

From Police Authorities to Police and Crime Commissioners



BUSINESS PLAN FOR TRANSITION
2012 - 2013





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1. Introduction



Bedfordshire Police Authority is an independent organisation and has the statutory duty to ensure an efficient and effective policing service for the people of Bedfordshire. We are fortunate to work with a highly committed police force which seeks to deliver and maintain good standards of policing for local people.

At the present time both the Police Authority and Force face difficult financial challenges in light of the significant budget reductions announced by the Coalition Government through its four year comprehensive spending review programme. It is the responsibility of the Authority, in conjunction with the Chief Constable to find ways of addressing these budget cuts while maintaining front line services.

At the same time as dealing with budget reductions the Authority will be undertaking a significant business change programme as it transitions to a new model of governance. The Police Reform and Social Responsibility Bill received Royal Assent in September 2011. Under the Act Police Authorities will be abolished and replaced by a directly elected Police & Crime Commissioner in November 2012.

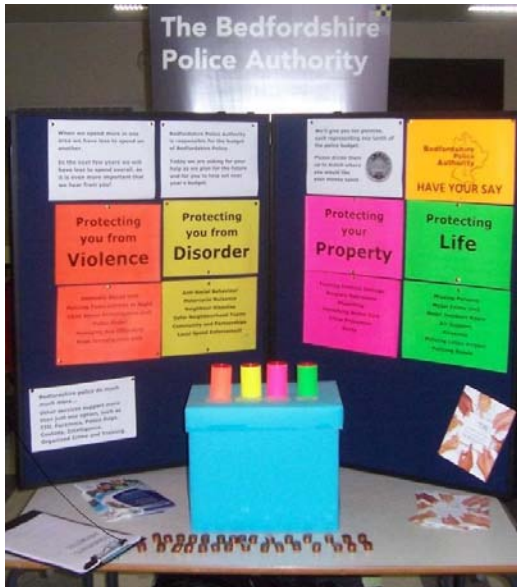
During this transition period the Police Authority will continue to ensure Bedfordshire Police provide local people with a good quality, value for money¹, policing service. Our approach to dealing with the financial challenges has focused primarily on our ground-breaking collaboration programme with Hertfordshire Police Authority and



Constabulary and more recently the strategic alliance which includes Cambridgeshire Police Authority and Constabulary: this three Authority/Force alliance will achieve even greater economies of scale. We are confident that this approach is the right approach with 89% of local people stating they are happy for us to collaborate in order to minimise any impact on front line services. Moreover, 96% are happy for further collaboration if the policing service they receive stays the same or improves.

The Authority has also consulted with the public in relation to the changes we have made to the

¹ The Police Authority is one of only five authorities nationally, found to provide 'good value for money' in relation to best use of resources. HMIC/Audit Commission Police Authority Inspection 2010. Audit Commission report Sept 2011



delivery of local policing. Almost 70% of people support dealing with minor crime over the telephone provided consideration is given to vulnerability and individual need and 87% are happy for any part of the workforce such as Police Officers, Police Community Support Officers or police staff to deal with their issues. People have told us that they do not mind how the Force is structured as long as the police are there when needed. The re-structuring of the Force has enabled us to double the number of police officers available to local policing teams. Our approach to securing a value for money policing service will see the Police and Crime Commissioner inherit a medium term resources strategy to deal with the financial challenges

whilst improving performance in priority areas, as set out in the Police Authority's 2012/13 Strategic Plan.

Over the coming year, and as the detailed changes to the new police governance structure become known, we will keep the public fully informed so that everyone is fully aware of what the changes will mean for them. During this period the Police Authority will remain fully functional. The key message to the public is that it is 'business as usual'. We will continue to focus on delivering our strategic intent to **'fight crime and protect the public'** while implementing the necessary arrangements for the arrival of the Police and Crime Commissioner.

7 th	8 th	9 th
14 th	15 th	16 th
21 st	22 nd	23 rd



2. Meeting our Statutory Duties

The Police Authority has a wide range of statutory duties² which are undertaken in an open and transparent way. Through a planned cycle of committee meetings Members make informed decisions and undertake detailed scrutiny by engaging with and listening to what the public are saying and taking expert professional and policy advice.

As a learning organisation the Police Authority strives to improve its performance year on year and this is achieved through a business plan which is reviewed³ and refreshed each year.

3. Business Plan for Transition 2012-2013

Our business plan covers the period from January 2012 to March 2013 and adopts a risk based approach with priorities developed that will address and manage identified risks. During the development of this business plan a number of risks have been identified in relation to transition. Our approach to risk management is set out in section 3.3.

The business plan for transition is structured in two parts and key to delivery will be getting the balance right between each part. Our immediate focus will be to ensure that the Police Authority meets its statutory duties in relation to setting a strategic plan and budget. However, as the year progresses and national guidance and regulations are produced the establishment of the office of the Police and Crime Commissioner will become the dominant focus for Police Authority staff, supported by Members who will assume a quality assurance role. The outgoing Police Authority will ensure the newly elected Commissioner, on assuming office, is in receipt of a full financial audit and final performance reports.

In addition to the strategic planning and budget setting processes the implementation plan incorporates work to support the committee cycle to ensure detailed scrutiny takes place in order to hold the Chief Constable to account. The scrutiny/public accountability role will become the focus for members in their final year to ensure value for money is delivered through the delivery of efficient and effective policing in Bedfordshire.

The objective of the 2012/13 business plan for transition is twofold:

² See www.bedfordshirepoliceauthority.co.uk for a full list of statutory duties

³ See appendix A for an evaluation of performance against the 2011/12 Business Plan



Objective 1

Ensure that Bedfordshire Police Authority continues to meet its statutory duties until such time it is abolished;

We will do this by focusing on the following priorities:

Setting an affordable 2012/16 Strategic Plan and annual policing plan

Setting the 2012/13 budget, including the precept, and a medium term resources plan

Holding the Chief Constable to account for the efficient and effective delivery of the Strategic Plan

Making the appropriate decisions to enable the Chief Constable to deliver the strategic intent

Objective 2

Ensure a smooth and effective transition to the office of the Police & Crime Commissioner.

We will do this by focusing on the following priorities:

Effectively establishing the PCC as a creature of governance

Effectively establishing the PCC and the Chief Constable as organisations in their own right

Ensuring the effective closure of the precursor Police Authority

Working in partnership to ensure:

- the election of the PCC;
- the establishment of a Police and Crime Panel;
- the establishment of protocols with Community Safety and Criminal Justice partners to meet the reciprocal duty to co-operate.

3.1 Delivering the business plan for transition

The objectives and priorities of the business plan have been developed into a comprehensive implementation plan in order that the following timescales are met.



- The transition period from November 2011 to November 15th 2012
- The period between 15th November 2012 and 22nd November 2012 when both the pre-cursor police authority and PCC will be in post
- The period post-election from 22nd November to 31st March 2013

The following assumptions have also been made:

- That regulations and guidance from the Home Office Transition Board, APA and others will be delivered in a timely manner.
- That funding arrangements for the Police & Crime Panel do not fall to the Police Authority and the host authority has the resources to support the functions and responsibilities of the new panel.
- That the cost of the PCC election will not fall to the Police Authority and the identified local authority will have adequate resources to facilitate election requirements.
- That partners will co-operate with the Authority in making the necessary transition.

Our partners⁴ will play a key role in the transition and its success. Understanding the impact of the Police and Crime Commissioner and the Police and Crime Panel on the arrangements for community safety, the commissioning process and the wider criminal justice system will require us all to work closely together over the coming year. While partners will work within their own organisations to establish the necessary structure, systems and processes the interface between the PCC, partners and partnerships will also need to be understood.

To ensure we work efficiently and effectively partners will be members of the Authority's transition programme board to enable work-streams to progress in a timely and organised manner. A strategic risk has been identified in relation to the business change faced by partners and partnerships. The Police Authority has no authority or control over how, or when, partners decide to implement the changes yet clearly a number of transition work-streams will be dependent on partner activity. Therefore, it will be imperative that the transition programme has robust plans in place that are project managed in a structured way.

⁴ Bedfordshire Police, Bedford Borough Council, Central Bedfordshire Council, Luton Borough Council, Local Criminal Justice Board



The scale of the change necessitates a structured approach to ensure the plan is delivered. A project management methodology has been adopted and in line with this approach a programme board established.⁵

The implementation plan is structured using a national template with indicative timelines, milestones and outputs. It will be crucial for the Authority to understand where the ‘pressure points’ may occur in relation to ‘business as usual’ and transition and the need to remain flexible will be key to successfully delivering the business plan.

3.2 Governance Arrangements

For the past three years the Police Authority’s Compliance and Risk Management Committee has had responsibility for the successful delivery of the Business Plan. The role of the committee will remain the same with the Transition Programme Board reporting progress, by exception, on a quarterly basis. In establishing the programme board the Police Authority has delegated decision-making⁶ to the Programme Board and these decisions will be reported quarterly to the full Police Authority. The programme board will meet monthly and has representatives from Luton Borough Council, Central Bedfordshire Council, Bedford Borough Council, Local Criminal Justice Board and Bedfordshire Police.

3.3 Risk Management

The Police Authority has its own strategic risks as well as those that it shares with Bedfordshire Police. This section focuses on the Authority’s own risks.

- 1 Failure to undertake adequate/proactive communications to stakeholders
- 2 Failure to meet the statutory responsibilities of the precursor authority until such time as it is abolished
- 3 Failure to establish the Police & Crime Commissioner and the Chief Constable as organisations in their own right and to ensure effective closure of the precursor authority

⁵ See appendix B for Terms of Reference, Board Membership and Roles and Responsibilities.



Shared with partners

- 4 Failure of partners to deliver the election, establish the police and crime panel and force-wide community safety arrangements.

The programme board will manage the risks directly relating to transition: risks 2, 3 and 4. In addition, the board will also maintain oversight of risk 1 where communication relates to media and candidate management. The programme board will report by exception to the Compliance and Risk Management Committee who retain responsibility for the oversight of all Authority and Force strategic risks.

New or emerging risks will be reported by the programme manager to the programme board for consideration and escalated to the Committee if necessary.

3.4 Resources

The business plan will be delivered by members, predominantly through the committee structure, and a small team of Authority officers. An evaluation of all available resources has been undertaken in order to identify gaps in relation to capacity and capability.

Overall the Authority has the relevant skills to ensure it can meet the objectives of the business plan. However some concerns are raised in relation to financial support for the Chief Executive/Treasurer and the temporary loss of the Authority's dedicated community engagement resource.

Over the past two years the Authority has seen a clear return on their investment in community engagement. Moving forward our dedicated community engagement resource will be temporarily reduced, however, we will continue to ensure our core statutory duties in relation to consultation and engagement is maintained.

Members will continue with their community engagement/reality checking role and attend Operation Vision events to ensure the views of the public are utilised in shaping the provision of policing services.

The Authority will continue to actively engage and play a key role within partnerships⁷ to keep partners informed of the transition arrangements and to ensure that local priorities reflect the needs of communities. We will also explore, with the third sector and statutory partners, opportunities to engage with community groups and victims of crime and anti-social behaviour.

⁷ Local Authority Local Strategic Partnerships, Crime and Disorder Partnerships, Local Safeguarding Children Boards and the Integrated Offender Management Board.



Police Authority members will also have a vital role to play in quality assuring products developed for transition and beyond.

Arrangements have been put in place to provide the Authority with the additional capacity should it be required. The contract for the Deputy Treasurer will be extended to coincide with the end of the financial year. Financial work in relation to transition will be undertaken by the strategic alliance⁸ to provide additional resilience. These arrangements will need to be kept under review until the financial requirements for the Police & Crime Commissioner are known.

The 2012/13 budget consultation will be undertaken by way of an e-survey and supplemented with a series of stalls at partner events.

The Authority has a number of external contracts; internal and external auditors, public relations and service level agreements with local authorities. All contractual arrangements have been reviewed and renewed where appropriate to ensure that the capability and capacity remains available to the Police Authority during the coming year.

A staff skills audit and training needs analysis has been undertaken. Skills training and development has been aligned to organisational requirements while at the same time providing staff with key transferable skills. Work to identify new skills that may be required for the Police & Crime Commissioners office is being undertaken nationally. Skills training for the new organisation will be addressed once they are known through the staff annual performance and development reviews.

In addition to the support provided by the strategic alliance in relation to finance work will be ongoing to identify common areas that will benefit from a collaborative approach. With over 60% of Bedfordshire police in collaborated units opportunities to undertake tasks 'only once' will be maximised.

It is also expected that resources such as standard templates, guidance, operating models and regulations will be provided by national bodies.

At present there are few known costs to transition. Currently it is assumed that any additional costs will be met from the Authority's existing budget.

⁸ The Strategic Alliance comprises Bedfordshire, Hertfordshire and Cambridgeshire Police Authorities and Police Force/Constabularies



4. In Summary

The 2012/13 business plan for transition has been designed to enable the Police Authority to continue to be fully functional in its final year and deliver a good quality, value for money, police service for the people of Bedfordshire.

The successful delivery of the business plan is dependent on a range of factors outside the control of the police authority. The provision, by Government, of detailed policy, regulations and guidance in a timely manner will be required as will good working relationships with our partners.

The arrangements put in place to manage the transition should provide assurances that the Authority understands the scale of the business change, is aware of the risks and is committed to providing the necessary resources and support to ensure a smooth and effective transition to the Police & Crime Commissioner.





The 2011/12 Business Plan objectives were structured around our two primary statutory duties:

Setting strategic direction, priorities and targets and holding the Chief Constable to account for effective performance against the strategy, priorities and targets;

Ensuring value for money and productivity by holding the Chief Constable to account for the efficient delivery of policing services to local communities.

Four priorities were identified to enable the Authority achieve its objectives:

1. Setting an affordable strategic direction for 2011/15 and beyond;
2. Holding the Chief Constable to account for the successful delivery of the 2011/12 strategic plan within the budget available;
3. Communicating ‘hard choices’ and understanding public perception in relation to cuts and changes to service delivery in order to provide reassurance;
4. Putting in place the necessary arrangements to ensure a smooth transition to a new governance model.

Setting an affordable strategic direction for 2011/15 and beyond

The Police Authority set a four year plan which sets the broad direction to create a more flexible and responsive policing service during a period of unprecedented budget reductions. The plan describes the purpose of Bedfordshire Police to ‘Fight Crime and Protect the Public’ with the outcomes being the protection of life and property and protection from violence and disorder. In 2011/12 budget reductions of £6.3 million were required and these savings were to be achieved through implementing a new policing model and a comprehensive collaboration programme.

The Authority set an annual budget of £103.1 million to support the new policing model and performance priorities.

A medium term resources strategy has been developed which details the necessary savings to be required by 2014/15, considers options for the precept, provide a focus on the medium term rather than in year and a capital programme over four years as well as the use of reserves.



Holding the Chief Constable to account for the successful delivery of the 2011/12 strategic plan within the budget available;

To remain focused on ‘what really matters’ the Authority implemented a new committee structure and rigorous support processes. An internal, risk based, audit programme was devised and delivered within the first six months of 2011 to aid scrutiny and provide assurances that risks were being satisfactorily managed.

Committee scrutiny has centered on the implementation of the new policing model and, the introduction of a ‘balanced scorecard’ has enabled the Authority to concentrate on performance priorities (crime types and efficiency savings). At the time of writing information available to the last committee cycle strongly suggests that the strategic plan will be delivered within budget and improvements are being achieved against the performance ambition.⁹

The ground- breaking Bedfordshire and Hertfordshire collaboration programme has developed into a ‘Strategic Alliance’ with the inclusion of Cambridgeshire Constabulary and is shortly expected to deliver even greater economies of scale.

The Police Authority’s approach to collaboration will provide the means for the Police and Crime Commissioner to sustain the protection of frontline services and for Bedfordshire Police to continue to keep its focus on fighting crime and protecting the public.

Communicating ‘hard choices’ and understanding public perception in relation to cuts and changes to service delivery in order to provide reassurance;

The Authority has conducted a number of focus groups to ascertain the views of the public in relation to organisational change. Specifically the Authority has consulted on collaboration, the new appointments system and changes to local policing.

Considerable time has been spent informing our partners, including local councillors, on the budget reductions, the new policing model and the collaboration programme.

The Authority has increased its e-publication of ‘Making Contact’ from quarterly to six weekly and has placed articles in parish council magazines.

The Authority has been commended by inspectors on its comprehensive communications plan and the risk associated with communications has been downgraded.

⁹ Press releases – www.bedfordshirepoliceauthority



[Putting in place the necessary arrangements to ensure a smooth transition to a new governance model.](#)

Little progress has been made against this priority because of the passage of the Police & Social Responsibility Bill through Parliament. With the Bill gaining Royal Assent in September 2011 planning is now underway.

This priority will continue to be a priority for the Police Authority and has been incorporated into the 2012/13 Business Plan.

The Compliance and Risk Management has overall responsibility for progress against the Authority's Business Plan and associated risks. At the September meeting the Committee acknowledged that actions relating to transition were at an early stage but would become a dominant feature of the organisation over the next twelve months.

Overall the Committee supported the significant progress made against the 2011/12 Business Plan and acknowledged that 'business as usual' activity would be incorporated into the 2012/13 Business Plan for Transition.





A Programme Board will be established and will be accountable for the smooth transition from the Police Authority to the PCC. It will have the authority and responsibility to provide overall direction and management of the implementation plan.

The terms of reference for the Board are:

- ❖ To agree the programme plans as they develop, define requirements, deliverables and milestones to enable, as far as possible, a seamless transition from the Authority to the PCC.
- ❖ To ensure the precursor police authority continue to meet its statutory duties until such time it is abolished
- ❖ To ensure that final accounts/reports are produced
- ❖ To have regard to any outputs issued by the Government e.g. secondary legislation/regulations/guidance
- ❖ To release/provide the necessary resources required to enable transition
- ❖ To monitor progress against the plan
- ❖ To ensure the overall business change programme is managed successfully
- ❖ To support the senior responsible officer in planning, managing and implementing the agreed plan
- ❖ To report on progress and seek any relevant decisions from the Authority
- ❖ To ensure the risks associated with transition are managed and/or mitigated
- ❖ To ensure there is appropriate quality assurance during the progress of the business change programme
- ❖ To receive documents of the Authority or stakeholder bodies and require officers, members and staff to any of its meetings to facilitate the achievement of its objectives
- ❖ To invite other individuals and representatives to make presentations to its meetings or provide written submissions where it would assist in meeting the overall objectives
- ❖ To ensure that the costs of the programme are captured and monitored



The Programme Board will be comprised of:

Permanent Members:

Peter Conniff – Chair of Police Authority

Linda Hockey – Vice-Chair of Police Authority

Stephanie McMenemy – Chief Executive/Treasurer Bedfordshire Police Authority, Chair of Programme Board – SRO and Statutory Finance Officer

Vince Hislop – Assistant Chief Officer – Business Support, Bedfordshire Police

Julie Wymer – Deputy Chief Executive, Bedfordshire Police Authority – Programme Manager

Rosie Harper – Administrator and project support

Attendance as necessary:

Chief Constable – Alfred Hitchcock - Bedfordshire Police

Bedford Borough Council: Keith Simmons – Elections, Linda Stevens – Police & Crime Panel, Steve Tomlin – Community Safety Lead

Central Bedfordshire Council: Brian Dunleavy – Elections and Police & Crime Panel, Jane Moakes – Community Safety Lead

Luton Borough Council: Debbie Janes – Election and Police & Crime Panel, Nicola Perry – Community Safety Lead

Local Criminal Justice Board – Chair, Linda Hennigan

Better Times – Sallie Blair, Communications and Marketing

Roles and Responsibilities

The **senior responsible officer** will have overall responsibility for the programme and chair the programme board:

- Ensuring that the business change programme is subject to review at the appropriate stages
- Make certain that any action points arising from the implementation are met
- Keeping track of progress
- Final decision-maker on changes to the implementation plan
- Ensuring adequate funding is available
- Approving costs at key milestones

Police Authority representatives – are responsible for representing the future needs of the PCC and ensuring the Police Authority continues to meet its statutory duties



Force Representative – is responsible for facilitating transitional requirements as the partner in the police tripartite system

Police Authority Statutory Finance Officer – is responsible for all financial aspects of the transitional governance programme including reporting progress to all interested parties

Partner Representatives – responsible for facilitating transitional arrangements within their own organisations

Programme Manager – is responsible for the day to day management of the programme, reporting to the SRO:

- Agree with the SRO what the programme is to achieve, the deliverables, scope and necessary resources
- Planning and delivering all elements of the programme to budget and agreed timescales
- Organising and directing the programme team
- Ensuring the external suppliers deliver the agreed solutions
- Controlling any risks, issues and changes that may arise during the programme
- Resolving problems and conflicts that arise

Programme Team

The primary responsibilities of the Business Change Team are to ensure that the programme produces the required products, to the required standard of quality, within the specified constraints of time and cost. The specific requirements of the Team are to:

- Plan and monitor progress;
- Manage production of the required deliverables;
- Prepare any Exception Plans and agree them with the Programme Manager;
- Manage business as usual and review risks, including the development of counter measures and contingency plans;

The Programme Team is comprised of:

Andrew Lane – Policy and Project Officer
 Janet Wardell – Member Support Manager
 Rosie Harper - Personal Administrator – Project Support
 Pat Brown – Member Support and ICV Scheme Administrator
 Sam Orcheston-Findlay – Community Engagement Officer
 Stephanie McMenemy – Chief Executive/Treasurer
 Julie Wymer – Deputy Chief Executive
 Sallie Blair – Better Times – Communications and Marketing



Work- streams will be issued to Team Members who will be responsible for completion of tasks and outputs.

Controls

Programme Board Meetings

4.1 The Programme Board will meet monthly and by exception, providing the overall direction and management of the business change programme.

Team Meetings

These regular meetings will enable progress to be discussed, barriers identified and risks managed.

Risk Management and Risk Log

The programme team will maintain a record of all reported and identified risks together with a risk log. Each risk will record:

- The risk number
- A description of the perceived risk
- Likelihood of the risk occurring
- Impact of the Risk
- Overall Risk (Likelihood* Impact)
- A description of the countermeasures that may be taken to reduce the likelihood of the risk occurring
- Risk status

Review Risks will be copied to the Programme Board following their assessment for information and discussion.

Issues Log

Issues may be raised by anyone for any one of the following reasons:

- A request for change is identified with a product;
- A statement of concern is raised;
- A risk has been realised.

The issue will be logged, assessed and its impact analysed as appropriate, with necessary action then being taken. The decision regarding the issue will be documented.

Significant issues will be reported to the Programme Board.

An Exception Report will be raised whenever the Team detects or assesses that the current stage or the programme as a whole will exceed its set tolerances on time or quality. The contents of the Exception Report will be:



- Cause of deviation (either predicted or actual);
- Consequences;
- Available Options;
- Decision Points.

An Exception Meeting of the Programme Board may be called to address the issues raised by the Exception Report.



Business Plan for Transition Workstreams and Subheadings 2012-13

		2012												2013					
		Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
1	Holding CC to account for delivery of Strategic Plan																		
	Performance Scrutiny Workplan																		
	Resources Scrutiny Workplan																		
2	Setting an affordable Strategic Plan and Budget																		
	Assessing community impact																		
	Member decision making																		
3	Project Oversight and Implementation																		
	Programme Board																		
	Programme Plan																		
	Identifying necessary resources																		
	Risk Register																		
	Internal Audit																		
4	Establish PCC Financial Arrangements																		
	Establish Office of PCC Budget																		
	Closure of accounts & wind-up of PA																		
5	Transfer of Staff & Assets																		→
	PA staff Transfer stages 1 & 2																		
	Transfer of Police Staff stage 1																		
	Transfer of Police Staff stage 2																		→
	Transfer of Assets & Land																		
	Transfer of Volunteers																		
6	Planning Processes																		
	Financial & Contractual Governance																		
	Develop Police & Crime Plan																		
	Est. arrangements between PCC & Panel																		
	Est. CE arrangements for PCC																		
	Complaints - awaiting national guidance																		
	Collaboration																		



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