



Cambridgeshire Police Authority Organisational Development Plan

Version 1.4

September 2009

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SECTION 0. INTRODUCTION

Our Mission: Creating a safer Cambridgeshire
Our Vision: First-class citizen-focused policing
Our Values: sensitivity, integrity, respect

0.1 Cambridgeshire Police Authority and Cambridgeshire Constabulary are separate organisations but with shared aims. In order to better deliver our specific roles Cambridgeshire Police Authority has produced this document; the first draft of the Cambridgeshire Police Authority Organisation Development (OD) plan. The OD plan is not a static piece of work. It is adapting all the time to ensure that Cambridgeshire Police Authority plays its part to deliver, together with the Constabulary and partners, improved outcomes for the people we serve - the aspirations set out annually in the Cambridgeshire Local Policing Plan.

0.2 Purpose of the Police Authority

0.2.1 Police authorities have a central role in ensuring that their constabulary is held to account for delivering against the priorities the Police Authority sets for the Constabulary on behalf of, and in consultation with, local communities. Following on from the Policing Green Paper in July 2008, the New Performance Landscape for Crime and Policing (Home Office)¹ nationally defined this role.

0.3 Inspection

0.3.1 The HMIC and the Audit Commission's Police Authority inspection regime² describes how police authorities will be inspected across the full range of their activities, in conjunction, and dovetailing with, the Comprehensive Area Assessment (CAA). Police authorities are required to ensure that they have the capacity and capability to fulfil this specific and locally relevant role.

0.4 How the plan has been developed

0.4.1 The OD plan has been jointly developed by the Authority (Executive and Members) and involved the Constabulary. Specifically, it has been informed by:

- strategic discussions at away days - the ACPO / PA Away Day on 18th May 2009 and the Authority's Executive Team two days later;
- detailed work by an officer from a partner organisation with key Police Authority Members and Officers, and

¹ *The New Performance Landscape for Crime and Policing* (Home Office, July) see http://police.homeoffice.gov.uk/publications/performance-and-measurement/Performance_Landscape_Summa1.pdf

² *Police Authority Inspection: Joint Audit Commission and Her Majesty's Inspectorate of Constabulary Police Authority Inspection Framework*, Audit Commission and H M Inspectorate of Constabulary, July 2009.

- an Officer and Member-driven self-assessment using the Association of Police Authorities' self assessment criteria undertaken in the first quarter of 2009.

0.5 How the plan is structured

0.5.1 This Plan is split into 5 sections:

- setting strategic direction and priorities (Section 1);
- scrutinising performance outcomes (Section 2);
- achieving results through community engagement (Section 3) and partnerships (Section 4), and
- ensuring value for money and productivity (Section 5).

0.5.2 These reflect the new inspection themes except that we have split out the theme on Engagement and Partnerships.

0.5.3 Section 1: 'Setting the strategic direction and priorities', provides a five year vision of the organisation's changing role. The other sections flow from this and focus on the short and medium term. Each section follows a standard structure beginning with a description of the related vision for the organisation, it then describes the new inspection theme, and gives an assessment of the organisation's current strengths and weaknesses in that area followed by specific issues to be addressed.

0.5.4 A separate Action Plan is being developed. Progress with its delivery will be monitored through the Scrutiny Committee.

SECTION 1. SETTING STRATEGIC DIRECTION AND PRIORITIES
MEMBER LEAD: RUTH ROGERS
EXECUTIVE LEAD: DOROTHY GREGSON

1.1 Vision for the future

- 1.1.1 Public sector bodies have a shared understanding across Cambridgeshire and Peterborough of the needs of the area, the services provided, total levels of public spending and the outcomes achieved. This understanding drives the development of efficient and effective services and the outcomes expected by the people they serve.
- 1.1.2 The Cambridgeshire Policing Plan sets out the policing contribution to the above.
- 1.1.3 The Police Authority has a key role in the development of Cambridgeshire's Policing Plan and ensures that the priorities reflect local concerns / needs and embrace long term as well as shorter term challenges and progress is monitored.
- 1.1.4 The needs of vulnerable groups are built into plans.
- 1.1.5 Policing resources are aligned to agreed priorities to ensure improved outcomes for the population.
- 1.1.6 A "golden thread" runs from local citizen priorities identified at Neighbourhood Panels through to Policing Plan priorities and ultimately influences the targets in the Local Area Agreements (LAAs).
- 1.1.7 The Police Authority has the skills and capacity to play its part in the delivery of this agenda.
- 1.1.8 The Police Authority is the public face of governance for the local Constabulary, thereby contributing to public confidence.

1.2 HMIC theme

How does the Authority ensure that both it and the Constabulary have the leadership, capacity and capability needed to deliver good quality service outcomes on behalf of the public?

- 1.2.1 The forthcoming inspection will require the Police Authority to demonstrate that it:
- sets clear and ambitious priorities for policing in its area;
 - plans effectively for longer term strategic challenges at local, regional and national levels;
 - ensures that the Constabulary is well led and has the capacity to make effective senior officer appointments;
 - tackles inequality and improves outcomes for people in vulnerable circumstances;

- directs resources and is properly skilled to discharge its governance responsibilities, and
- ensures high professional and ethical standards are set for itself and the Constabulary.

1.3 Our starting point

- 1.3.1 The Police Authority is involved in the development of the Policing Plan and has a Member-led working group with the Constabulary lead along with high level executive meetings throughout the year.
- 1.3.2 This Member group has historically met after the strategic priorities have been set elsewhere by the Constabulary. The Police Authority role is still largely reactive rather than proactive with too much focus on detail rather than on strategic priorities and content.
- 1.3.3 Policing Plan priorities are well known but should drive the budget setting/ business planning more transparently.
- 1.3.4 The Finance and Resources Committee currently oversees the production of the Policing Plan and also takes the overview of the business planning cycle.
- 1.3.5 Members of the Finance and Resources Committee and the Scrutiny and Audit Committee are segregated to ensure that priority setting and monitoring whether those priorities are achieved remains independent of each other.
- 1.3.6 The public views could be gathered in a more systematic way.
- 1.3.7 Police Authority input to the LAA development could be improved.
- 1.3.8 Public consultation on draft priorities for the Policing Plan can be improved.
- 1.3.9 The informal and open dialogue between the Police Authority and ACPO is helpful and should be maintained and increased. The Way Forward Panel is a good example of this. Areas about which Police Authority Members want to have more informal discussion include finance, HR and Learning and Development.
- 1.3.10 A budget is in place for Member and Executive development, Personal Development Review (PDR) processes are in place and a Members' skills audit has been undertaken. However, development needs to support Members to embrace a more strategic role e.g. by developing scrutiny, chairing and leadership skills as well as an appropriate understanding of policing issues.
- 1.3.11 Members need to be supported to have a clearer understanding of their role and responsibilities including as committee chairs, partnership representatives and Constabulary business area leads.
- 1.3.12 The Executive Team is focussed currently to ensure that the processes of the Police Authority run smoothly. There needs to be more focus on outcomes in the future.

1.3.13 The APA self-assessment provides assurance that the Police Authority itself complies with statutory functions such as responding to complaints, FOI/data protection, health and safety.

1.3.14 The Police Authority has defined standards of conduct and personal behaviour expected of Members and staff which are communicated and enforced.

1.4 Issues to be resolved:

1.4.1 Short Term – Years 1 and 2

(a) Policing Plan:

- Police Authority to have earlier input into priorities in the Policing Plan. Ensure a link between priorities and budget, views of communities and outcome measures.
- Police Authority and Constabulary to work together on engagement to ensure this informs the Policing Plan and other strategic work at an earlier stage.
- Planning to focus better on longer-term strategic challenges, e.g. collaboration and significant capital challenges.
- Police Authority to be actively involved with discussions around partnership planning and will work to ensure these are linked into the Policing Plan.
- There are clear arrangements for performance monitoring of the Policing Plan, including human rights.
- Planning focuses on longer term strategic challenges including the difficult financial climate.

(b) Member and Executive development

- The publication of an Organisational Development Plan promotes longer term Member and Executive Team development and other actions identified in the APA self-assessment.
- Feedback from new Members and the ACPO away day is used to refine induction and arrangements for continued development of Members.
- Chairs of committees/panels are supported to lead their committees.
- The various roles of Members are clarified (e.g. lead Members, committee chairs, partnership representatives including CDRPs etc).
- The above links to the Member and Executive PDR scheme and development plans.
- The Terms of Reference of committees are reviewed to ensure these efficiently and effectively support delivery of the Police Authority's roles.

1.4.2 Medium Term – Years 2 and 3

- Continued review of Executive Team structures and skills to align them to the new agenda.
- Continued Member development with clear engagement with strategic issues.
- Increased working with partners on proposed cross agency priorities which are informed by the views of communities including vulnerable groups.
- Improved ability to align budgets across organisations with the priorities in the Policing Plan. For example, Making Cambridgeshire Count³ will build a shared understanding across Cambridgeshire of spending and competing priorities across all public sector agencies.

1.4.3 Longer Term – Years 4 and 5

- Needs assessment processes are aligned, e.g. the Joint Strategic Needs Assessment process and police assessment of localities and engagement is identified and the work integrated.
- There is joint engagement with the community on cross-agency priorities.
- There is joint understanding of finances of all agencies considered in joint cross-agencies prioritisation (potential for a pooled budget).
- There is joint performance monitoring of shared targets including cross-agency community shaping outcomes.

³ A new initiative to transform partnership working and hence deliver excellent public services for the people of Cambridgeshire by ensuring that maximum value is received from every pound of public resource.

SECTION 2. SCRUTINISING PERFORMANCE OUTCOMES
MEMBER LEAD: JOHN REYNOLDS/VICTOR LUCAS
EXECUTIVE LEAD: R YELLON

2.1 Vision for the future

- 2.1.1 The Police Authority scrutinises and drives forward progress in the delivery of the Policing Plan through:
- the strategic work of its committees;
 - the effective performance of its partnership roles, and
 - its understanding of the views and priorities of the public.
- 2.1.2 The work of committees/panels and Members' responsibilities are all explicitly linked to Local Policing Plan priorities.
- 2.1.3 The Police Authority and Partners agree outcomes with the community which are cross-agency rather than solely policing objectives.
- 2.1.4 The focus is on public confidence, quality of service issues as well as local and national policing priorities and the wider policing environment;
- 2.1.5 It focuses on performance data by exception and on the resultant organisational learning e.g. recognising that complaints are useful feedback.
- 2.1.6 The Authority is assured that there is continuous improvement in the Constabulary's data quality underpinning its own performance management.

2.2 HMIC theme

How effective is the Authority in scrutiny and ensuring the Constabulary delivers the priority services that matter to local people?

- 2.2.1 The forthcoming inspection will require the Police Authority to demonstrate that it:
- holds the Chief Constable to account for the delivery of objectives, priorities and quality outcomes;
 - has a rigorous approach to performance scrutiny, analysing data to monitor performance and tackling under-performance;
 - sets challenging targets for performance (including the delivery of the Policing Pledge), and drives the progress of the Constabulary towards achieving this target;
 - sets clear priorities and ensures the effective delivery of protective services, and
 - fulfils its own role in delivering the single confidence target e.g. including open, transparent and participative processes, effective complaints handling and ICV Scheme operations aimed at public reassurance.

2.3 Our starting point

- 2.3.1 The new national performance management regime means that we need to understand and acknowledge the clear distinction between the roles of the Constabulary and the Authority, for Performance Management and Performance Monitoring respectively, and its implications.
- 2.3.2 The Authority will be held to account for monitoring some targets and will need to approve of and understand the Constabulary's strategy performance management strategy and have detailed information to monitor outcomes.
- 2.3.3 In areas where the Constabulary has a recognised strong performance management culture, consideration needs to be given to the capacity and capability to add value and avoid duplication.
- 2.3.4 LAA targets are a key subset and the Authority and Constabulary need to debate these to ensure a shared understanding of baselines and trajectories. The Performance Panel should look at trajectories taking into account the wider funding context.
- 2.3.5 More work needs to be done to ensure that priorities and targets are owned.
- 2.3.6 A range of things could be done to improve Police Authority meetings' management including:
- greater ownership of the agenda by the Chairs and improved meeting effectiveness;
 - fewer papers 'to note' and more which are clearly linked to governance and assurance;
 - improved focus on issues to deliver the Policing Plan and LAA targets;
 - improved communication between committees;
 - more exception reporting and follow up to Members on issues they have raised, and
 - additional support is requested by Members on the analysis (independent assessment) of performance information.
- 2.3.7 There is agreement that it is not clear from the current meeting/committee structures where the responsibility lies for the various elements of the Policing Plan. The current committee and panel structure should be built on but reviewed in 2009 in the light of other changes agreed so that:
- the primacy of the single confidence target is fully recognised in the structure, and
 - the Authority's scrutiny role is embedded everywhere and not just seen as part of the Scrutiny and Audit Committee work. In so doing there should be increased public visibility of scrutiny.

- 2.3.8 The APA Self Assessment focuses on the Police Authority. It ensures that:
- relevant information is published to inform the public;
 - that there is sufficient work on HR and the workforce and equalities and diversity and other statutory roles such as the ICVA, and
 - that the Authority holds the Chief Constable to account for his/her functions and persons under his/her control.

Assurance is provided in these areas.

- 2.3.9 However the following areas for further work were identified:

- the publication of audit and inspection reports;
- a self assessment against new APA guidance on human rights, and
- the need for an improved performance pack to drive forward improvements in performance monitoring.

2.4 Issues to be resolved:

2.4.1 Short Term – Years 1 and 2

- Review of the committee structure in light of other changes.
- Clarity over which committee/panels are responsible for the scrutiny of which elements of the Policing Plan and how this will be brought together.
- A series of measures directed at improving meetings management.
- Additional support for Members to analyse, understand and interrogate performance in support of their monitoring role.
- An improved performance pack to drive forward improvements in performance monitoring, supported by qualitative and contextual analysis to reflect the emphasis of more “Rounded Assessment”, and the need to gain assurance on rate of improvement in data quality.
- Improved understanding of the use of targets in the Policing Plan.
- Improved understanding how the Authority can best add value through performance monitoring.

2.4.2 Medium Term – Years 2 and 3

- The data and performance monitoring information is sufficiently well understood that it is possible to move to using performance data by exception.

2.4.3 Longer Term – Years 4 and 5

- Joint performance monitoring of shared targets including cross agency community shaping outcomes. There is an external performance management framework that is coherent and aligns to the priorities identified through community engagement, and the views of the local population are fully embedded.

SECTION 3. ACHIEVING RESULTS THROUGH PARTNERSHIPS
MEMBER LEAD: SHONA JOHNSTONE
EXECUTIVE LEAD: D GREGSON & R YELLON

3.1 Vision for the future

- 3.1.1 Public sector bodies have a shared understanding across Cambridgeshire and Peterborough of the needs of the area, the services provided, total levels of public spending and the outcomes achieved. This understanding drives the development of efficient and effective services and the outcomes expected by the population we serve.
- 3.1.2 The Police Authority plays an active leadership role in the partnerships it sits on and their purpose is clear to the Police Authority, Constabulary and Members of those partnerships.
- 3.1.3 A “golden thread” runs from local citizen priorities identified at Neighbourhood Panels through to Policing Plan priorities and ultimately influences the targets in the LAAs.
- 3.1.4 Cambridgeshire’s Policing Plan sets out how the Constabulary are contributing to the above and this informs effective involvement in the LAA and CAA.
- 3.1.5 Partnership work contributes to the efficient and effective achievement of the objectives in the Policing Plan, in particular the confidence target.

3.2 HMIC theme

How well does the Authority achieve results through partnerships to deliver its ambition and strategic priorities?

- 3.2.1 The forthcoming inspection will require the Police Authority to demonstrate that it secures desired outcomes for local policing and community safety priorities through effective partnership.

3.3 Our starting point

- 3.3.1 An internal audit has identified that there has been a lack of clarity about the Police Authority’s role in partnerships.
- 3.3.2 There is a need for the Authority to adopt a more proactive and assertive approach to partnership working at all levels with improved Member involvement at Crime and Disorder Reduction Partnership (CDRP) level; new links with Cambridgeshire’s Local Strategic Partnerships (LSP) and improved understanding of the role of Members at neighbourhood management meetings.
- 3.3.3 There is a need to respond to the new guidance with respect to CDRP scrutiny.

3.4 Issues to be resolved

3.4.1 Short Term – Years 1 and 2

- Through implementation of the new Partnership Policy, the Authority needs to adopt a more proactive and assertive approach to partnership working and improve Members' clarity regarding their role across LSPs, CDRPs and neighbourhood management meetings.
- Partnership priorities, informed by the needs of local people, are a core part of the Cambridgeshire Policing Plan.
- Structural changes allow additional Police Authority capacity to be targeted towards partnerships.

3.4.2 Medium Term – Years 2 and 3

- Work is in place to ensure that the Police Authority's role in partnerships to promote transparent governance over policing is understood and contributes to improving public confidence.
- There is improved understanding of total public sector spending across partnership organisations within Peterborough and Cambridgeshire.
- Partnership work increasingly informs the work of the Authority.

3.4.3 Longer Term – Years 4 and 5

- Needs assessment and engagement processes are aligned to identify appropriate priorities.
- There is joint understanding of the finances of all agencies considered in joint cross-agencies prioritisation (potentially pooled budget).
- There is joint performance monitoring of shared targets including cross-cutting place shaping outcomes.

**SECTION 4. ACHIEVING RESULTS THROUGH COMMUNITY
ENGAGEMENT
MEMBER LEAD: NIC WILLIAMS
EXECUTIVE LEAD: ANNA HORNE**

4.1 Vision for the future

- 4.1.1 The Authority is confident that the priorities identified in the Policing Plan reflect local concerns and balances these against wider regional and national needs and concerns.
- 4.1.2 The Authority is confident that the views of hard to reach groups and vulnerable people are being heard and responded to.
- 4.1.3 The views of the community are reflected in continuous monitoring of the Constabulary's delivery of priorities.
- 4.1.4 Both the Constabulary and the Authority are taking part in joint engagement work with partners where this is appropriate.

4.2 HMIC theme

How well does the Authority achieve results through Community Engagement to deliver its ambition and strategic priorities?

- 4.2.1 The forthcoming inspection will require the Police Authority to demonstrate that it:
- has secured and understood the views of local people about policing priorities in its area;
 - acts upon community concerns by setting priorities for policing that reflect local needs and will lead to improvements in public confidence;
 - provides feedback on how issues raised through community engagement have been considered;
 - ensures that local policing services are accessible to all communities and groups, and
 - properly balances the focus on local issues and improvements in confidence with the wider needs of the public in policing regional and national concerns.

4.3 Our starting point

- 4.3.1 There is engagement work being undertaken by both the Constabulary and the Police Authority which is not being fully captured and fed into priority setting work and the monitoring of the delivery of priorities. There is also a need to focus engagement mechanisms on those that are most effective and to have a joint Police Authority and Constabulary approach to engagement to make the most of finite resources, as well as linking to the engagement work of partners. To do this we need to define what we should do separately and what we should do jointly and/or in partnership.

4.3.2 The APA self assessment found that reasonably sound engagement is in place to ensure that the Authority understands to whom they are accountable and for what they are accountable and that this is made known to the communities they serve. The Authority could demonstrate that arrangements have been in place to enable effective engagement with many sections of the community. However, the APA self assessment identified a number of areas for further work.

4.4 Issues to be resolved:

4.4.1 Short Term – Years 1 and 2

- An Action Plan is in place to ensure robust plans for continued delivery of the Police Authority’s statutory duties including, for example, ensuring early community engagement with the Policing Plan, and effective use of the Local Policing Summary to feed back on the impact of the previous Policing Plan.
- An engagement strategy is needed embracing Constabulary and Authority work that is in place including “Prevent”⁴.
- There is effective Member engagement with the delivery of the above including links with vulnerable groups.

4.4.2 Medium Term – Years 2 and 3

- The Plan underpinning the strategy drives increasingly innovative and effective approaches to engagement to ensure representative engagement with the community, including vulnerable groups.
- There are increasing examples of where engagement has informed performance monitoring and driven real change.
- The priorities within the Policing Plan are increasingly recognised as correct by communities.

4.4.3 Longer Term – Years 4 and 5

- The composition of the Constabulary and the Authority are representative of the community they serve as far as possible.
- The processes for engagement and understanding need are undertaken in partnership wherever possible.

⁴ Part of the government’s counter terrorism strategy concerned with stopping people becoming terrorists or supporting violent extremism.

SECTION 5. ENSURING VALUE FOR MONEY AND PRODUCTIVITY
MEMBER LEAD: SHONA JOHNSTONE
EXECUTIVE LEAD: JOHN HUMMERSONE

5.1 Vision for the future

5.1.1 The Authority knows how each priority is reflected in the budget, and contributes to cross-agency priorities.

5.1.2 The Authority and Constabulary continue to plan for the future taking account of current and future priorities and pressures.

5.1.3 The Authority ensures that the Constabulary make the most of limited resources in delivering outcomes for the community.

5.1.4 The Authority plans in advance to deal with potential risks and threats, and challenges the Constabulary to continually ask itself if it is doing things in the most effective way.

5.1.5 To work effectively with partners to achieve more effect with less money.

5.2 Inspection/Audit

5.2.1 The external auditor under Section 3 of the Audit Code of Practice must be satisfied that 'proper arrangements' are in place to secure economy, efficiency and effectiveness. The criteria for making that judgement are the PURE criteria as set out within the Key Lines of Enquiry (KLOE) for the particular year.

5.2.2 HMIC will look at Value For Money (VFM) and productivity as part of their 'Rounded Assessment' and tools for making comparisons between Constabularies are now been developed.

5.2.3 In addition, HMIC and the Audit Commission will be jointly inspecting all PAs over the next two years.

5.3 PA Inspection HMIC/Audit Commission Theme

How effective is the Authority in ensuring a clear and sustained focus on value for money, in order to secure a good deal for the public?

5.3.1 The forthcoming inspection will require the Police Authority to demonstrate that it:

- has, with the Constabulary, undertaken a comprehensive assessment of risk and threat, and ensures that resources are aligned to priorities, risk and threats;
- ensures the Constabulary's use of resources reflects supply and demand profiles;
- regularly reviews costs and overheads, sets ambitious local targets to deliver improved efficiency, effectiveness and productivity and challenges the Constabulary to achieve these targets, and

- promotes and supports collaboration and joint working between constabularies and other local public service partners to secure the best outcomes for the public in cost and risk terms.

5.4 Our Starting point

5.4.1 Processes to ensure value for money and productivity are essentially robust, however further work is needed to align expenditure to priorities and to plan for the medium and long term future in terms of capital and revenue. Where we know Constabulary efficiencies are being made these are not always evidenced and need to be demonstrated more effectively. We can do more to maximise use of the Risk Register across the Authority.

5.4.2 The APA self assessment provides reassurance about the current processes for the delivery of value for money and productivity including the role of the Scrutiny and Audit and Finance and Resources Committees, the Internal Audit programme, Risk Register and the setting of stretching efficiency targets.

5.4.3 The APA self assessment identified the following areas for further work:

- Given that the PA is likely to face significant financial challenges in the next 2-5 years driven by national economic circumstances and the local requirement to invest in capital, further development is needed in the Authority's approach to prioritisation and efficiency.
- There is a need to improve the business planning cycle and strengthen the impact of the Policing Plan. This includes a new timetable for production of the policing plan underpinned by improved links to the medium term financial forecast and public engagement.
- The Police Use of Resources (PURE)⁵ score is currently 2 and an action plan will be developed to achieve 3 by 2010/11.

5.5 Issues to be resolved:

5.5.1 Short Term – Years 1 and 2

- There is a bleak medium to long term financial picture which needs to be planned for.
- A long term capital strategy of 5-10 years is needed.
- Provide evidence to demonstrate VFM (including comparison data)

⁵ PURE involves auditors assessing whether police authorities and forces are achieving value for money, effective financial management and good standards of governance and accountability. Auditors make scored judgements across five themes of financial reporting, financial management, financial standing, internal control and value for money. PURE judgements have been made using four scores: typically from 1 to 4 with 2 adequate and 4 strongest. The overall PURE score is then determined by the Audit Commission and Wales Audit Office using a rules-based approach. Further information on PURE can be found from the [Audit Commission](#).

- Ensuring that the Risk Register is used effectively across the Authority to inform the delivery of strategic priorities.
- There is a need to improve the business planning cycle and the impact of the Policing Plan.

5.5.2 Medium Term – Years 2 and 3

- Aligning the budget with priorities is difficult as we can currently cost inputs but not outputs i.e. we know the cost of police officers but not the costs of policing particular areas of crime. This type of costing will be needed for cross-agency work on priorities.
- The PURE score is currently 2 and an action plan is being developed to achieve 3 by 2010/11.

5.5.3 Longer Term – Years 4 and 5

- A shared understanding of spending across all public sector agencies drives increasing VFM.