

POLICE & CRIME COMMISSIONER FOR LEICESTERSHIRE

POLICE AND CRIME PANEL

PAPER MARKED

Report of	POLICE & CRIME COMMISSIONER (PCC)
Subject	PERFORMANCE REPORT TO 31 DECEMBER 2013
Date	MONDAY 27 JANUARY 2014 – 2.00PM
Author :	CHIEF EXECUTIVE

Purpose of Report

1. This report provides the Police and Crime Panel (the Panel) with an overview of performance towards achieving the Police and Crime Plan.

Recommendation

2. The Panel are recommended to note the contents of this report.

Summary

3. The PCC has a responsibility to ensure an efficient and effective police force as outlined in the Police Reform and Social Responsibility Act 2011. The Police and Crime Plan reflects this legislation and provides detail of how the PCC will set and monitor the strategic direction for policing and partnerships and ensure the contribution to resourcing of the policing response to regional and national threats.
4. The report provides Panel members with an overview of Force performance. It provides detail of performance against targets in the Police and Crime Plan measured using Police data. Included is reference to long term management of performance towards achieving priorities measured using data provided by both the Police and Partners. The report also provides an overview of performance assessed using the inspection schedule and work completed to ensure compliance with the Strategic Policing Requirement.

Overview of performance against Police Targets

Long Term Performance Trends

5. Over the 10 year period from 2003 to 2013 (financial years 2002/03 and 2012/13) the level of crime has fallen by nearly 40%. The majority of these reductions have been experienced since 2007 (see Appendix A).

Performance in Context to Population Change

6. According to census data, the population of the Force area has increased by 10% between 2001 and 2011. This means that the total population has risen by 93,600 over the 10 year period. Therefore, as the numbers of people in Leicester, Leicestershire and Rutland have increased the crime rate per person has reduced.

Crime Reductions (see Appendix B)

7. There are five crime categories for which a reduction target has been set. Performance to date suggests that a step-change in performance is required if any of the reduction targets are to be achieved.

Crime Outcomes (see Appendix B)

8. There are six crime outcome categories for which an outcome target has been set. Performance to date suggests that some of these targets will be achieved.
9. If performance remains at the current level for 'Domestic Abuse with Injury' and 'Violence Against the Person with Injury' then targets for these categories will be achieved.
10. However, it seems unlikely that targets for 'Hate Crime' and 'Domestic Burglary' will be achieved. The targets for 'Theft of Motor Vehicle' and 'Theft from Motor Vehicle' will require a significant uplift in performance (or further crimes 'Taken into Consideration') in order for the targets to be achieved.

Confidence

11. The Crime Survey of England & Wales surveys residents of Leicester, Leicestershire & Rutland to get a measure of their confidence in the Police. The most recent data shows that the level of confidence in Leicestershire Police is in line with its MSG peers, highlighting a good relationship between the Force and its local communities.

Threats to performance

12. Crime levels of 'Violent Crime with Injury' and 'Domestic Burglary' have been assessed as areas of 'high risk' to performance by the Office of the Chief Constable (OCC).
13. The Positive Outcome Rate for 'Domestic Burglary' is also assessed as 'high risk' to performance.
14. At a national level, Her Majesty's Inspectorate of Constabulary (HMIC) has expressed concern that crime types that might be affected by austerity (they have given examples of these as being categories such as 'shoplifting', 'theft from person' etc.) are increasing in some parts of the country. This Force area has experienced an increase in these forms of acquisitive crime.

Threats to Performance – Office of the Chief Constable Response

Crime Reduction Strategy

15. The long term crime reduction strategy focuses on early identification of emerging trends and improving outcomes. Tactical activity is carried out under the 'prevention'

strand of each strategic priority. Trend analysis is one of the tools utilised to ensure that areas of risk are identified and contextual information is provided to ensure the causes are accurately assessed. This enables appropriate measures to be put in place.

Crime Outcome Strategy

16. To support the delivery of improved crime outcomes, a Chief Superintendent has been assigned as a strategic lead and has established a Crime Outcome Improvement Group. Formed in June 2013, this group has reviewed current processes and introduced new working practices to improve outcomes throughout the Force. Driven through the Outcome Improvement Plan, strategic aims are delivered through clear plans and actions. Crime outcomes are improving as a result of the delivery plan.

Performance Recovery Strategy

17. 'Operation Tiger' has been running since the 28th of October 2013 with activities targeting a range of crimes and disorder from serious organised crime to anti-social behaviour. The operations' objectives are strongly linked to the values of the revised Police and Crime Plan. The operation has led to a number of arrests and search warrants being executed, and has seen a number of partners and agencies working with the Force to tackle crime and anti-social behaviour. The Force is now building a Recovery Strategy based on this work which is due to be presented to the Commissioner before the end of the financial year.

The Police and Crime Plan Partnership Dashboard

18. Appendix A shows performance against targets set whereby Leicestershire Police own the management data. There is a delivery plan activity owned by the OPCC Planning and Performance Co-ordinator to develop a Partnership Dashboard to include all targets in the Police and Crime Plan.
19. Community Safety Partners were invited to a meeting on the 9th January 2014. The aim of the meeting was to bring partners together to agree which agencies hold and own data sets that can show direction of travel towards meeting priorities in the Police and Crime Plan.
20. At the meeting a detailed discussion took place and a pro-forma was completed to gain the information needed to enable a performance assessment for each priority in the Plan.
21. A matrix has been populated which shows each priority, the agreed measures proposed to assess direction of travel, the lead agency, whether the data is available and the frequency in which the data can be returned to the OPCC.
22. It is proposed that data will be collected for quarterly publication commencing with data for the first quarter of the 2014-15 financial year.
23. The matrix has been sent to partners for comment and will be agreed at the Strategic Partnership Executive Board and the subsequent Strategic Partnership Board.

Other work-streams – Supporting the Police and Crime Plan

Young Adults

24. The force is very much engaged with a new, multi-agency, cross-sector Young Adults/Transitions Project, which was established by the local Reducing Reoffending Board. Phase 1 of the project is examining the evidence-base including gaining insight from young adults in contact with the CJS, analysing need and gaps in provision in the current system and understanding recent and emerging evidence as to what works in reducing reoffending. The Force's Threat Assessment Unit Manager is leading the project's work stream around data gathering and analysis. This work stream aims to bring a greater understanding of the details behind young adult offending, and is being carried out with various partner agencies.

Drugs and Alcohol Offending

25. Regional and national best practice is being identified to ensure that the Force are maximising every opportunity with this strategic priority. This best practice is then reviewed by a regular delivery group and implemented where appropriate. Better recording systems have been introduced to try to improve accuracy with the recording of crimes where it is believed that drugs and/or alcohol are a mitigating factor, which will lead to a better understanding of the problem. Reviews are taking place regarding offender drug treatment plans, to better understand where people leave the programme before completion. This work will then lead to the identification of any improvements that can be made in the process, which can then be taken forward with partners.
26. A dedicated substance misuse officer has been appointed to help drive focused work on this strategic priority.

Mental Ill Health

27. The Force has recently introduced a mental health triage car, which sees officers working closely with health care professionals to help in the resolution of incidents involving people undergoing a mental health crisis. The crew of the car can access both police and health records for the individual, ensuring that an informed judgement can be made on a case by case basis. The main aim of the triage car is to reduce the number of people being detained under section 136 of the Mental Health Act. Early results show that 40% less people get detained by police under the Act.

Child Abuse & Exploitation

28. Awareness sessions have been held to help officers better understand the signs of child sexual exploitation (CSE) and allow them to take a more proactive approach enforcing these cases. This area is also discussed as part of multi-agency meetings, to ensure that there is a unified approach when investigating these cases and to aid in prevention. The Commissioner has recently tasked the Chief Executive with setting up an Outcome Delivery Group to look at this area of work and the OPCC has a seconded Inspector who will lead this, working alongside other force colleagues and partner agencies. The recently announced OPCC Internship Programme will utilise a part time intern to co-ordinate the research and reporting of this key area.

Missing Persons

29. Monthly Partnership meetings have been developed with children's services to review Missing children and young people cases, to ensure that the best service is being delivered on a case by case basis. Officers regularly attend regional and national meetings to ensure that the force utilises identified best practice in this area. As with CSE in the earlier paragraph, a second Outcome Delivery Group will be created, supported by a part time intern and led by the seconded Inspector. This group will comprise senior partners from across the force area as well as force colleagues.

HMIC Inspection 2013-14

30. Generally the inspection outcomes are positive for Leicestershire. This is particularly so in terms of efficiency and effectiveness in that the force offers good value for money with a 'lean' back office function whilst delivering reduced levels of crime and higher levels of victim satisfaction.
31. HMIC does state that in their view there are challenges ahead in closing the funding gap and meeting the requirements of the Comprehensive Spending Review after 2015.
32. HMIC have stated that there are some areas for improvement relating to file quality which appeared to reflect their national thematic inspection findings. Similarly there were some areas identified for improvement in relation to Stop and Search and these are being taken forward for development by the Force.
33. A Joint Inspection by HMI Probation, HMI Constabulary, HM Crown Prosecution Service Inspectorate and the Care Quality Commission were particularly impressed that the force had a process to divert people with learning difficulties and disabilities from custody through the use of a 'triage car' which was staffed by force and NHS staff.
34. A joint review by Her Majesty's Inspectorate of Constabulary, Her Majesty's Inspectorate of Prisons, and the Care Quality Commission was particularly complimentary around force practices and service delivery in regard to Mental Health [use of Sect 136 in police stations] and vulnerable people.

Valuing the Police 3 – Spending ReviewImpact on the public

35. Over the first two years of the spending review recorded crime (excluding fraud) fell by 17% in Leicestershire. This is a good outcome as it is considerably greater than the 13% reduction recorded across England and Wales as a whole. Victim satisfaction remains high at 84.5%.

Future challenges

36. Unless the force successfully closes the funding gap for this spending review period the force will find it more of a challenge than others to make the further savings required after March 2015 while maintaining its high level of service to the public.

Value for Money Profiles – Summary

37. Whilst the Force spends more on Officers than our most similar group of forces [£10.4m] almost the exact same figure is spent [in excess to our peers] on the 'visible frontline' and 'Frontline Support' compared to our peers.
38. The force is currently on a journey of considerable change and the profiles only represent a snapshot in time on that journey. Many business functions, processes and structures are under consideration and review within the current force change programme.
39. The Force spends considerably less than our peer MSG [-£7.7m] on non-visible frontline.
40. The force spends considerably less than our peer group [-£2.9m] on 'Business Support' functions often referred to as the 'back office'.
41. Demand appears lower – for 999 and emergency and priority calls - than our peers; and officers are shown to deal with fewer crimes and charges.
42. Recorded victim based crime is higher than our peers [could be seen as positive as we encourage people to report].
43. Lower proportion of other crimes against society (eg. drugs offences, public order offences) compared to our peer MSG.
44. Higher proportion of positive formal investigative outcomes – detections, charges and cautions.

Stop Search

45. Chief Officer Leadership for stop and search is clear and governance arrangements robust. These could be improved further by placing greater emphasis on the effectiveness of stop and search in fighting crime.
46. Stop and search is a fundamental part of the performance management regime in Leicestershire, although more could be done to better understand the impact of stop and search on preventing and detecting crime.
47. Leicestershire Police could make better use of intelligence to enable officers to use stop and search powers in the most effective way. The force has recently appointed an analyst who will be dedicated to stop and search.
48. The force has invested significantly in training staff on stop and search powers. This training focused mainly on the legal issues associated with stop and search, but the intended message that stop and search remained an important operational policing tool was not consistently understood by staff. The force has invested significantly in ensuring that all front line staff have received training in stop and search. This was completed in 2011 as part of the officer safety training programme.

Mental Health (Use of Section 136 in police stations)

49. In the following areas Leicestershire are singled out as having particularly good practices:

50. HMIC found excellent arrangements for recording (a vulnerable person report) and accessing previous police involvement with an individual, via a search tool which interfaced with several force IT systems.
51. In Leicestershire, officers create a vulnerable person report for every section 136 detention. These are reviewed by a supervisor on the Comprehensive Referral Desk, who decides what action to take. This may involve the development of strategies with partner agencies to reduce the risk of harm. In cases where a person is not admitted to hospital under the Mental Health Act 1983, information is sent to his or her GP, with the intention that the person might be offered continuing care. This process, along with an ability to search a number of police IT databases, assists officers in assessing risk in any future dealings with individuals who have previously had contact with the police. This is good practice.
52. In Leicestershire, a police officer had been established within a hospital mental health unit, and the officers based there had created an intranet site. The site regularly hosted information bulletins for frontline officers in relation to dealing with mental health problems;

Police file Quality

53. As part of the inspection process, a sample of twenty files was examined from each force. Leicestershire received individual feedback on performance. Whilst Leicestershire fared better than others in some areas, our performance was also worse than others in some areas. We recognise that the national themes that have been identified as part of this inspection are relevant to all our areas of business.
54. In Leicestershire, a comprehensive File Quality Improvement Plan has been developed. The implementation of this plan is being led by D/Supt Criminal Justice. The plan addresses a number of issues including:
 55. Developing a comprehensive performance framework including auditing of files, feedback to officers and supervisors and feedback to BCU/Dept SMTs on areas of good/poor performance
 56. Developing a communication plan for officers and staff to increase awareness of key issues at a strategic and operational level
 57. Continuing to develop the recently launched File Quality Website as a central point of information for staff
 58. Launching the new E-file application that will assist officers in completing the correct forms and reducing overbuild of files.
 59. Reviewing local Witness Care arrangements with CPS and the Courts
 60. Reviewing current training provision, especially for supervisors. Ad hoc group and one to one training is already offered for those with identified needs through Criminal Justice but may need further impetus.
 61. Reviewing partnership performance arrangements to ensure that joint issues are managed.

Learning Difficulties and Disabilities

62. Two of six forces (South Wales and Leicestershire) reported that they had appropriate adults available day or night. In another force, where the police relied on the social services emergency duty team to provide appropriate adults, one of the cases looked at demonstrated that lack of availability of appropriate adults affected operational decisions.
63. We were impressed that one of the forces we visited had a process to divert people from custody before arrest, on the grounds of identified mental health problems or a learning disability. Leicestershire police operated a 'triage car' which could be requested by police officers who identified concerns when attending incidents. The car was staffed by a police officer and a CPN provided by Leicestershire partnership NHS trusts. The CPN provided expert advice in dealing with possible mental health and learning disability issues, and could access medical histories and services to divert suspects away from custody. This was the only force to have a bespoke diversion scheme in place at the pre-custody stage. As a result, in other force areas, opportunities were missed to divert this group of offenders into more appropriate services.

Holding the Chief Constable (CC) to Account for Performance

64. An 'all crime' dashboard is updated daily to show performance against last year for all major crime types. This enables emerging issues to be identified and further explored.
65. In addition a police targets dashboard is updated daily to assess performance against each target for the areas of Police management data responsibility in the Police and Crime Plan. The Planning and Performance Co-ordinator reviews these dashboards daily.
66. Weekly 1-1 meetings are held with the CC. On a monthly basis the 1-1 meeting is specifically focussed on force performance. A performance briefing report is provided as a discussion document. This briefing details specific areas of performance and reputational risk.
67. The briefing contains the current performance position and statistical projection analysis which indicates areas of performance that may require early attention and intervention.
68. The briefing also contains regional, police directorate and departmental performance issues where there may be a subsequent effect on achieving the priorities in the Police and Crime Plan. A performance issue monitoring spreadsheet is produced and maintained. This contains all issues raised in monthly briefings, updates on the action taken by the OCC and the status of the issue.
69. The Chief Constable presents a performance report to the PCC at a monthly Strategic Assurance Board meeting. This board is attended by Chief Officers in the OPCC and the OCC Chief Officer Team. Force performance including all aspects of the plan and HMIC Inspection schedule is discussed at this meeting.
70. Outside of these structures, if the PCC has any reason to wish to speak with the Chief Constable regarding performance then a meeting is held.

Community Safety Partnerships

71. The Community Safety Partnerships, set up under the Crime and Disorder Act 1998 (and subsequently amended by other Local Government and Police legislation) are accountable to Local Authorities. However, the PCC has an indirect role to play in ensuring that they are fulfilling their roles, through his scrutiny of the Chief Constable.
72. The Chief Constable is a statutory member of every CSP and the PCC has a duty to ensure that the Chief Constable is adequately fulfilling all of the statutory duties that are prescribed of Chief Constables in legislation. The PCCs are not members of CSPs, although they have the authority to demand a report from a CSP on any subject within their remit.
73. Whilst, in Leicestershire, the Chief Constable will generally delegate his membership of individual CSPs to LPU Commanders in each of the relevant areas, it is still beholden on the PCC to ensure that the arrangements made by the Chief are appropriate. This will include ensuring that the Chief is making sure that all the partners within the CSP are working together in a manner that will facilitate the reduction of crime and disorder in their areas. If there are any performance issues in any CSP, the PCC will address these with the Chief who would then speak with the other partners as the PCC himself is not legally given any direct authority over partners, although in 2014/15 the PCC will progress discussions to improve performance directly with CSP chairs.

Resourcing the Response to Regional and National Threats – The National Strategic Policing Requirement

74. Production of the Leicestershire Police Strategic Assessment for 2014-2015 is currently underway in the Force Intelligence Bureau.
75. The Police Assessment provides a review of the following areas of the Police and Crime Plan:
 - Responding to Public Protest and Policing Large Events
 - Serious and Organised Crime
 - Counter Terrorism
 - Civil Contingencies and local resilience
 - Cyber Crime and a large scale cyber incident
76. This document will be completed and disseminated during March 2014 and an overview of these sections will be provided in the annual report.

Implications

Financial	This report is an update for the Police and Crime Panel to note. There are no financial implications identified.
Legal	There are no legal implications identified.
Equality Impact Assessment	The Police and Crime Plan has been Equality impact assessed.
Risks and Impact	No risks have been identified.

**Link to Police
And Crime Plan** Performance against the Plan priorities are reported.

List of Appendices

Appendix A – Long Term Trend Chart
Appendix B – Performance Dashboard
Appendix C – CSP Level Crime Data Tables

Background Papers

None

Person to Contact

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