



Police & Crime Commissioner for Cleveland
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Report of the Police & Crime Commissioner to the Chair and Members of the Cleveland Police & Crime Panel

18 September 2018

PCC's Scrutiny Programme and Performance Report

Purpose of Report

1. To provide members of the Police and Crime Panel with an update on the PCC's scrutiny programme and to present the performance report of the Police and Crime Commissioner and the Police and Crime Plan.

Police and Crime Plan

2. The Commissioner's objectives are as follows:
 - Investing in our Police;
 - A Better Deal for Victims and Witnesses;
 - Tackling Re-offending;
 - Working Together to Make Cleveland Safer; and
 - Securing the Future of our Communities.
3. This report updates Panel members on performance associated with the delivery of the Commissioner's objectives, the wider aspects of the Police and Crime Plan and his statutory responsibilities.

Holding the Police to Account

4. Holding the Chief Constable to account is the key duty of the Police & Crime Commissioner and must encompass all of the functions of the Chief Constable and functions of those who are under the Chief Constable's direction and control: this means, particularly
 - How the Chief Constable discharges his duty to have regard to the Police and Crime Plan;
 - How the Chief Constable has regard to national and regional Strategic Policing Requirement (SPR);

- How the Chief Constable complies with the law generally and police codes of practice in particular;
- How the Chief Constable deals with his functions in relation to the handling of complaints against the police;
- The effectiveness and efficiency of Cleveland Police's work in relation to collaboration and partnership;
- How effective and efficient the police arrangements are for engagement with local people;
- How well Cleveland Police achieves value for money in all that it does;
- How Cleveland Police addresses its equality and diversity duties; and
- How Cleveland Police deals with its responsibilities, working in partners, in respect of safeguarding and promoting the welfare of children.

Ensuring greater benefits from the scrutiny programme

5. The scrutiny of the Force is one of the main responsibilities of the Commissioner as set out in the Police and Social Responsibility Act 2011. Delivered through the Commissioner's standards and scrutiny programme effective checks and balances are undertaken through a schedule of regular meetings.
6. Since the last Police and Crime Panel the PCC has held the following meetings.

Scrutiny, Performance and Delivery meetings

- **20 June 2018**

7. The minutes of the above meetings are attached at **appendix 1**.
8. In addition, the Commissioner continues to attend the following to complement his scrutiny programme:
 - Daily review of the Control Room and Serious Incident Logs;
 - Weekly accountability meetings with the Chief Constable;
 - Monthly crime performance monitoring;
 - Attendance at the Force's Executive Meetings
 - Attendance at the Force's monthly Force Performance Group; and
 - Attend at least one local area meeting in each of Cleveland's neighbourhood police team areas.

Performance

9. The report, **attached at appendix 2**, is the overview of the current performance information from the Police and Crime Plan.

Finance

10. There are no further financial implications arising from this report.

Risk

11. There are no further risk implications arising from this report.

Diversity and Equal Opportunities

12. There are no further diversity or equal opportunities implications arising from this report.

Recommendations

13. That this performance report is noted.

Barry Coppinger
Police & Crime Commissioner for Cleveland



Scrutiny, Delivery & Performance Meeting

20 June 2018

1000 am

PCC Conference Room

Present

Barry Copping - Police and Crime Commissioner
Simon Dennis - Chief Executive and Monitoring Officer, OPCC
Louise Drummond – Head of PQR, Cleveland Police
Jo Gleeson – Chief Finance Officer, Cleveland Police
Joanne Hodgkinson – Deputy Chief Executive, OPCC
Ciaron Irvine –Chief Superintendent, Cleveland Police
Judith Nellist – Commissioner’s Officer for Policy and Scrutiny, OPCC
Simon Nickless – Deputy Chief Constable, Cleveland Police
Michael Porter – Chief Finance Officer, OPCC
Elise Pout, Standards and Scrutiny Manager, OPCC

Apologies for absence

1. No apologies were received.

Declarations of Conflict of Interest/Disclosable Pecuniary Interest.

2. None declared.

Notes of the Previous Meeting

3. The notes of the following meeting were approved for publication.
 - i. 11 April

Corporate Financial Monitoring Report to 31 March 2018

4. The report, submitted by the Chief Finance Officer of Cleveland Police, provided assurance that the revenue and capital plans for 2017/18 had been delivered and that the financial risks to the plan had been monitored and managed, and remedial action had been taken where necessary.
5. It was reported that the overall year-end revenue was an overspend of £350k, 0.29% of the total annual budget. The budget had been very closely managed and the end of year budget had reflected what had been reported throughout the year and if not for the pay increase would have seen a slight underspend. Savings had been made against premises and transport and maintenance and repair bills had seen a reduction due to the newness of the fleet.
6. The report highlighted that capital at the year-end stood at a £1.4m underspend due, in the main, to work connected with the Community Safety Hub and associated Cloud Based Data Centre slipping into 2018/19. Whilst slight underspends were reported it was noted that the capital budget was better managed than in with past, with a more rigorous approach adopted in reviewing capital projects and assessing if they could be completed within the timescales, based on a realistic appraisal of work that would be done or that could be deferred into the new financial year.

7. The PCC asked if the capital budget was subject to an annual re-appraisal? To which it was and also a review of projections over a 4 year period. It was noted that a business case was to be put to the OPCC which wasn't about asking for more money but on improved flexibility in the way it was spent.
8. The report also detailed spending on collaborations, an update on key schemes and other estates schemes, ICT schemes and an assessment of risks.
9. **Action** – That the report was noted

2017/18 Budget Monitoring – Outturn Report for 2017/18

10. The Chief Finance Officer of the PCC submitted a report to provide the PCC with the final position of the financial performance against the budget for 2017/18. The PCC was asked to note the following:
 - a. The Office of the PCC's budget for the year was originally £850k; £83k of this had been transferred to reserves to fund change in future years and to support the ECINs project, leaving a revised budget of £767k. Expenditure against the revised budget was £770k, leaving a small overspend of £3k.
 - b. The Corporate Services budget of £8,950k, which was revised down to £8,477k, underspent by £106k; that was in line with reporting throughout 2017/18.
 - c. The £3,245k to support PCC Initiatives and Victims and Witnesses Services, including £1,250k to invest in Neighbourhood Policing, underspent by £557k predominantly due to it taking longer than expected to recruit and fill new Neighbourhood Policing posts – which contributed to £295k not being required by the Force.
 - d. The PCC received £2,091k of additional income during the year that resulted in increased expenditure over and above that which was envisaged when the budget was set.
 - e. The PCC received a further £1,616k of income in 2017/18, which led to an underspend of the same amount, that was neither included within the original budget nor used for additional expenditure during the year. Much of this was from the award of a Special Grant from the Home Office, in year, of £1,227k.
 - f. The Force overspent by £350k, with around £320k of this resulting from the 1% non-consolidated unfunded bonus awarded to Police Officers, by the Government, from September 2017.
 - g. The Outturn before Reserves was an underspend of £1,926k
 - h. The underspend had enabled the bolstering of Earmarked Reserves to manage some of the expected risks that the organisation faces, from the potential for higher pay awards and continuing costs of legal cases, while also putting some funds into Capital Reserves to replace those that were not possible last year as a result of the overspend in 2016/17.
 - i. After taking into account all aspects of the financial performance, including transfers to the Capital programme and reserve movements the impact on the General Fund was that £58k of the underspend against budget had been transferred to General Fund. It was important however to recognise that the budget for 2017/18 was supported by transferring £2m out of General Reserves and therefore the overall balance on the General Reserve had reduced by £1,942k in 2017/18.
11. The Chief Finance Officer for the OPCC noted that 'horizon-scanning' always took place for example in areas such as ICT, national funding for initiatives that are pump primed, litigation. There had been a clear commitment by the Government to the NHS in terms of their investment and it was noted that appropriate briefing material was needed by Police Forces so that lobbying of the government could take place. It was noted that Policing in general was getting better at setting out its case but further information was needed to demonstrate the additionality of extra money and how value for money was being delivered.

12. **Action** – That a working group should be set up to cover:
 - 12.1 revisiting work previously done on value for money and additionality;
 - 12.2 Thinking creatively about how needs and benefits could be expressed;
 - 12.3 Consider the demand model which shows that we review all of our areas of work based on actual demand; and
 - 12.4 Volume of demand and work linked to mental health needs and its associated cost to the force.

Corporate Financial Monitoring Report 31 May 2018 – Cleveland Police

13. Cleveland Police's Chief Finance Officer submitted a report which provided assurance that the revenue and capital plans for 2018/9 were being delivered and the financial risks monitored and managed. The end of year forecast was for a break-even position. (Based on a 2% pay award and incorporation of the 1% bonus, which if they rose would result in the forecast having to be revisited).
14. The report identified key risks, namely 93 claims lodged in respect of the challenge to the Police Pension Schemes, historic case reviews and any additional revenue costs should pay awards be higher than assumed.
15. The PCC allocated the Force a Capital budget of £6,094k for 2018/19, and a full breakdown of the schemes was appended to the report. It was noted that all costs were expected to be used within the budget and ICT were expecting all projects to be fulfilled during the year. It was also noted that there would be some additional headings that would be added after a new business case had been submitted which was necessary to achieve the Chief Constable's vision for agile working.
16. The PCC asked how many extra Body Worn Cameras (BWC) the Force were purchasing, in information submitted after the meeting this was noted as 120 BWV Cameras, 16 Docking stations & Power Units and 200 Repair Credits.
17. **Action-** that the information was noted.

2018/19 Budget Monitoring – Report to the end of May 2018 – OPCC

18. The Chief Finance Officer for the OPCC submitted a report that provided the PCC with an update on all areas of the budget, including forecasts about how much income would be received, progress to date against the budget and forecasts on the expenditure for the remainder of the financial year.
19. The PCC was asked to note the following, at the time of writing:
 - 19.1 The Office of the PCC's budget of £860k was expected to under spend by £15k;
 - 19.2 The Corporate Services budget of £9,475k was expected to underspend slightly, by £115k.
 - 19.3 The £3,939k to support PCC Initiatives and Victims and Witnesses Services, including £1,450k to invest in Neighbourhood Policing was forecast to breakeven at the early stage of the financial year;
 - 19.4 It was currently forecast that the income received by the PCC would be £20k more than the original budget;
 - 19.5 The Force was currently forecasting to break-even;
 - 19.6 The total forecast outturn after the first 2 months of the financial year was that there would be a small overall underspend of £150k. There was however a number of pressures that were currently being risk managed that could change the position over the remainder of the financial year.

20. It was noted that a recent application for the continuation of a Special Grant for Operation Pandect was submitted to the Home Office for £3.3m, should the bid be successful then it would have an impact on the amount of income received and the level of expenditure made during 2018/19 by the Force.
21. In conclusion it was noted that the finances of the organisation were very tight, with the best possible service being delivered within the budgetary constraints.
22. Action –that the report and its contents was noted.

Update on the Cleveland Police Long Term Financial Plan 2018/19-2021/22

23. The Chief Finance Officer for the Force submitted a report which updated the PCC on the police officer establishment assumptions and the non-pay savings target that was incorporated in the current LTFP approved by the PCC in February 2018. The approach was consistent with the policy of maintaining financial stability and protecting service provision through identifying sufficient savings in order to provide the Force with the time and space to work up well considered plans for future years.
24. The Force set out a balanced budget for 2018/19 onwards which incorporated the need to reduce the police officer establishment to an average 1,236 FTE in 2018/19 and then reduce to 1,226 for the remainder of the plan. The budgeted 1,236 FTE reflected a reduction of 20 officers based on grades sergeant and above retirements, the Force was working to make sure that where possible the 20 reductions would not disadvantage operations.
25. The report outlined the proposed staff changes and the Chief Constable had asked for the information to be brought back to the Executive to ensure a robust process had been used when planning the changes.
26. The Force was also required to make non-pay savings in 2018/19 to 2021/22 and work was already underway to ensure savings of £250k per annum would be met.
27. Action – that the report and its contents were noted.

Control Room Review and the 101 Service

28. Cleveland Police commissioned a review of the Control Room which was jointly undertaken by Cleveland Police and its strategic partner, Sopra Steria, with support and guidance from the Business Transformation Unit. A report was produced in May 2017 which contained 70 recommendations. A year on, the PCC sought an in-depth update on the impact of those recommendations.
29. Anecdotal evidence, through a range of channels including local councillors and the Your Force Your Voice meetings, suggested that the public still had issues with both getting through to the 101 service and the civility of the call handlers. Issues regarding the 101 service were regularly brought to the PCC's attention and were of concern to the Police and Crime Panel. In the last 6 months there had been 2 complaints about the call answering time for the 101 service which were received via the PCC office. The majority of other complaints around the 101 service related to complaints against the call handling staff.
30. The PCC asked for detailed information on the following:

- 30.1 Details of the improvements that were made as a result of the control room review and the impact of those improvements, what was intended to be different and by when?
- 30.2 What was the current position with performance of the 101 service?
- 30.3 An update on the implementation of the Communications Strategy and its expected benefits; and
- 30.4 An update to seek assurance around the business continuity plans of the control room's move to the Community Safety Hub.
31. It was noted that following the control room review 70 recommendations had been made of which 55 were fully complete, 15 were dependent on other functionality across the organisation (intelligent call handling for example to take demand away) and a small number which could be written off as changes that were made had rendered them less relevant. The Force was confident the recommendations had broadly been met and the impact of those had meant that the calls were being answered quicker. That had been achieved through additional resource coming into call handling from the Force and Sopra Steria which had meant that performance against contract KPIs were being met. The Incident and Crime Management Team (ICMT) has helped significantly in terms of getting better resolution of incidents. The PCC discussed the issue of ensuring that the expectations of the public were managed, for example the issue of the timeliness of response was about the wider response to attending calls and not just calls answered within time.
32. Linked to the above discussion, the intended improvements in performance of the control room review had seen improvements in the rate of incidents attended within an hour. However, there had been 360 officers in response last year compared with 305 currently and work continues to understand the right levels of resourcing. Assessments were constantly made against volume versus risk and how that was dealt with in the best possible way. For example, there had been a move of neighbourhood offices from reactive demand which had seen successes in proactive and preventative work, coming across more crime and picking things up via community interaction rather than being reactive.
33. The PCC asked how the current levels of sickness affected the ability to manage demand. To which the Force outlined a number of initiatives to improve levels on sickness including the investment in the wellbeing centre, the review of longstanding cases, ensuring mental health support was available and also reviewing the volume of work officers were dealing with. Demand modelling software was available which made assumptions in numbers (Based on 30% annual leave, sickness, training etc) and how that equated to deployment which assisted in managing demand.
34. The current position with regard to the 101 service, for which the PCC had access to the control room log every day, was that on average there were 900 calls a day. Of which 660 were classed as incidents, including 150 crimes, 100 advice type incidents, a reduced number of ASB incidents, but a significant increase in public safety and welfare, missing from home, mental health and domestic abuse. It presented a complex picture and the Force was looking at the balance between all available resources, not just call -handling and were looking to improve the whole system.
35. It was noted that, compared to the past, the Force was in a far better position and throughout the back half of last year, call handling performance had steadily risen. The Force has put additional resource aimed at resolving more incidents without physical deployment of an officer or PCSO and this has improved demand management overall.
36. A Communications Strategy had been drafted which outlined how other methods of contact with the public could be exploited and a further iteration was being submitted to the Force Performance Group. Discussion took place about the communication with the public and that there needed to be messages given about what they could and should expect from the Force as well as messages about the alternative routes in to be able to contact the Force.

37. With regard to the management of the control room's move to the hub from a Business Continuity Plan perspective, all plans were in place and it was noted an element of the CSH project had provided the opportunity to provide a shadow control room with improved disaster recovery facilities. The CSH would provide a state of the art control room with all of the best functionality which had been future proofed.
38. In discussing complaints it was noted that the Force had received 106 complaints last May to April with only 3 in relating to call waiting times. The PCC asked if the main complaints could be put in context, and they are split 70/30 across 'control room process issues' and 'staff behaviour'. It was noted that 50% were upheld, and where appropriate individuals are dealt with through management advice and good practice advice shared across teams as 'lessons learnt'. It was agreed that the public should expect a polite, courteous and efficient service."
39. **Action** – That the communication strategy outlines options that the Force can provide the public in terms of routes into the force, that details come back to the PCC and engagement should take place with the OPCC and the strategy should contain ambition and realistic timescales. The strategy should also be taken to the Strategic Independent Advisory Group at an appropriate time.

Protecting Vulnerable People – Update

40. Over £1m has been re-invested in protecting vulnerable people recently and the PCC considered it timely to receive an update on the impact of that funding.
41. The Chief Constable had also recently given evidence at a Home Affairs Select Committee on 1 May which was currently considering 'Policing for the Future'. Evidence given at that meeting related to the rise in vulnerability and the capacity of the police to be able to deal with that rise. That debate therefore highlighted a number of areas regarding vulnerability for which the PCC would like further information on about Cleveland's position.
42. Further information is required on
 - 42.1 What had been the impact of the additional funding to protect vulnerable people?
 - 42.2 Evidence presented to the Select Committee noted that the Chief Constable of West Yorkshire police reported that 83% of the Force's time delivering services was now spent on services that were not about crime but were predominately about vulnerability instead. The Committee also heard that despite a greater understanding of demand and better working with partner agencies, demand could be difficult to manage. What percentage of time do Cleveland Police spend on services that are not about crime and were predominantly about vulnerability and whether or not demand was being met across the Force areas.
 - 42.3 Evidence was also presented to the committee which stated that much of the time the people who the police are dealing with required access to a timely relevant healthcare service that wasn't available. What was the current situation in Cleveland, is there adequate numbers of safe places, for people experiencing mental health problems for example, rather than taking people to custody?
 - 42.4 There were a wide variety of initiatives to address vulnerability across different forces. Has the Force done any analysis of the impact of initiatives in Cleveland such as the liaison and diversion service, street triage and mental health worker in the control room and if so what does that analysis reveal?
 - 42.5 The committee heard that nationally there is a perception of a lack of trust between the NHS and the Police in sharing information and this is inhibited by the Data Protection Act. What's the position in Cleveland with sharing information about vulnerable people between agencies?

43. It was noted that the 'Towards 2020' strategy had shifted resources to vulnerability services of which many of the benefits had been realised. For example the introduction of the Vulnerable, Exploited, Missing and Trafficked Team (VEMT) which had been praised in recent inspections. Different methods of technology were being trialled in the child abuse team to address demand concerns and the Force were assisting the Protecting Vulnerable People team to ensure they have the right number of staffing in place.
44. It was noted that the proportion of time the Force spent on crime versus vulnerability was about 23% crime and 77 % vulnerability and there had been a real drive to provide joined up responses with other emergency service and local authorities.
45. The provision of the 24 hour vulnerability suite at Roseberry Park had made a significant difference in providing places of safety for people with mental health problems. Which had a really positive knock-on effect for policing and regular discussions took place with Roseberry Park through the crisis care concordat.
46. In 2018 we have had 0 custody detentions following removal of a person under sec 136. 1 was brought before custody but detention was refused. In the last 12 months there have been 2 people detained within custody as a place of safety (which must have been Jul 17- Dec 17). In the 12 months prior to that (Jul 16 – Jul 17), 11 people were detained within custody as a place of safety.
47. The Street Triage was an excellent example of partnership working, which involved Mental Health professionals who made professional risk based assessments. The Force's presence on the Health and Wellbeing Board ensured that the Force know what issues are emerging. The Force was satisfied that they could find places of safety for people with mental health problems and were working with partners to ensure joined up pathways.
48. It was noted that more initiatives to address vulnerability were needed, analysis of the street triage was being undertaken by the commissioners and work was taking place to see what other provision was out there and what pathways were available to individuals.
49. With regard to data sharing, the E-Cins project ensured good data sharing between agencies, work with the voluntary sector was on a case by case basis, and the Data Protection Act didn't inhibit sharing information if due diligence was done at the outset.
50. **Action** – that the information was noted.

It was at this point Simon Dennis joined the meeting.

Digital Stop and Search – Privacy International Report

51. A recent report on digital stop and search by Privacy International was brought to the attention of the PCC via the APCC. A freedom of information request was sent to all forces and Cleveland was one of 5 forces who did not respond. The report noted that the police could take data from phones without a warrant or consent. Privacy International had uncovered an absence of national guidance and conflicting views between forces as to the legal basis to search, download and store personal data.
52. The PCC therefore sought information on why the Force did not respond to the survey and details of the Force's policy for data extraction from mobile phones.
53. The Force confirmed that they replied to the FOI responses on 15th May and assurance work was taking place as to the matters raised. The Force's approach would be tested when national

guidance was received. In the interim the Force was ensuring that practices in digital forensics were operating effectively.

54. **Action** – That the Force would report back to the PCC to report on compliance in November 2018.

PCC Questions

Cleveland Benefits Statement

55. THE PCC received the personalised force benefits statement on 27 April from the police ICT Company. The PCC sought an assurance about what the Force was paying for and what the Force was getting and that the Force was not paying a flat rate cost which is then divided equally between all forces and the cash benefits are shared out based on force size?
56. The Police ICT Company was a key partner of the Police ICT Technology Council which the Head of ICT was a member. The key activity of the Police ICT Company was to leverage procurement economies of scale with those suppliers that the majority of Police Forces buy products from and where there were no national contracts in place. They were also involved in mediating with regards to the National ICT initiatives which could cost all forces a considerable amount of money. These schemes include the digitisation agenda, big data and automation/artificial intelligence. It cost £60,000 per annum which was currently paid for by the PCC. The Force had engaged on the following arrangements which have been facilitated by the Police ICT Company:
- 56.1 IBM i2 Extension – this did not bring any cashable savings, but brought some additional benefits such as a route to market and additional services.
 - 56.2 EE Network access offer – The force were in the process of signing up to the arrangement which it was hoped would generate savings of £83k over 3 years.
 - 56.3 VM ware – actual savings were difficult to identify as part of is paid for by SopraSteria, however it provides access to a technology fund which has allowed us to procure new licences and products either via this fund or heavily discounted.
 - 56.4 Future Microsoft License agreements which should benefit the force in 2020 when a large scale procurement would be required.
57. **Action** – That the information was noted

National Changes to Strategic Contracts

58. There was a recent occasion where the OPCC was required to sign a contract for Novation where the OPCC would have benefitted from additional information. The PCC would like to seek an assurance that when there are national changes with respect to strategic contracts that it would be useful to discuss with the Force any areas where there are changes that may affect operational service in advance of the request for the contract to be signed.
59. There have been a number of strategic contracts circulated to police services, notably a number in the third and last quarters of FY 2017/18 which had been provided to OPCCs and CCs to endorse and sign. These contracts have been provided at short notice by NPCC, following a degree of national consultation, either at NPCC or through specific requests to forces for feedback. The circulation of these consultations and the ensuing contract revisions/contracts had been patchy in respect of a coordinated and consistent process. Contracts for consideration by PCC and CC were received into force departments and on occasions were provided direct to legal services, though the latter was less frequent. The issue of early promulgation, timely consultation and feedback remained an issue for Cleveland Police but was not isolated to Cleveland, having occurred in similar circumstances across the Evolve forces. Whilst this was generally out of forces' or OPCCs' control,

action had been taken to streamline the process so that greater time was given to consideration of the contracts and impacts.

60. **Action** – that the information was noted.

Any Other Business

61. None

Date of Next meeting

12 September – Cleveland Community Safety Hub