



Dorset Police and Crime Panel

Minutes of the meeting held at County Hall, Colliton
Park, Dorchester, DT1 1XJ on Thursday, 27 September
2018

Present:

Mike Short (Chairman) (Independent)
John Adams (Vice-Chairman) (Bournemouth Borough Council)
Mike Byatt (Weymouth & Portland Borough Council), David Brown (Borough of Poole),
Les Burden (Borough of Poole), Bernie Davis (Christchurch Borough Council),
Norman Decent (Bournemouth Borough Council), Bobbie Dove (Bournemouth Borough
Council), Mohan Iyengar (Borough of Poole), Andrew Kerby (North Dorset District Council),
Barbara Manuel (East Dorset District Council), Iain McVie (Independent Member), Bill Pipe
(Purbeck District Council), Byron Quayle (Dorset County Council), John Russell (West Dorset
District Council) and David Smith (Bournemouth Borough Council)

Officers Attending:

Martyn Underhill (Police and Crime Commissioner), Simon Bullock (Chief Executive, OPCC),
Alexis Garlick (Chief Finance Officer, OPCC), Adam Harrold (Director of Operations, OPCC),
Jennifer Lewis (Strategic Communications and Engagement Manager), Mark Taylor (Group
Manager - Governance and Assurance), James Vaughan (Chief Constable) and Fiona King
(Senior Democratic Services Officer).

(Note: These minutes have been prepared by officers as a record of the meeting and of any
decisions reached. They are to be considered and confirmed at the next meeting of the
Dorset Police and Crime Panel to be held on **Tuesday, 13 November 2018.**)

Apologies for Absence

28 An apology for absence was received from Janet Dover, Dorset County Council.

Code of Conduct

29 There were no declarations by members of disclosable pecuniary interests under the
Code of Conduct.

Minutes

30 The minutes of the meeting held on 26 June 2018 were confirmed and signed.

The Group Manager, Governance and Finance outlined the following actions:-

Minute 20 – PCC’s Draft Annual Report 2017/18 – That the final PCC Draft Annual
Report be circulated to the panel prior to publication.

Minute 21 – Police and Crime Plan 2017/21 – That the OPCC circulates a copy of
the final version of the revised Police and Crime Plan.

Minute 26 – Work Programme – Requested items were either included on the
Agenda or had been scheduled on the Work Programme for inclusion at a future
meeting of the Panel.

Public Participation

31 Public Speaking

There were no public questions received at the meeting in accordance with Standing
Order 21(1).

There were no public statements received at the meeting in accordance with Standing Order 21(2).

Petitions

There were no petitions received at the meeting in accordance with the County Council's Petition Scheme.

Proposed Police Merger - Scrutiny of PCC Decision

32 The Panel received a report from the Chief Executive, OPCC which provided members with an overview of the governance and due diligence process undertaken by the Police and Crime Commissioner in respect of his approach to reaching a decision on the full business case for the proposed merger of Dorset Police and Devon & Cornwall Police.

The Chairman highlighted the PCP's Key Lines of Enquiry (KLOE) that had been agreed at their meeting in June 2018 and which the Panel would be using to scrutinise the PCC's assessment and evaluation of the Police Merger proposal and would therefore form the basis for members' questions.

The PCC reminded members of the history relating to the Merger and gave a presentation on 'Creating a new force for the future' (attached as an Annexure to these minutes). The backbone of this presentation hinged around the Panel's KLOE.

Following an explanation of the Merger process the PCC shared a letter that he had received from the PCC from Devon and Cornwall following reports in the press that she no longer supported the merger. The letter explained her rationale for not supporting the merger, citing the main reason being that the Government would not give her the flexibility to increase the council tax and she remained unconvinced that sufficient public support had been evidenced.

The results of the public consultation showed there had been 11,282 responses. The different methods of engagement were highlighted and it was noted that there was more support for the merger in Dorset than in Devon and Cornwall.

In order for members to determine that appropriate procedures had been followed by the Dorset PCC in respect of the proposed Merger they asked a number of questions based on their KLOE:-

Economic Basis

In respect of the Aim/Weighting/Weighted Score figures to back up the percentages, the Chief Executive, OPCC advised that the figures were not a financial score list but more about benefits and comparisons of the three options. The data had been compiled by Policing experts. He emphasised that the model and methodology had been scrutinised and endorsed by the Home Office.

One member commented he was pleased to see optimism bias and risk included in the figures.

Following the recent announcement from the PCC Devon & Cornwall, one member asked if the Alliance would continue irrespective of what happened with Devon & Cornwall. The PCC confirmed they could continue with Strategic Alliance plus, although he had concerns about what would happen with the workforce in respect of terms and conditions and harmonisation. The PCC expressed disappointment at the way in which communications had been handled by the PCC Devon & Cornwall.

In response to a question about who the Panel of experts were, the Chief Executive, OPCC advised it was made up of workforce colleagues from across the business. The Delphi Panel methodology, which was set by the Government, was used and

further details were contained within the Business Case.

Efficiency

In respect of supervisory posts a panel member asked would the PCC and Chief Constable receive larger salaries as there would effectively be a larger responsibility? The PCC advised that from a PCC point of view there would not be much difference, it would potentially be the same salary as the current PCC Devon & Cornwall received, £85k. The Chief Constable's pay would reflect the size of the force. The value for money profiles and comparators were highlighted and that by combining opportunities up to 140 frontline managers/supervisory roles could be taken out of the model. There was concern about this amount of officers being taken out if the merger went ahead but the Chief Constable advised that although this seemed a large amount it would be as a result of duplicated governance over a 10 year period which he felt was a realistic figure. One member asked if the proportion of the 140 was more in Devon & Cornwall. The Chief Constable advised there was room for flexibility in Devon & Cornwall which was due to a legacy issue.

Following a question about savings and if that would impact on any future Central Government funding, the PCC advised that this hadn't happened before but it could not be assumed that it wouldn't in the future.

The Treasurer to the PCC explained the options in the Cost Benefit slide, which showed the total cash calculations of 10 year cost benefits and the adjusted net present value.

Following a comment about frontline officers and the PCCs initial statement to retain PCSOs, the PCC advised that he would be anticipating far more savings if the Merger takes place and that frontline officers could relate to a number of roles not just PCSOs and PCSIs. There were 115 PCSOs and 38 PCSIs. PCSOs were also contained in a number of other teams. He added that it was not just about numbers but more about demand.

One member made reference to a comment made in the press by the PCC Devon & Cornwall in respect of 'relatively minor' savings that the merger would deliver. The PCC could not comment on what had been said but advised that the PCC Devon & Cornwall had earlier in the week signed off the Merger Business Case, having agreed with its contents and evidence. She had then not agreed to its submission to Government as she was unconvinced and was currently not supporting it to go forward. This was in conflict with previous statements made by the PCC for Devon and Cornwall. The PCC was clear that the impact of this decision would lead to those in Devon & Cornwall paying the same for less i.e. a reduced service.

Effectiveness

One member suggested the proposed merger might be seen as a takeover as Devon & Cornwall were the larger force. The PCC referred to the signing of an earlier Memorandum of Understanding for the Strategic Alliance, which placed those involved on an equal footing and voting rights. The PCC also didn't feel it was a takeover as they had swapped best practice and much of this had come from Dorset.

One member felt it would be hard to achieve unification of terms and conditions across the force and was struggling to see a problem with having different terms and conditions. The PCC advised that staff felt it was unfair to have different overtime and mileage rates for example. It was more about 2 forces working together, but having different terms and conditions; his aim was to take away any imbalance and inequality. Following a comment that, nationally, various police officers were on different payscales etc and how much of a sticking point was this in discussions, the PCC advised that this had never been a red line in respect of the proposed merger.

Following a comment about the Police demand curve, the PCC advised that this was an intrinsic part of comprehending police business. The Chief Constable advised that there was a fairly forensic understanding of this in respect of dealing with more complex cases such as child abuse and modern slavery as examples. Dorset Police were looking at new operating models to meet rising demand. He made reference to the publication of the Force Management Statement which would be published shortly and would help members of the public to understand this more. He undertook to circulate this to members ahead of publication. The Chair reminded the OPCC that the PCP was seeking a 'cost demand' for precept 2019 in order to provide a robust baseline of future funding requirements.

In respect of the Strategic Alliance with two different cultures and styles of two organisations coming together, would the proposed merger be an opportunity to resolve this? The Chief Executive, OPCC advised it would and explained that leadership and cultural audits and programmes of alignments were being planned as part of the transitional work, should the merger go ahead. The PCC confirmed he was satisfied the Economic, Effectiveness, Cost benefit points had been met.

Public Safety

One member felt he had confidence in statements being made in respect of staff engagement but was struggling to have confidence with the figures being displayed in the presentation with what he heard and saw happening on the ground. Following a discussion, the PCC highlighted the neighbourhood contract that was being brought in which stated the minimum contact that was needed by officers.

In response to a comment from a member about reassuring Dorset residents that they would be safer and receive the same level of service if the Merger was to go ahead, the PCC advised that he did not endorse the comments made by the PCC Devon & Cornwall in this regard. The funding/resource issues in the Dorset, Medium Term Financial Strategy, without the Merger would see the Force through 2019. National and local lobbying was going ahead to try to increase Central Government funding. The Chief Constable confirmed that Dorset residents would still be safe if the Merger did not go ahead. However, his options would be weakened and he would therefore need to re-examine previous plans and come forward with new solutions in order to maintain performance.

Following a comment about savings, the PCC advised there was still scope for savings within the Strategic Alliance, but that it was getting harder to execute efficiencies. If the Merger went ahead more benefits/savings could be achieved but there would still be further gains with or without the Merger. Control rooms had not yet been discussed and this was possibly the biggest areas of savings if the Merger went ahead. In response to a question about the possibility of any dynamic efficiency savings, the Chief Executive, OPCC highlighted current working with partners e.g. local Criminal Justice Boards and the efficiencies that could be driven out as a result of the merger.

One member suggested that in the future the Panel should have a 'deep dive' scrutiny review into the PCC's plans for frontline policing. This was endorsed by the PCP and would feature on the Forward Plan.

Local Support

Members from Bournemouth were concerned that their Local Authority had not been consulted and as a result were having a special meeting shortly to discuss this. The PCC advised that the Home Office wanted Chief Executives and Leaders of local authorities to be included in the consultation and the Bournemouth Leader and Chief Executive were part of the Strategic Leaders Board meeting when the Merger was discussed.

Following a discussion about contact with the Trade Unions, the PCC advised that the GMB represented a small number of the workforce in Dorset (4 members), but they did represent more staff in Devon and Cornwall. The Chief Constable had met with the Unison Branch Secretary and was advised of the responses in their survey on the proposed Merger. There had been concerns around job security due to a rumour about two of the contact centres closing and moving to Exeter; the Chief Constable stated that this was not the case and that no closure was planned. Further consultation with Unison had resulted in them being supportive of the Merger.

Following a question from a member about the public side of the Merger and the amount of support needed, the PCC advised that he had sought to work with others to establish a baseline of 'what good looked like', but others did not support this approach and instead were swayed with a more generic 'sufficient'. He hadn't felt it was a political stance but was more about the approach taken in respect of engagement and consultation.

Merger process

Following a question about the Convergence Working Group, the Chief Executive, OPCC advised this group met weekly either in person or via skype.

Effective voice and scrutiny

Members were advised that the Business Case was owned by the 4 corporation soles and was managed through the Convergence Board (chaired by the PCC Devon and Cornwall). This document had been signed off on Tuesday 25 September 2018 by the said 4 corporate soles.

One member felt that the future effectiveness of public voice and effective scrutiny was an important role for the future Police and Crime Panel to pursue. Adequate assurances needed to be in place to satisfy this important issue in conjunction with the PCC, if the decision was taken for the merger to progress.

In respect of a role for the new Panel the Group Manager, Governance and Assurance advised members that the Chairman and he had been reaching out to members in Devon and Cornwall to try and work together. However, they were still waiting for a response to the proposal and the draft Terms of Reference for a working group.

Following a question from the Chairman to the PCC and Chief Constable about whether following all of the discussion, research, stakeholder engagement, financial modelling and review of evidence they were convinced that the proposed merger was the strongest viable option to protect future policing and ensure continuous improvement, they both confirmed that it was.

The Chairman undertook to include in his letter to the PCC that an effective voice at a local level was something that needed to be included in the future and entrenched in the policy from the Home Office.

To summarise, the PCC read out a prepared statement.

As there were no clear objections articulated or evidenced, members voted to agree the recommendations set out in the PCCs report, with one abstention.

Resolved

1. That the Police and Crime Commissioner's decision had followed the appropriate procedure and was supported by evidence.
2. That the Chairman, on behalf of the Panel, would write to the Police and Crime Commissioner confirming their decision.
3. That members thanked the Police and Crime Commissioner for respecting their

views during the Merger process, providing a clear rationale for his decisions and for addressing the Panel prior to making any press statements.

Police and Crime Plan Monitoring Report

33 The Panel considered a report informing them of the progress against the Police and Crime Plan and Priorities 2017-21. The report provided information on the financial outturn position for Quarter 1 2018/19. Members also received updates on the following areas:-

- Alliance Drone Team
- Cybercrime
- Police ICT Company update, including Dorset Benefits Statement
- Dorset Benefits Statement
- Finance

The PCC highlighted areas of work related to each of the pillar themes. Members of the Panel who were leading on each of the themes in the Plan, were also invited to provide updates.

Pillar 1 – Protecting People at Risk and Harm – Cllr Andrew Kerby/Cllr Byron Quayle

Cllr Kerby advised the Panel he had recently met with PCC and the team. He was planning Spotlight Scrutiny exercises on DBS checks and Modern Slavery.

In terms of vulnerability, he believed the OPCC's activity to be at an adequate level and had been impressed with the 'out of the box' thinking that was ongoing. He highlighted utilising police cadets in respect of vulnerable people as a means to plug the gaps in youth provision.

He explained the piloting of return home interviews in respect of an adult that had gone missing, and highlighted the police resources on this. These interviews were currently only done with children that had gone missing.

Knife crime activities were highlighted and the PCC hoped to re-energise awareness of this.

In relation to the increase of recorded hate crimes, the PCC commented they were in the process of trying to understand this but felt that incidents were under reported. He was trying to change the thought of some people that hate crime wasn't a 'real' crime. Prejudice Dorset were aware of this issue and were working to try and address this.

Pillar 2 – Working with our Communities – Cllr Bernie Davis/ Cllr Mohan Iyengar

Cllr Iyengar highlighted that there had been a good take up in respect of the consultations on the drink drive limit. The findings would be presented to a National Police and Crime Commissioner group and the PCC intended to present them to the Department of Transport.

In respect of the digitisation of cameras, the PCC noted that the way forward was average speed cameras but felt there would not be the funding for them in the next 10 years.

The PCC made reference to the get safe online project and noted that they were continuing the message to members of the public to keep safe online.

Following a discussion about Neighbourhood Watch, the PCC advised that whilst membership was declining, it could be morphing into something more relevant and useful.

Following a question about underwater drones, the PCC explained how useful they had been in searching for and locating missing persons. It was really helpful for families to have the bodies of their loved ones located and/or recovered as soon as possible. In respect of searching for drugs, drones could be useful but would need the intelligence cue to support this activity.

Pillar 3 – Supporting Victims, Witnesses and Reducing Reoffending – Cllr Barbara Manuel/Cllr Bill Pipe

Cllr Pipe had recently attend an Armed Forces Covenant meeting and highlighted to members that work was still ongoing to secure a specific wing in HMP Portland for war veterans. The Chairman welcomed this on behalf of the Panel and, again offered support to the PCC on this issue.

It was hoped that a visit would be arranged shortly for the Pillar Lead to attend a crown court session to view a 'live' scene and have access to witnesses and victims to hear first hand their experiences to assess the current procedures and see how things could perhaps be improved. He would report back to the Panel on his findings, capturing any observations for improvement.

One member highlighted the work being done in relation to the rehabilitation/prevention of offenders, especially young offenders. She made reference to a speech and language specialist helping youths in prisons and asked the PCC if this would be something he could consider supporting. The PCC noted that he had done this previously but would be happy to try another approach with the Clinical Commissioning Group (CCG). The Chairman asked for relevant documentation to be provided and offered to write to the Health Trust to highlight the problems and support the PCC in this regard.

Pillar 4 – Transforming for the Future – Iain McVie

The PCC's position of a debt free organisation was highlighted to members as a positive. Mr McVie noted that he was in the process of arranging his next spotlight scrutiny exercise which aimed to look at complaints. He would also be looking at how evidence was dealt with at court from an efficiencies point of view.

Cybercrime

Members were made aware of a national issue in respect of passwords but with a 30% increase in reported cybercrime and the age profile in Dorset there was reason to think that people were not heeding password advice.

Following a question about how cybercrimes were investigated, especially with regard to crimes against websites, the Director of Operations, OPCC advised that it was dependent on where the website was hosted but effectively it started from there.

ICT

The Chief Executive, OPCC highlighted the conclusions in the update report which members were pleased to note. The PCC and Chief Constable's commitment to reviewing the value for money offered to Dorset Police through this arrangements was welcomed.

He advised members there were 19 separate national transformation programmes and the OPCC were keen to understand the future benefits of them. One member felt there was more about ICT licencing than enabling within the programmes.

Finance

The Treasurer to the OPCC advised members that the finance update had been provided in a similar style to the main Police and Crime Plan monitoring report. There were 3 pages covering Net Revenue Expenditure; Capital Expenditure & Capital Financing, and Usable Reserves. Summary information was provided in both tables and charts. The intention was to provide a comprehensive overview of the year to date and forecast full year financial position. The underlying detail had been considered by the Resources Control Board which was attended by the PCC and chaired by the Chief Constable.

The Net Revenue Expenditure position has a RAG rating of amber. This is because the Total NRE is forecasting an overspend of £171k and action needs to be taken by the Force to bring this back into balance.

Savings are being monitored and £314k out of a target £850k have been secured in Q1. It can be seen that there are wide variations against the budget and more detailed scrutiny of overheads is underway.

Capital Expenditure and capital financing are presented here together- as one has a direct consequence on the other. The RAG rating is green. Forecast capital expenditure is £6.3m which is lower than Original Budget and reflects a recent comprehensive review of the capital programme.

The Capital Receipts Reserve is forecast to be Nil at the year-end mainly reflecting slippage in forecast capital receipts which are being actively managed at Resource Control Board.

Usable Reserves reflects the latest forecast for the year; the main impact being the 2017/18 outturn balances.

Members thanked the Treasurer for the new style report but felt it would be helpful to have a bit more detail and explanation where the changes were or what the problems were. More commentary on the exceptions would be helpful for members. For the November meeting the Chairman asked for further information on the following areas:-

- Forecast Deficit
- Vehicle Replacement Programme – forecast compared to original budgets
- Capital Receipts Reserve
- Closing balance of total usable reserves.

Members of the Panel asked the following finance questions to the Treasurer to the PCC, who responded accordingly:-

1. In the minutes of the last PCP meeting (26th June) in response to a finance question '5. Revised Estimates/Refresh' reference was made to specific consideration being given to the effect on the outturn for the 2018/19 budget, with a response being provided by the PCC to the next meeting.
 - *Can the PCC provide further details and guidance on the outcomes from this exercise please?*

Revisions to the budget for the current year are expected to be made; both in the light of the 2017/18 outturn position and the current year monitoring. To date progress has been made in reviewing the capital expenditure programme, capital receipts and the reserves strategy. Capital financing and revenue costs reviews are underway, with the intention of the Revised budget for 2018/19 providing a baseline for the 2019/20 budget and medium term financial plan.

2. The Panel is grateful for the update on Emergency Services Network (ESN) at

the last meeting. More specifically though:

- *Can the PCC provide the Panel with assurance that funding is in place and that a sustainability plan exists to support Airwave until ESN comes into service please?*

Yes – The Force has fully budgeted for the existing Airwave and potential replacement of existing hardware is included in the capital programme/medium term financial plan.

Noted

Spotlight Scrutiny Review - Body Worn Video

34 The Panel considered a final scrutiny report on the use of body worn videos (BWV) which provided a high level of assurance in respect of the current arrangements in respect of BWV. The PCC welcomed the outcomes and observations that had been raised for his consideration from the review exercise. He congratulated Mr McVie for such a well-executed review which had led to such a clear and helpful report.

The Chief Executive, OPCC, advised members that the project had gone 'live' this week.

Resolved

That the PCC would provide an update for the Panel post implementation, including the key findings from the proposed survey from users in the 2019/20 policing plan year.

Work Programme

35 The Panel considered its Work Programme and noted the items to be considered for their next meeting on 13 November 2018:-

- Police and Crime Monitoring Report
- Precept 2018/19 – Update on the use of monies identified for targeted activity
- OPCC update on complaints management

Items for consideration in the Forward Plan for 2019 to include:-

- Bodyworn videos update
- Frontline Policing – deep dive exercise

Resolved

That the work programme be updated accordingly.

Complaints Update

36 The Group Manager – Governance and Assurance advised members that no new complaints about the PCC had been received.

However, members were advised that further contact had been received from a previous complainant. The Group Manager had investigated the complaint and upheld the previous view of the Chief Executive, OPCC. Following a meeting between the Monitoring Officer and the Chairman it was agreed that a response would be sent to the complainant to advise that all avenues in this matter had now been exhausted. It was suggested that if the complainant wished to pursue this matter further then the Local Government Ombudsman should be consulted.

Noted

Questions from Panel Members

37 There were no questions by members of the Panel.

Meeting Duration: 10.00 am - 2.35 pm