE PECUNIARY INTERESTS

There were no disclosures of Local or Disclosable Pecuniary interests.

47. POLICE AND CRIME COMMISSIONER FOR BEDFORDSHIRE - UPDATE ON ACTIVITY

The Police and Crime Commissioner for Bedfordshire provided the Panel with an overview of the work undertaken between 1 November 2013 and 31 January 2014.

A Panel Member commented that the Deputy Police and Crime Commissioner for Bedfordshire had been very active in the Boroughs of Bedford and Luton and it was suggested that she should engage with younger people in Central Bedfordshire and people in the rural areas.

The Commissioner agreed to take this on board.

RESOLVED:

That the report be noted.

48. FORCE PERFORMANCE QUARTER 3 - 2013/14

The Police and Crime Commissioner for Bedfordshire provided an update on the Force performance for the third quarter of 2013/2014.

He reported that the Government had awarded £2m in 2013/14 and £6m in 2014/15 from its Innovation Fund to a joint bid from Bedfordshire, Cambridgeshire and Hertfordshire Police Forces. This grant would be used to invest in new information and communications technology.

The Bedfordshire Force was striving for continuous improvement to complement restructuring and collaboration. Specific continuous improvement initiatives included:

- Mobile Data devices to help front line officers and staff carry out their duties away from fixed police station bases.
- Body worn video to enhance evidence gathering and give a record of interactions between front line officers and members of the public. It was anticipated that this would reduce the volume of complaints against police officers. A pilot exercise was currently being undertaken.

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- LEAN which was a continuous improvement process aimed at eliminating unproductive activities to improve efficiency and effectiveness. The Force was working with an external consultancy on this which would report on identified improvements.
- METIS which was a programme, led by Cambridgeshire Constabulary, using technology to expand the capabilities and efficiency of front line officers.

Victim satisfaction was an integral part of the Confident Communities Agenda. Research had established five predictive drivers of satisfaction. Victim's satisfaction improved if officers:

- Took matters seriously;
- Appeared interested;
- Treated them fairly;
- Provided information quickly;
- Provided reassurance.

The Chief Inspector for Victim Satisfaction was actively communicating these drivers to response officers and the Force senior management.

The Commissioner reported that for future reports performance would be broken into four areas:

- Priority crime;
- Volume crime;
- Under-reported crime;
- Preventive crime.

A new Local Policing Performance Framework was being developed. This would cover:

- Incident demand and response;
- Priority crime and anti-social behaviour, including high demand locations;
- Investigation management;
- Victim satisfaction;
- Intelligence submissions;
- The night-time economy;
- Abstractions of officers from regular duties;
- Repeat and vulnerable victims;
- Public confidence;
- Accidents and assaults.

Performance tools were also being developed to support decisions around Serious Sexual Offences and Domestic Abuse.

In response to a question on how he was dealing with crime in Central Bedfordshire, the Commissioner advised that a map in his office showed that, with the exception of Dunstable and Houghton Regis, the density of crime in Central Bedfordshire was low. He offered to circulate a copy of this map to Panel Members.

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In response to a question on how he addressed crime in the rural areas, and how he intended to adapt the Local Police Performance Framework for the rural areas, the Commissioner advised that there was a local team of Police Community Support Officers dedicated to particular parts of the County. In addition, response officers responded to calls across the whole County.

General visibility of officers had been a challenge. To address the shortfall in Constables to staff the agreed policing model the Force was recruiting police officers for the first time in four years. In addition, the number of Special Constables would be significantly increased to tackle high risk issues alongside regular officers and to provide a police presence in lower risk parts of the County. Intake of Special Constables was planned to reach 235 by 1 April 2014 and 322 by the summer of 2015.

RESOLVED:

- (1) That the report be noted.
- (2) That the introduction of body worn video for police officers be welcomed.
- (3) That the Commissioner be requested to circulate the crime density map to Panel Members.

49. REVENUE BUDGET 2014/15

The Commissioner reported that the funding settlement for 2014/15 for Bedfordshire was disappointing, leaving the Force with £1.0m less funding than had originally been planned for when the Spending Review was announced in June 2013. Although a reduction of 3.3% had been anticipated, the final reduction was 4.8% which came about as a result of a number of top-slices from the Police Service funding pot.

The 2014/15 revenue budget had been built around the Commissioner's Police and Crime Plan and had been considered by the Commissioner and the Chief Constable to ensure that the Commissioner could deliver the level of service expected by the public. The Commissioner reiterated his commitment to maximise resources and maintain front line policing by maintaining Police Officer and Police Community Support Officer numbers and build up the number of Special Constables and volunteers. He had also given strong regard to the ability of the public to pay, the level of service he expected the Bedfordshire population to receive from the Police Service and the financial position for Bedfordshire Police in future years.

Savings plans were in place for the 2014/15 budget to enable the Commissioner to set a balanced budget. Budget gaps currently existed in future years and further work would be undertaken both in terms of identifying savings but also on a longer term funding strategy for the Commissioner.

The Commissioner was maintaining a good level of police funds to assist with extraordinary events that might arise due to the volatility of policing as well as providing a buffer against future years' expected reductions in funding and likely capital spend.

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Based on current assumptions the Commissioner recommended a revenue budget of £101.691m for 2014/15 which would result in an increase in Council Tax of 1.99%.

In response to a question on the resignation of key members of his staff, the Commissioner confirmed that he was confident he would be able to continue to run his office with the current complement.

RESOLVED:

That the Commissioner be advised that the Panel supports the following proposals:

(1) That the Estimated Revenue Expenditure be set at £101.691m, including a contingency provision for pay and price inflation of £0.565m.

(2) That the budget requirement of £101.691m be met through:

Police Core Settlement	£43.211m
Department for Communities and Local Government Funding Formula	£24.264m
Legacy Council Tax Grants	£4.637m

and that subject to adjustments at (3) below the Commissioner's precept requirement be determined at £29.579m.

(3) That the Precept in (2) above be reduced by £0.192m, being the Commissioner's share of the estimated surplus on Council Tax Collection Funds for 2013/14 for each of the Unitary Councils to £29.387m.

(4) That, pursuant to the provisions of the Local Government Finance Acts 1992 and 1999 and all other relevant statutory powers, the Commissioner's Monitoring Officer issue Precepts in the necessary form to each of the Unitary Council's indicated in Column 1 below, requiring those Authorities to make payments of the sum indicated in Column 2 in eleven equal instalments and payments for the Commissioner's share of the estimated surplus on the Council Tax Collection Funds for 2013/14, in ten equal instalments on the agreed dates, of the sum indicated in Column 3.

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Unitary Councils (1)	£'000 (2)	£'000 (3)
Bedford Borough	8,118	100
Luton Borough	6,960	87
Central Bedfordshire	14,309	5
Total	29,387	192

- (5) That the amount of Council Tax calculated at 1.99%, in accordance with the Local Government Finance Act 1992, to be payable in respect of each category of dwelling be confirmed as follows:

Valuation Band	Council Tax for Band £
A	104.37
B	121.76
C	139.16
D	156.55
E	191.34
F	226.13
G	260.92
H	313.10

50. CRIME RATES IN LEIGHTON BUZZARD

The Police and Crime Commissioner for Bedfordshire provided the Panel with an update of the crime rates for Leighton Buzzard and the aligned work. He reported that Leighton Buzzard remained an area of relatively low levels of crime which meant that it was prone to peaks and troughs, in particular during the winter period. This pattern of crime trends was a known factor. However, the overall downwards trend masked some smaller variations.

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Councillor Spurr expressed concern that the breakdown of crime on Page 3 of the report compared the crime rates from October 2012 to September 2013 for the whole of Bedfordshire, not just Leighton Buzzard. He provided the following data which showed the same time period comparison for Central Bedfordshire and for Leighton Buzzard:-

Central Bedfordshire

- All crime had increased by 87 offences (0.7%)
- Violence Against the Person had decreased by 149 offences (8%)
- Robbery had remained stable at 128 offences
- Theft from the Person had increased by 10 offences (12%)
- Shoplifting had increased by 62 offences (8%)
- Criminal damage had increased by 5 offences (0.2%)
- Burglary had increased by 229 offences (32%)
- Sexual Offences had increased by 66 offences (51%).

The above data had been provided monthly by the Bedfordshire Police Analyst.

Leighton Buzzard

- All crime had increased by 83 offences (5%)
- Violence Against the Person had increased by 24 offences (9%)
- Robbery had increased by 3 offences (20%)
- Theft from the Person had increased by 3 offences (20%)
- Shoplifting had decreased by 5 offences (4%)
- Criminal damage had decreased by 8 offences (3%)
- Burglary had increased by 43 offences (41%)
- Sexual offences had increased by 8 offences (40%).

The above data was from Bedfordshire Police Crime data filtered by 'offence town – Leighton Buzzard'.

Councillor Spurr stated that, contrary to the statement on Page 2 of the report, the overall trend of crime in Leighton Buzzard in the last twelve months was upward as was the average crime per month shown on Page 7 of the report.

In response to the Commissioner's comment that his role was to drive down crime generally, Councillor Spurr reiterated that crime had not gone down in Central Bedfordshire and in Leighton Buzzard it had increased in the last twelve months. Reported crime in the rural areas was lower than actual crime as it was not always considered worthwhile to report crimes when the only response was expected to be a crime number.

It was suggested that the Commissioner include details of reported crime and crime detected, particularly in the rural areas, in future Force performance data. It was also suggested that a more effective way of policing the rural areas was needed rather than the reliance on volunteers.

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In response, the Commissioner advised that he wanted to make better use of resources. For example, Ringmaster, a computerised crime messaging system, was being turned into a mobile phone App which the public would be able to use to submit crime information.

RESOLVED:

That the Commissioner be requested to note the concerns expressed by the Panel that crime is on the increase in areas of Bedfordshire and that the Panel looks to the Commissioner, and Chief Constable, to positively consider initiatives to reduce such crime and report back thereon.

51. BEDFORDSHIRE POLICE AND CRIME PANEL'S RECOMMENDATIONS MONITORING

The Head of Member Services, Bedford Borough Council, reported on the progress and implementation of recommendations made to the Police and Crime Commissioner covering the period 5 June 2013 to 27 January 2014.

The Panel noted that the Commissioner had accepted all eleven of its recommendations.

RESOLVED:

That the progress of the recommendations made to the Police and Crime Commissioner be noted.

52. REVIEW OF ARRANGEMENTS FOR DEALING WITH COMPLAINTS/CODE OF CONDUCT MATTERS RELATING TO THE (DEPUTY) POLICE AND CRIME COMMISSIONER

The report of the Head of Member Services, Bedford Borough Council, reviewed the current arrangements which the Panel had put in place for dealing with complaints and conduct matters relating to the Commissioner and the Deputy Commissioner. The Panel had approved the current arrangements at its meeting on 4 December 2012 at which time it was also resolved that they be reviewed after 12 months of operation (Minute 28 refers).

At the time the current arrangements were put in place it was felt that:-

- The Office of the Police and Crime Commissioner (OPCC) was bound to be an obvious point of contact for complaints from the public about a wide variety of policing matters – even if alternative contact points were advertised. The Chief Executive of the OPCC could therefore be considered to be a natural focus for the receipt and filtration of complaints.
- The Chief Executive of the OPCC may be able to more easily draw on relevant legal expertise.
- The Chief Executive of the OPCC could be seen by the public to be more independent than the Panel from a political perspective although it was acknowledged that the public

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may not consider such arrangements provided a suitably independent process for dealing with complaints about the Police and Crime Commissioner (PCC).

The current arrangements for dealing with complaints against the PCC and the Deputy PCC (DPCC) had been reviewed and it was considered that now that the Panel was fully established and operational, the Panel's support staff, led by the Host Authority's Monitoring Officer (who was also the Panel's Monitoring Officer), were now able to accommodate this aspect of the Panel's work. The Commissioner's Office had indicated that it had no objections to this suggested change in arrangements.

The Panel noted that many of the actions that were required to be taken when dealing with complaints/conduct matters were administrative in nature and needed to be undertaken expeditiously in order to enable complaints and conduct matters to be dealt with swiftly.

To facilitate this, if it approved the transfer of responsibility for the handling of complaints from the OPCC CEX to the Panel's Monitoring Officer, the Panel was requested to approve the proposed delegations to the Monitoring Officer set out in Appendix B to the report, a number of which required consultation with the Chair of the Complaints Sub-Committee.

These responsibilities would be exercised within the framework set out in the proposed Complaints Procedure attached as Appendix D to the report.

The Panel had a duty under Regulation 6(1) to ensure that it was kept informed of:

- all matters with respect to which any provision in the Regulations had effect;
- anything done for the purposes of any such provision; and
- any obligations to act or refrain from acting that had arisen under the Regulations but had not (yet) been complied with or that had been contravened.

It was therefore proposed that the Monitoring Officer reported quarterly to the Complaints Sub-Committee with details of any such matters, unless he considered circumstances required an earlier report.

The proposed procedure for handling complaints about the PCC and DPCC, which reflected the requirements of the Regulations and the proposed delegations to the Monitoring Officer, was attached at Appendix D to the report, together with the proposed complaints form for the Panel's consideration.

In approving the proposed arrangements the Panel requested that a meeting of the Complaints Sub-Committee be convened to consider their recommendations in detail and report back to its scheduled meeting on 23 April 2014 to enable any recommended amendments to be considered and implemented speedily.

RESOLVED:

- (1) That the current delegations to the Chief Executive of the Office of the Police and Crime Commissioner for Bedfordshire under the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 be revoked.

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- (2) That the delegations set out in Appendix B to the report be granted to the Monitoring Officer of Bedford Borough Council (in his capacity as Monitoring Officer to the Panel) subject to a requirement to report to the Complaints Sub-Committee on a quarterly basis, all actions taken/decisions made under those delegations.
- (3) That the following revised terms of reference for the Complaints Sub-Committee be approved:
 - (i) To deal with the informal resolution of complaints referred to the Sub-Committee for such purposes in accordance with the requirements of the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 including, where the Sub-Committee considers it to be appropriate:-
 - (a) through the appointment of a single Panel Member or a person who is not a Panel Member (but who is not the Commissioner or Deputy Commissioner) to informally resolve any individual complaint;
 - (b) by remitting the complaint concerned to the Panel as a whole, if it considers that this will lead to a more satisfactory resolution of the complaint.
 - (ii) To deal with any matter referred to it by the Panel's Monitoring Officer following his consideration of any potential conduct matter under Regulations 11 and 12 of The Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012.
 - (iii) To receive quarterly reports from the Panel's Monitoring Officer on any and all action taken/decisions made under his delegated powers to deal with complaints/conduct matters during the preceding quarter.
 - (iv) To carry out periodic reviews of the arrangements/procedures for dealing with complaints/conduct matters and to recommend to the Bedfordshire Police and Crime Panel any changes the Sub-Committee considers to be necessary.
- (4) That the proposed Procedure for dealing with complaints about the Commissioner and Deputy Commissioner and any (potential) conduct matters set out in Appendix D to the report be approved.
- (5) That a meeting of the Panel's Complaints Sub-Committee be held on Wednesday, 19 February 2014 and any recommendations for amendments to the revised arrangements for dealing with complaints/code of conduct matters be submitted to the Panel's meeting on 23 April 2014.

53. REVIEW - CREATING CONFIDENT COMMUNITIES AND THE FUTURE APPROACH TO SCRUTINY REVIEWS

The Head of Member Services reported that part of the Panel's role was to assist the Commissioner in Policy Review and Development. At its meeting held on 26 September 2013 the Panel had identified 'Creating Confident Communities' as its second review topic (Minute 19(b) refers).

There was no time deadline associated with this review and it was therefore suggested that the review be carried out as part of the Panel's business at future full Panel meetings.

The Commissioner's office wished to engage with as many key stakeholders as possible during the course of the project. If the review was carried out by the full Panel then all Members, who together represented the whole of Bedfordshire, would be able to contribute fully throughout the period of the review.

A key element of the scope for the Panel's review was engagement with the public. If the review was carried out by the full Panel then specific publicity would be carried out for the review inviting the public and partners to Panel meetings. This would also encourage the public to engage with the Panel's other business and responsibilities.

Discussions had also taken place with the Commissioner's office regarding the remaining reviews on the Panel's Work Programme.

The review of 'Outcomes Commissioning for Victims of Crime' was scheduled to start at the 23 April 2014 meeting. Police and Crime Commissioners would assume commissioning responsibility for the majority of victims' services from 1 October 2014. The change would mean that local service providers would bid to their Commissioner to obtain funds, based on the criteria and need defined and agreed across their area. Consequently, it was suggested that commencement of this review be delayed until the autumn of 2014, with a view to the outcomes feeding into arrangements to be introduced with effect from 1 April 2015.

'Integrated Offender Management (long term sustainability of the programme)' was scheduled to start at the June 2014 meeting. Work was well underway to safeguard the Bedfordshire Integrated Offender Management Programme from the impact of the Probation Service reforms. The aim was for the Service to 'spin-out' from Bedfordshire Probation prior to its closure on 31 May 2014. This left limited scope for the Panel to scrutinise this area, and it was suggested that full details of the changes in the service were given to the Panel as part of the Commissioner's update report.

'Partnership Working' was scheduled to start at the September 2014 meeting. There was no time deadline associated with this review and as a result it was suggested that this review be fully scoped during the autumn of 2014.

RESOLVED:

- (1) That, subject to the deletion of the requirement for it to reflect the panel's political balance, a Task and Finish Group be established to carry out a review on 'Creating

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Confident Communities' in accordance with the Terms of Reference set out in Appendix A to the report.

- (2) That the Review Scoping Template set out in Appendix B to the report be approved.
- (3) That the following four Panel Members be appointed to serve on the Task and Finish Group but other Panel Members be able to attend and participate in Group meetings if they so wish, a specific opportunity to join the group to be given to Councillor Dolling and Ms R Parkes, both of whom had been unable to attend this meeting.

Councillors Atkins, Graham, Hollick and Whittaker.

- (4) That the Panel's support officers liaise directly with Task and Finish Group Members to schedule meetings and carry out the Review.
- (5) That the Task and Finish Group report back to the Panel with the outcomes and recommendations arising from the Review.
- (6) That the following revised approach and timescales for reviews commencing Autumn 2014 be approved:
 - (i) 'Outcomes Commissioning for Victims of Crime' to commence in the Autumn of 2014;
 - (ii) 'Integrated Offender Management (Long term sustainability of the programme)' – to receive full details of the changes in the service as part of the Commissioner's update report.
 - (iii) 'Partnership Working' to be fully scoped during the Autumn of 2014.
- (7) That the Scrutiny Overview Support Officer be requested to consult Panel Members on which Review(s) referred to in (6) above they would like to take part in and report thereon to the next meeting.

54. WORK PROGRAMME 2013/14

The Panel received its draft work programme for 2013/14 which included an item still to be programmed

RESOLVED:

That the following item be added to the agenda for the Panel's next meeting:

- Audit Committee of the Police and Crime Commissioner – to receive a summary report of the activity of the Audit Committee of the Police and Crime Commissioner for Bedfordshire.

**55. DIRECTION UNDER THE ELECTED LOCAL POLICING BODIES
(COMPLAINTS AND MISCONDUCT) REGULATIONS 2012**

The Clerk to the Panel reported that at the Panel's meeting on 14 January 2014 it had been reported that the Independent Police Complaints Commission (IPCC) had not completed their consideration as to whether or not they should direct the recording of the Commissioner's sharing of confidential information which he had received, with a person not authorised to receive it. The Panel had been advised that the IPCC had decided to ask the Crown Prosecution Service for some preliminary advice which at that stage had not been provided. The IPCC had made it clear that how the Panel decided to proceed with its meeting on 14 January 2014 was a matter for the Panel. After due consideration the Panel's meeting had proceeded with the Panel using its powers under Section 28(6) of the Police Reform and Social Responsibility Act 2011 to scrutinise the Commissioner's actions in this matter.

The Panel resolved as follows:

- (1) That the Police and Crime Commissioner for Bedfordshire be advised that the Panel regards the unauthorised disclosure of confidential information to be a serious matter and that the Panel has issued a severe reprimand in relation to the breach which has occurred in this case.
- (2) That the Commissioner also be advised that the Panel expects him to ensure that breaches of confidentiality will not occur in the future and that it will not tolerate another breach should one occur.
- (3) That the Clerk to the Panel be authorised to write to the Commissioner accordingly, following consultation with the Chair and Vice Chair of the Panel, on the wording of the letter.
- (4) That the Clerk to the Panel consult the Chair and Vice Chair on the content of the press statement to be issued on the Panel's behalf once the letter referred to in (3) above has been received by the Commissioner.

The Commissioner had been advised of these decisions by the Clerk. The IPCC had also been notified of the outcome of the meeting and provided with a copy of the Minutes of the Panel's meeting.

Officers had subsequently received notification on 4 February 2014 of a Direction to the Panel to record a conduct matter in respect of the Bedfordshire Police and Crime Commissioner, with which the Panel must comply. The Police and Crime Commissioner had also been advised of the Direction. The Panel noted that in formally recording the conduct matter it was not permitted to add or deviate from the wording the IPCC had directed it to use.

Having complied with the Direction the Panel was required to notify the IPCC formally that it had recorded the matter. This was required to be done not later than the day following the day on which it first became clear to the Panel that the conduct matter was to be referred and the Panel was requested to authorise the Clerk to give that notification on its behalf. The matter would

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then be in the hands of the IPCC with whom the Clerk and staff would continue to co-operate fully on this matter.

RESOLVED:

(1) That the following conduct matter be recorded:

“on or before 28 November 2013 Mr Olly Martins, Bedfordshire Police and Crime Commissioner conducted himself in a manner which indicates that he may have committed an offence of misconduct in public office, by sharing confidential information which he had received in connection with the performance of his office about the investigation into the death of Leon Briggs, with a person not authorised to receive such information”.

(2) That the Clerk to the Panel formally notify the Independent Police Complaints Commission of the recording of the conduct matter and refer the matter to the Commission in accordance with the requirements of the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012.

(Note: The above item was considered pursuant to Section 100B(4) and 100E (1) of the Local Government Act 1972, the Chair having considered that the item should be dealt with as a matter of urgency to enable the Panel to comply with the Independent Police Complaints Commission Direction without delay.)

The meeting closed at 8.30 pm