

## **SUSSEX POLICE AUTHORITY**

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Minutes of a meeting of the Sussex Police Authority held on 18 October 2007 at County Hall, Lewes.

Present:

Mr L H Barnard (Chairman), Mr P Bratton, Prof G Bull, Dr L E Bush (Vice-Chairman), Mrs M Collins DL, Mr B Duncan, Mr F H Faiz, Dr S Iles-Jonas JP, Mr J Mortimer, Mr A Price JP, Mrs C Shaves MBE JP, Mr G Theobald OBE, Mr S Waight and Dr R Walker.

Apologies for absence were received from Mr P Jones, Mr D Rogers OBE and Mr R Tidy.

### **CHAIRMAN'S WELCOME AND ANNOUNCEMENTS**

80. The Chairman welcomed Mr Trevor Leggo, Director of the Sussex Association of Local Councils (SALC) and Mrs Janice Primrose, Mr Rodney Jackson and Mr David Young, Chairmen of District Associations of SALC. The Chairman also welcomed Detective Chief Superintendent Graham Cox, representing the Superintendents' Association, Inspector Brian Stockham, representing the Police Federation and Mrs Sarah Reed representing UNISON. The Chairman also welcomed Mr Nicholas Pamment who was completing a period of work experience in the Chief Executive's office.
81. The Chairman also welcomed and paid tribute to Sussex Police Constable Christopher Thompson who had recently received a national bravery award. His action in disarming a man was in the best traditions of the police service.

### **NEW CHIEF CONSTABLE MR MARTIN RICHARDS**

82. Mr Martin Richards was welcomed to his first meeting of the Police Authority as the new Chief Constable of Sussex. The appointment of Mr Richards, the former Chief Constable of Wiltshire, would enable Sussex Police to build on the strong record of performance established under former Chief Constables Mr Ken Jones QPM and Mr Joe Edwards QPM.

### **DEATHS IN SERVICE**

83. The Chief Constable drew the Authority's attention to a number of Police Officers and Police Staff who had died in service since the date of the last meeting. The Police Authority expressed its condolences to the families of the officers and staff concerned.

### **DISCLOSURE OF PERSONAL INTERESTS**

84. No disclosures of personal interest were made by Members or Officers.

### **MINUTES**

85. **Resolved** – that the minutes of the last meeting of the Police Authority held on 27 July 2007 be confirmed.

## **MATTERS ARISING**

### **CHALLENGE PROGRAMME**

86. Further to Minutes 42 to 46 Mr Mortimer referred to the concerns which had been raised by various Neighbourhood Watch Groups regarding the implications to support for NHW of the proposed deletion of Crime Prevention Co-ordinator posts. The Chief Constable indicated that the NHW would be consulted on the implementation of the new arrangements.

### **REPORTS**

87. Copies of reports referred to in the minutes below are included in the Minute Book.

### **REVIEW OF POLICING**

88. The Police Authority considered a report by the Chief Constable, the Chief Executive and the Treasurer
89. As previously reported following the meeting of the Police Authority in July 2007, Her Majesty's Chief Inspector of Constabulary (Sir Ronnie Flanagan GBE, QPM, MA) had been appointed by the Home Secretary to carry out an independent review of policing. In accordance with the timetable set by the Home Secretary, an interim report had been published on 7 September 2007 with a final report expected by January 2008. The interim report focused on the themes of reducing unnecessary bureaucracy and neighbourhood policing, and had less to say on managing resources and local accountability, which would be covered more fully in the final report.
90. The Police Authority welcomed the review which provided the police service with an opportunity to influence the development of policing for the next ten years. The strand of the review which dealt with local accountability was particularly complex and important. The Police Authority welcomed the fact that more time had been allocated to enable the issues regarding local accountability to be properly discussed and evaluated. In submitting the response the Authority would be drawing attention to the added value which police authorities contributed to the development and overview of policing. It was also felt that there should be more flexibility in the total number of members of police authorities in order to reflect local circumstances and equity of representation between constituent authorities.
91. The Police Authority also welcomed the move towards a less bureaucratic risk adverse culture and the recommendations in the interim report relating to reducing bureaucracy and the enhancement of neighbourhood policing. The Review of Policing represented an important opportunity to set the foundations for the service to build on for the next decade and beyond. Those foundations needed to begin with re-affirmation of the principles of policing. Once established, the service could start to consistently deliver what the public expect of the police, and be

truly accountable to the public in the most practical sense. The service should seize this opportunity, and the Sussex Police Authority and Sussex Police will maintain close involvement in the review process in order to play a part in ensuring that the final report has the necessary longevity and influence to make a real difference to policing for a generation.

92. **Resolved** - that subject to the inclusion of the additional comments made at the meeting the draft response to the interim report be approved.

*(NB: A copy of the Police Authority's response to Sir Ronnie Flanagan is attached as an appendix to these minutes.)*

### **LOCAL POLICING PLAN 2008 – 2011**

93. The Police Authority considered a report by the Chief Constable, the Chief Executive and the Treasurer.
94. The report outlined the significant changes to the police planning regime which were to be introduced by the Police and Justice Act 2006 with effect from 1 April 2008. The Act removed the requirement for police authorities and forces to produce a three year strategic plan and an annual policing plan. The Police Authority and Sussex Police had commenced the planning cycle based on a rolling three year plan. This was aligned with the Force's financial planning which took into account the suggested priorities for Local Policing Plan 2008-2011. The Police Authority suggested that dealing with missing persons should be included in the policing plan areas referred to in paragraph 3.1.
95. As in previous years a planning board would oversee the development of the Local Policing Plan the membership of which would include three Police Authority members namely: Dr Laurie Bush (Vice-Chairman of the Police Authority), Mr Steve Waight (Lead Member for Resources) and Mr Bob Tidy (Lead Member for Neighbourhood Policing). The Police Authority would be inputting the key issues raised by the public at the Police Authority public consultation meetings being held across Sussex including support for neighbourhood policing, anti-social behaviour, speeding/ anti-social driving and roads policing. It would be important to keep the public informed of the link between the matters raised at the public consultation meetings and policies included in the LPP.
96. **Resolved** - that the proposed structure of the 2008-2011 Local Policing Plan be approved.

### **CAPITAL STRATEGY TO 2012**

97. The Police Authority considered a report by the Chief Constable, the Chief Executive and the Treasurer.
98. The Capital Strategy identified proposed major investments to support force priorities. The Police Authority discussed the funding options for the Capital Programme bearing in mind the forecast of available resources. It was noted that the new replacement police station at Petworth would shortly be completed, and that planning consent had been granted for the construction of a new police station in Lewes.

99. The Police Authority discussed the need to consider the future capital funding requirements for improving detainee facilities at Crawley and Hastings. Reference was also made to the implications for the Authority of the projected funding shortfall, and the implications for possible additional borrowing.
100. **Resolved** – That Capital Strategy as set out in the Appendix be approved subject to:
- (i) the Chief Constable re-phasing and re-prioritising expenditure plans across the Capital Programme; and
  - (ii) any proposals for additional borrowing being subject to further discussion with members of the Capital Strategy Board.

### **BUDGET MONITORING REPORT TO 30 SEPTEMBER 2006**

101. The Police Authority considered a report by the Chief Constable, the Chief Executive and the Treasurer.

The impact on the budget of increasing levels of transfers of police officers, particularly specialist officers, to the Metropolitan Police Service (MPS) was discussed. The MPS were able to offer an enhanced salary and benefits package which made it difficult to compete. The matter would be considered by the Planning and Performance Steering Group and raised at the meeting with Members of Parliament in November.

102. **Resolved** – that
- (i) the latest position on the revenue and capital budgets for 2007- 08, the position on outstanding debts and budget transfers be noted; and
  - (ii) the revised capital budget set out in Section 6 and Appendix D be approved and transfers to and from reserves as set out in Section 9 be approved.

### **CLIMATE CHANGE AND ENVIRONMENTAL STRATEGY**

103. The Police Authority considered a report by the Chief Constable, the Chief Executive and the Treasurer.
104. The Police Authority welcomed Sussex Police's Climate Change and Environmental Strategy which set out its plan to ensure that Sussex Police conducted its business in accordance with good environmental practice and met associated legislative requirements. Drawing on best practice elsewhere, Sussex Police would take whatever effective local measures it could to reduce its negative impact on the environment. Sussex Police would also seek to ensure that the supply chain of goods and services it consumes were provided in an as environmentally friendly way as possible. The Chief Executive reported that the Police Authority would be working to produce its own Environmental Strategy specifically dealing with the work of the Authority. The Strategy was welcomed because it

demonstrated that environmental issues were being mainstreamed into the work of Sussex Police.

105. **Resolved** - that

- (i) the Police Authority endorse the Climate Change and Environmental Strategy; and
- (ii) the Chief Executive be asked to draw up an environmental strategy dealing with the work of the Authority for approval at the next meeting.

#### **REPORT OF THE CORPORATE GOVERNANCE COMMITTEE'S MEETING HELD ON 27 SEPTEMBER 2007**

106. The Police Authority considered a report of the Corporate Governance Committee's Meeting on 27 September, 2007

107. **Resolved** - that the report be noted.

#### **EXCLUSION OF THE PUBLIC AND PRESS**

108. **Resolved** - that the public and press be excluded from the meeting for the remaining business on the grounds that if the public and press were present there would be disclosure to them of exempt information regarding enhancing protective services and the police services agreement in respect of Gatwick Airport.

**SUSSEX POLICE AUTHORITY - 18 OCTOBER 2007**

**RESPONSE TO SIR RONNIE FLANAGAN'S REVIEW OF POLICING – INTERIM REPORT**

**Introduction**

The following response has been agreed by officers of the Authority and Sussex Police.

This report is compiled in response to the interim report by Sir Ronnie Flanagan published on 11 September 2007. An extensive consultation process is now under way to inform the final report and recommendations and Sussex Police and Sussex Police Authority welcome the opportunity to take part in that.

**The opportunity to set the vision for the service**

The review provides the police service with an opportunity to influence the development of policing for the next ten years. That development needs to begin with an answer to the question "What are the police for?". In 1829, as the interim report rightly outlines, the initial answer to that question was expressed in the nine principles of policing. Whilst the interim report echoes those values, the final report offers an opportunity to explore their relevance today and whether they support the future strategic direction of the police.

Once the 'idea of policing' is re-defined and accepted, the elements of the review become easier to address. For example, a clearer definition of what is expected of the police could help ensure a renewed focus on measuring what is relevant, following a settlement of the prevention versus detection debate resulting in the balanced measurement of both.

The review is also a welcomed opportunity to address the issue of workforce modernisation for the service. A major enabler to the improvement in productivity of frontline services is the use of police staff in back-office functions to relieve the administrative burden of staff who we want to be visible in our communities. The need to add impetus to the Workforce Modernisation Programme, co-ordinated by the National Policing Improvement Agency, is therefore directly linked to the need to reduce unnecessary bureaucracy. The review offers a welcomed opportunity to further the debate around tackling the question of "which functions require staff to be warranted officers, which would benefit from using warranted officers and which can be carried out by police staff?".

**Local Accountability**

Sussex Police and Sussex Police Authority are pleased that this strand of the review is recognised as being particularly complex and important and that more time has been allocated to enable the issues which it raises to

be properly discussed and evaluated. Both organisations welcome the opportunity to contribute to the development of the review's thinking on these matters, which are of concern to both the Authority and Sussex Police.

"Neighbourhood policing" and "localism" are constantly on the lips of national politicians, but there is a great deal of confusion about what these concepts mean in practice. Therefore, in order for the worthwhile debate to begin on the concept of local accountability, there needs to be agreement on what "local" really means. The term will have different meanings to different people. Perhaps to a government minister it means at BCU level when for most members of the public it means the street or estate that they live. In any re-modelling of accountability structures, the focus must remain on the desired outcome and not making change to respond to rhetoric that does not really mean anything to the public. The reviews intention to consult with the public is welcomed as the fundamental principle of whether the public really want to be involved in decision making for the police, beyond the response requested for issues that are important to their immediate locality, is the cornerstone of the debate.

The report touches on the lack of understanding of the role of partners to the police in dealing with issues such as anti-social behaviour, and this is reflected in the levels of dissatisfaction expressed with the overall criminal justice system. This is a supported assertion. However, Sussex Police and Sussex Police Authority would challenge whether there is a need to develop a "new model of local accountability and engagement that moves from the passive to the proactive". This is already happening, every day. Neighbourhood policing is the model that is currently in existence that is the ideal platform for the police being answerable to the public. However, the service is not proactive in recognising and capturing the engagement activity that occurs, and using that information to drive strategic priorities for the force and for partners. Local policing changes in response to demand and behavioural patterns so therefore is addressing local needs in a fluid and responsive way.

Sussex Police and Sussex Police Authority concur broadly with the analysis in section 4 of the interim report and in particular we support the need identified in paragraph 4.13 to "produce a set of principles which support local accountability, with a clear framework of good practice which local areas can adapt to their own specific circumstances." With this in mind, both organisations suggest that, in addition to the issues identified 4.12 - 4.23, the following key principles should be identified and agreed as the foundation for the development of further thinking:

**Subsidiarity:** decisions on policing should be made as close as possible to the people who are affected by them, consistent with the need to retain objectivity and fairness. In particular, central government should commit itself to the real devolution of authority to those responsible locally for the provision of policing and should withdraw from detailed intervention in decision-making, funding and performance management.

**Widening circles of community:** the arrangements to ensure local accountability for policing should recognise and be related to the widening circles of community which provide context and significance for the people of England and Wales, from the individual parish and neighbourhood to the counties and cities to which they belong and relate. The review should recognise that different accountability mechanisms will be appropriate at these different levels, as it already recognises (paragraph 4.14) that there is no one size fits all solution, and that the present constitution of police authorities provides an appropriate mix of councillors and independent members. There should also be more flexibility in the total number of members of police authorities in order to reflect local circumstances and equity of representation of the constituent Authorities.

**Clarity of command structures:** in a disciplined emergency service, entrusted by society with the responsibility to use coercive force on its behalf where necessary, there must be clear lines of command from the individual police officer, through his or her local commander to the chief officer and the police authority. There must be no ambiguity as to who is in charge and who takes responsibility.

**Clarity of accountability:** there must be clarity and certainty about who holds the police to account locally and, following the principle about clarity of command structures, the police authority has this responsibility at the moment and, in our view, should continue to do so in the future. Any move to provide a greater role for other bodies, such as local authorities, risks introducing ambiguity in a situation where this would be potentially dangerous.

### **The Financial Constraints**

In a time of finite resources, there is clear tension between the delivery of local policing and the need to close the perceived protective services gap. The previous Home Secretary John Reid, in his statement of 'Common Values for the Police Service', articulated the need to deliver neighbourhood policing whilst also tackling serious crime and terrorism. We support the notion of being "respected nationally, trusted locally"<sup>1</sup>. Current thinking recognises the inherent risk in separating various levels of policing into defined organisations and units as experience shows that this way of working can minimise the value of the independency that exists. For example, there is a clear connection between neighbourhood policing and the intelligence that it can generate, and the fight against terrorism and serious and organised crime.

### **The Recommendations**

There are many positive elements within the individual recommendations. The move towards a less bureaucratic risk adverse culture is very positive. Officers will welcome being empowered to use their discretion and professional judgement once again.

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<sup>1</sup> 'Common Values for the Police Service of England and Wales' Home Office, March 2007



Sussex Police and Sussex Police Authority welcome the debate around the definition of violent crime. This is an opportunity to match the definition with the common sense, public consideration of what violent crime should include. With the right definition of violent crime, the police service and partners will be better able to impact on the public's fear of violent crime which is thought to be much more related to crimes perpetrated by strangers in public places than the current definition suggests. Both organisations broadly support the recommendations in the interim report relating to reducing bureaucracy and neighbourhood policing.

## **Conclusion**

This Review of Policing represents an important opportunity to set the foundations for the service build on for the next decade and beyond. Those foundations need to begin with re-affirmation of the principles of policing. Once established, the service can start to consistently deliver what the public expected of the police, and therefore be truly accountable to the public in the most practical sense. The service should seize this opportunity and Sussex would welcome further involvement in the review process to play a part in ensuring that the final report has the necessary longevity and influence to make a real difference to policing for a generation.

Lionel Barnard  
Chairman  
Sussex Police Authority

Martin Richards  
Chief Constable  
Sussex Police