

**DRAFT Police and Crime Plan 2017-2021
for Leicester, Leicestershire and Rutland**

**Aiming For
Visibly Better Policing**

Prepared by

Lord Willy Bach

Police and Crime Commissioner

1. **THE ROLE OF THE POLICE & CRIME COMMISSIONER**

I am required, by law, to hold the Chief Constable to account for the performance of Leicestershire Police and, where necessary, I will challenge, and work with, the Force to deliver change and make improvements.

As Commissioner, my main aim is to ensure that policing across the county and city is efficient, effective and meets your needs and expectations.

The Commissioner does not run the police force. Operational policing is the job of the Chief Constable. This means I do not get involved in operational decisions about arresting or seeking to prosecute alleged offenders.

My main duties include:

- Holding the Chief Constable to account
- Setting, reviewing and updating the Police and Crime Plan
- Setting the Force's budget and setting the Council Tax precept for policing
- Regularly engaging with communities and seeking to understand concerns and priorities
- Regularly engaging with victims of crime to understand concerns and priorities
- Appointing, and where necessary dismissing, the Chief Constable
- Commissioning the services of partner agencies to deliver a joined-up approach to tackling crime and delivering Community Safety services, including the distribution of grants and other funding from Central Government
- Commissioning services to support those people who have been a victim of crime
- Promoting and facilitating partnership working arrangements

2. **INTRODUCTION**

This is my first Police and Crime Plan, but of course this Plan is also owned by the diverse communities of Leicester, Leicestershire and Rutland.

As I developed my thoughts I drew on public feedback gained both during my election campaign and since taking over as Police and Crime Commissioner. I have also taken into account those views given to me through the consultation work we undertook earlier in the year. All of this has helped to shape this document which is, in effect, a blueprint for the strategic direction of policing and community safety over the coming years.

I have also taken into account 'where we are now' and what challenges the future might hold over the coming months and years. It is reassuring that we have a sound platform operationally and financially on which to build.

On 3rd November 2016 HMIC published the Police Efficiency Report 2016 (PEEL). This inspection considered how efficient the Police are at keeping people safe and reducing crime, with specific reference to how well forces understand their current and likely future demand; how well they use resources to manage current demand; and how well they are planning for demand in the future.

Leicestershire Police was classed as 'Good' across all areas assessed (there were just two forces graded as 'Outstanding', 33 as 'Good' and 8 as 'Requiring Improvement'). In terms of both the

number of 999 incidents per head of population and the number of crimes per head of population, Leicestershire is below the average for England and Wales.

The plan set by my predecessor focused on reducing offending and re-offending; supporting victims and witnesses; making communities and neighbourhoods safer and protecting the vulnerable. While these vital themes remain in my plan, under a new framework covering Visibility; Vulnerability; Victims and Value for Money, my focus and prioritisation is somewhat different. I wish to see more emphasis on crime prevention, on police visibility and accessibility; the development of more effective collaborative partnerships and a simplification of my commissioning framework.

The way in which I intend to allocate funds during the delivery of this Plan will recognise the value of Local Authorities and Community Safety Partnerships. Where possible, and where the level of Central Government funding enables me to do so, I will include longer-term funding arrangements. In addition, I will consider supporting collective and collaborative co-commissioned services where these prove beneficial. I will also provide grants to smaller organisations to help tackle specific areas of work and to address particular challenges.

I mentioned earlier my consultation. I have consulted with the public and key stakeholders to ensure my plans reflect the aspirations of the people of Leicester, Leicestershire and Rutland. Analysis of the population of the Force area showed that 600 responses were sufficient for findings to be statistically valid; I believed this to be too low and commissioned both a telephone survey and an internet based survey that generated a total of 3026 responses.

Reassuringly, 83% of the respondents were supportive of a 1.99% increase in the precept which will help me to pursue the objectives set out in my plan. Whilst this consultation was an important 'first step' I will develop a Communications and Engagement Strategy that will ensure that the plan will remain in tune with public opinion throughout my tenure.

Crime Prevention, Safer Communities and Community Cohesion

If we cut crime, we reduce the number of victims; we reduce the number of blighted lives who put a strain on resources across all public services and we reduce demand on police services.

But, in achieving these ambitions, we also see happier, inclusive, cohesive communities, who trust the police to help them, support them and keep them safe.

My background as a Barrister ensured that I witnessed the real impact of crime. The misery and destruction of drug and substance addiction; the desolation caused by burglary, the impact of domestic abuse on the victims and their families and those whose lives are damaged by the results of crime of all kinds.

Reducing rural crime, whether this is protecting our heritage or preventing crimes such as metal and lead theft, hare-coursing or burglary, is important to me. I am working with the Chief Constable and other partners to develop new initiatives to strengthen the work to tackle crimes carried out in a rural location. Offenders are thought to operate across force borders so it is essential that we collaborate with neighbouring forces to tackle the problem. I know how important it is that residents feel safe and secure, this is especially relevant in respect of our elderly community and other communities that are disproportionately affected by the fear of crime, which is why I intend to work to ensure the solutions we identify are fit for purpose.

Since my election, I have received representations from both sides of the hunting debate. My position is clear. The law must be obeyed, whether you like it or not, and I support the work of the force to ensure that this happens.

In Leicester, Leicestershire and Rutland we are lucky to live in an area of great diversity. I am aware that 'diversity' extends beyond ethnicity and covers the wide range of 'difference' that enriches our communities. Although the Police have the one of the highest number of ethnic minority police officers/police staff in the country, it is still not satisfactory either in terms of number or in terms of seniority. There is no easy solution to this problem but I am determined

that we need to do more in establishing even closer relations with all the communities that make up our force area. Great strides have been made, but this is so important an issue, we must go further. I hope to see considerable progress over the next few years, with a Police Force truly reflective of the community it serves across all areas of diversity and within all ranks across the organisation.

I want to see the police and partners working together to prevent crime ranging from anti-social behaviour to hate crime, with community groups and the police supporting joint initiatives involving more than one community.

Much has been achieved and we are fortunate to live in a multi-cultural society which embraces difference. However, there is more to do and I will work with community leaders and the Chief Constable to facilitate stronger, more robust relationships across all our communities.

3. PARTNERSHIPS

- 3.1. I believe that increasing the extent to which we work in partnership across the public and voluntary sector is critical to the success of my plan to provide the best possible public services across Leicester, Leicestershire and Rutland. Over many years there has been significant effort across Leicester, Leicestershire and Rutland leading to some highly effective and innovative partnerships making a real difference to people's lives. However, I believe much remains to be done to build upon and enhance partnership working, collaboration, and collective problem solving across the force area; not least in respect of information and data sharing. Section 17 of the Crime and Disorder Act 1998 imposes a duty on a range of public authorities to exercise their various functions with due regard to preventing crime and disorder. Whilst data protection and security is vital and plays an important role in maintaining confidence in public services, we must also be able appropriately 'use' that data to best serve the public. This will be vital to the success of my plan and will be at the heart of my work to prevent crime, protect the most vulnerable people and communities, while effectively supporting victims of crime.
- 3.2. The Police play a vital role, however, they alone cannot address the complex social factors that so often result in offending behaviour in isolation. Whilst I am realistic about my ability to tackle the social inequalities that so often impact on people, as Police and Crime Commissioner I want to draw partners together and provide the leadership that will make the most of an increasing disposition to work collectively and collaboratively. In support of this I will ensure that I am represented properly within the existing partnership structures and appropriate fora. This will ensure that I am both better informed about the work of partners and more able to support partnership working.
- 3.3. The term 'Partnership Working' usually refers to agreements to work together between organisations, public sector, voluntary organisations or private businesses. I believe that this is too narrow an interpretation and that there should be far more involvement of our 'grass roots' communities - whether that be a community in a specific location, communities with shared heritage, or communities that share an interest in a particular issue. I would like to see community involvement moving beyond consultation or engagement and involving active participation by well-informed and well-supported members of the public, by for example, joining us as a Special Constable or Police Volunteer.
- 3.4. As public servants we work best when we work together to provide services that are as far as possible tailored to the needs of individuals or communities. Whilst challenging in terms of how we organise ourselves, I believe that this is the best way of serving the public and the most effective way of getting best value from diminishing budgets. The challenges posed by significantly reduced resources as a result of the decreases in the grants the police receive from Central Government are compounded by the reductions experienced by other Public Sector partners.

3.5. **I will aim to :-**

- Enhance the network of partners with whom my Office and I engage to capture the views of more individuals and grass roots groups. This will enable me to hear a broader and more representative range of opinions.
- Prepare a plan to facilitate more opportunities for disengaged and disadvantaged groups/individuals to engage with the OPCC.
- Provide a commitment from myself and my office to work productively, openly and transparently with the City, Counties and District Authorities alongside the Community Safety Partnerships, Health Services and Fire and Rescue.
- Provide opportunities for all partners to be involved in shaping policing across Leicester, Leicestershire and Rutland.

4. **VISIBILITY**

4.1. It is vital that the composition of Leicestershire Police is representative of the communities it serves. I endorse Sir Robert Peel's guiding principle: "the police are the public and the public are the police". I further believe that the Police must remain visible and connected with the people they serve to maintain legitimacy and the trust of the public. It is clear both from the research I have undertaken, and from simply talking to members of the public across our area, that people want to actually 'see' Police officers and PCSOs. It is this that gives them security and provides the crucial connection between police and public that is at the heart of British Policing.

4.2. I do not think it would surprise anyone to hear that it is not always possible to satisfy people's worries in this area following cuts to our resources of 20% over the last five years. However, I will do everything in my power to ensure that at the end of my term of office that Police Officers, Police Community Support Officers and Police staff in Leicester, Leicestershire and Rutland will be at the same or higher levels than when I took office.

4.3. Whilst the visibility of patrolling officers and PCSOs is vital in building the bond with communities it is also important that access to police information, services and support is as easy as possible, whether that be Local Policing, Response and Resolution, Criminal Investigations or Specialist Departments. Therefore, to maintain public confidence, the police need to be able to communicate effectively with, and receive information from, the public in a variety of ways, including online and through social media. Improved accessibility will enable the public to report crime and incidents more easily; access other policing, crime prevention and community safety services themselves and to be able to check on the progress of an incident or crime at a time and in a way that is most convenient for them. Under my tenure I will support the extension of 'Self Service' options, but these will not replace the ability to be able to physically speak to a Police Officer or member of police staff if and when you want, or to see the police in your community. Increased visibility, as described above, is important to all of our communities, but especially for rural communities where, although crime rates may be relatively low, people can feel isolated and vulnerable.

4.4. **I will aim to :-**

- Maintain and where possible increase resources for local Neighbourhood Policing Teams.
- Develop new channels, via the internet and other technologies to information, enabling easy and timely access for as many people as possible.
- Ensure that there are new and innovative ways for the public to provide information relating to crime and public safety.

- Ensure that the views of public continue to be sought and reflected in the development of these new services.
- Work to develop a Visibility Plan that meets the needs of all communities.
- Focus on prevention to reduce the number of people having a need for Police services or entering the Criminal Justice System (CJS).

5. VICTIMS

- 5.1. One of my statutory responsibilities is to ensure that victims and witnesses of crime are properly supported. This work is partly funded through a grant I receive from the Ministry of Justice (MoJ). This funding delivers services that will help any victim of crime to cope and recover from their experience and to meet the requirements of the Victims' Code of Practice and European Union regulations. Unfortunately, this funding does not extend to those affected by Anti-Social Behaviour (ASB) which can have such a corrosive effect on individual lives and communities. Therefore I intend to put in place processes to ensure that victims of ASB have access to appropriate support services.
- 5.2. My office has worked in partnership with local authorities and other commissioning organisations across Leicester, Leicestershire and Rutland to design, fund and implement a range of services to meet the needs of victims. These services are subject to regular Performance Monitoring, determined through a contract management approach, which allows each commissioned service to have tailored set of quantitative and/or qualitative data performance measures. I will continue to ensure that the victim's voice is central to our appraisal of the success of these services.
- 5.3. Moving forwards, my intention is to develop and simplify the commissioning monitoring arrangements and to maintain enough flexibility within my Commissioning budget to ensure that I am able to respond to any emerging needs.
- 5.4. **I will aim to :-**
- Prioritise a Victims Strategy to deliver further improved services, demonstrating my commitment to this area of work.
 - Review victims' services to ensure that victims receive the best possible service, through robust mechanisms, focused on the needs of the individual. In order to do this I will work more closely with victim groups and individuals to ensure I capture their experiences and understanding when commissioning services.
 - Ensure that support for victims is incorporated into our core business as an integral part of our delivery and not a stand-alone item.

6. VULNERABILITY

- 6.1. The term 'vulnerability' is a generic term to describe where an individual's circumstances and/or situation mean they are unable to protect themselves from harm. For the purposes of my Police and Crime Plan my focus will be on; Sexual Violence, Domestic Abuse (including coercion), Hate Crime, Child abuse (including CSE), Mental Health and Learning Disabilities, Human Trafficking, Modern Day Slavery and Missing from Home individuals (including those at risk of self-harm).
- 6.2. Domestic violence and abuse blights the lives of those affected whether they suffer the violence directly or are children growing up in homes where domestic violence is present. Research and the experience of those involved in this area indicate a significant level of under reporting of Domestic incidents. Working with the Chief Constable and other partners my challenge is to increase the level of confidence amongst victims that by

reporting such incidents they will receive the help and support they need. Whilst I am impressed by many of the existing arrangements I intend to build upon and strengthen these whilst at the same time exploring new opportunities in this area.

- 6.3. In relation to sexual violence the number of rape offences is disproportionately high, something which has increased over the last two years and which reflects the picture nationally. The Police and our partner agencies have worked hard to encourage those who have been victims of this most serious offence to have the confidence to come forward and report it, but I accept that this can be influenced by national events and media coverage. Approximately half of all reports of rape are reported within seven days of the offence (potentially allowing for the recovery of important forensic evidence), a further quarter is reported within one year and the rest are more historic. Whilst some, but not all, of the increase in reports of rape can be attributed to an increase in confidence, national research still indicates a significant level of under-reporting. We cannot be complacent in this area and notwithstanding the good work to date, much remains to be done and I am determined to both support and develop appropriate services to do deliver this.
- 6.4. Following the tragic rape and murder of Leicestershire teenager Kayleigh Haywood my predecessor and Leicestershire Police launched the CEASE campaign to encourage community awareness of Child Sexual Exploitation (CSE). However CSE is not the only threat to children. Leicestershire Police Child Abuse Investigation Unit dealt with 2,264 incidents last year and made 13,250 referrals to multi-agency partners sharing concerns about children following Police contact.
- 6.5. A portion of the funding resulting from the increase in the police precept implemented in 2016/17 enabled the Police to create a Child Sexual Exploitation hub which is co-located with the existing Children's Referral Desk and Adult Referral Desk to create a multi-agency Vulnerability Hub. Frontline officers with specialist expertise are available to identify signs of abuse and other underlying concerns, before passing the information to the Hub. This Hub is staffed by trained personnel who will recognise, understand and interpret the information given to them so that they can work with partner agencies to provide those affected with the help they require.
- 6.6. This allows a holistic approach to the support of survivors of CSE and other child abuse, while the integration provides survivors, who may experience other difficulties throughout their childhood, more joined up engagement with services as they enter adulthood.
- 6.7. On the other side of the coin, it is good news that fewer young people are now given custodial sentences or find themselves in custody for any length of time. However, the Police have a vital role to play in persuading people not to offend and re-offend.
- 6.8. I will support and encourage all the preventative measures taken in this field including visits to schools and colleges and the increasing use of social media. I will look for new ways for the police to act in this area.
- 6.9. As a criminal law barrister for many years I saw how often young lives can be ruined by knife crime; drugs; bad influences and a failure to rehabilitate. Modern policing has a special role to play in this vital area.
- 6.10. The number of young people who 'go missing', particularly those who are 'missing' time and again, risk the very real threat that they will be exploited in some way, sometimes for serious criminal purposes. A great deal of police time and resource goes into finding the children and the adults that 'go missing' under circumstances where they too are vulnerable. This is a problem that affects all of us and I will be working closely with partners to see whether we can be more innovative and collaborative in solving this.
- 6.11. The Police response to incidents involving those suffering from mental health problems remains a significant challenge both in terms of volume and complexity. Leicestershire Police has a role in supporting those in crisis, duties under the Mental Health Act, and in the provision of a good quality policing service to those in the community whose lives are

impacted by mental ill health; role of the Police and other partners is set out in the multi-agency Crisis Care Concordat. I do not believe that custody is an appropriate place for the mentally unwell and fully support the Police in actively adopting approaches to prevent that from happening across Leicester, Leicestershire and Rutland. Mental health is a community issue in which the Police service has a role. It is important that the Police work closely with mental health professionals and those with experience of mental illness to help shape and inform their practice. However, the Police are not mental health specialists and whilst supportive should never be considered a viable alternative to properly resourced and configured mental health services, delivered by those qualified to do so.

- 6.12. The Police are often the first point of contact at times of crisis and integrated joint responses such as the Mental Health Triage Car have shown how a more integrated multi-agency response can provide a better service for the patient and reduce demand on the Police. I want to work towards preventing crises before they happen, by working with other professionals to improve the lives of those within our communities who are vulnerable as a result of mental ill health; this is particularly relevant regarding prevention and intervention associated with the risk of suicide.
- 6.13. Leicestershire Police has developed, alongside our partners, a local suicide prevention strategy and created a response to family members who are bereaved by suicide. This is laudable but my focus will be to work with health partners to tackle this issue which is often complex and influenced by factors over which the Police have little control.
- 6.14. **An integrated response to demand**
- 6.15. The idea of collective and integrated approaches to service delivery is well established but this tends to be based on referral. I believe that this approach can be adopted for a far wider range of public services and can be more immediate and responsive.
- 6.16. I believe that the Police 101 non-emergency telephone system, which is a well-established and well used service and brand, can be improved and potentially provide ease of access to a far wider range of public services, information and support. My vision is to see a multi-agency call handling and resolution facility built around the 101 service, where a member of the public can seek help and support across a wider range of public service functions.
- 6.17. This must be more than just a switchboard dealing with calls in much the same way as now but in a multi-agency arena; it must add additional value. I would anticipate that one of the key indicators of success will be the number of calls for service resolved at point of first contact.
- 6.18. The panel and other partners will of course be instrumental in developing my ideas around partnership working and I am particularly interested in what opportunities there may be to work collectively to improve and develop the 101 service.
- 6.19. **I will aim to:-**
- Work closely with partners to offer an appropriate service to vulnerable members of society.
 - Continue and further develop work to encourage reporting and better understanding of 'hidden crime' with a view to this type of crime becoming less suppressed.
 - Provide a commitment to work with the Chief Constable to tackle knife crime.
 - Adopt a zero-tolerance approach to the supply of Class A drugs across Leicester, Leicestershire and Rutland.

- Work closely with health partners to ensure that the challenges of turning the Crisis Care Concordat into an operational reality are fully met.
- Develop and improve the 101 non-emergency contact systems to act as a gateway to better and wider ranging of public services.

7. VALUE FOR MONEY

- 7.1. Over the years, the austerity measures implemented by the Government have had a significant impact on both capital and revenue budgets and this directly affects the resources available today. My Plan is based on delivering within the funding available and I intend to tightly manage all resources at my disposal to ensure that local residents receive value from the money that is invested in Policing and other areas where I am responsible for commissioning services. This will include being open to potential opportunities to work with other organisations to reduce costs and maximise resources available for Policing, where it makes practical and fiscal sense to do so.
- 7.2. For 2016/17, the net budget requirement was set at £170.8m, an increase of 1.35% on the previous year. Almost two-thirds of the funding I receive comes from Central Government Funding, with the final third derived from local people through their Council Tax via their Police Precept. Given these allocations, any reductions in Central Government funding have a significant effect on the total budget I have at my disposal. Additionally, over £1.4m is provided in the form of a Grant from the Ministry of Justice to support my responsibilities in respect of supporting victims of crime under the Victims code.
- 7.3. Currently, over 95% of the funding I receive is passed to the Chief Constable to provide operational policing delivered either locally or through Regional collaborations. Details of my Budget, Precept and financial plans have and will continue to be published transparently on my website.
- 7.4. In 2016/17, my budget was allocated as follows:

	£m	%
Funding passed to the Chief Constable:		
- Operational Policing delivered by Leicestershire Police (net)	155.1	90.8%
- Operational Policing delivered through Regional collaboration	8.3	4.8%
Funding Retained by the Commissioner:		
- To Commission Services (net of grants and use of reserves)	3.1	1.8%
- To run the OPCC	1.0	0.6%
To support the Capital Programme	0.8	0.5%
To pay Debt Charges and Receive investment income	2.5	1.5%
Net Budget Requirement 2016/17	170.8	100%

- 7.5. In line with the views of the residents of Leicester, Leicestershire and Rutland during the consultation on the Plan, it is my intention to maximise the local Council Tax available during my time in office. Whilst this will not meet all the future savings anticipated, it will help to minimise the impact, protecting and where possible maintaining a sustainable Police Force in Leicestershire.
- 7.6. With further financial challenges likely, savings will still be required over the term of my Plan. I have tasked the Chief Constable with developing a Change Programme which includes a savings plan and which limits the impact of these savings on visible policing. The challenge is for the plan to not only meet the savings required but (subject to the impact of future financial settlements), where possible, also identify potential additional resources to reinvest into policing. Where additional investments in policing are made

these will be monitored closely to consider the Value for Money and impact on the residents of Leicester, Leicestershire and Rutland.

7.7. I intend to support the Force in this challenge by resourcing the Change Programme and working closely with the Chief Constable and his team to consider the wider implications on Leicester, Leicestershire and Rutland of any proposals and plans. One of the new members of the change team will sit within my office to ensure that I have all the information I need at the earliest possible moment.

7.8. **I will aim to:-**

- Be more responsive to reflect changes in demand to areas and projects as issues arise.
- Provide support to groups/projects with better knowledge and reach i.e. hard to reach and engage areas.
- Focus on the most effective use of public funds whilst being cautious and challenging around private outsourcing proposals to ensure that my principles around added social value are adhered to. I am committed to protecting frontline policing.
- Revisit the Budget, Grants and Commissioning arrangements to ensure great effectiveness, clarity and simplicity in the way they operate.
- Develop a Social Value policy in close consultation with local authorities to ensure that maximum added value for Leicester, Leicestershire and Rutland is gained from all contracts held by Leicestershire Police.

8. Strategic Policing Requirement and Collaboration

8.1. The Home Secretary has placed a statutory requirement on all forces and Commissioners to ensure that they are able to contribute to national policing issues as well as dealing with local matters.

8.2. This is known as the Strategic Policing Requirement (SPR) and Commissioners, when setting their Police and Crime Plans, are required to have regard for these national requirements.

8.3. Due to the complexity of modern day policing there are a number of issues towards which local forces are expected to contribute.

8.4. The SPR currently covers a number of key areas including:

- Child sexual abuse
- Serious and organised crime, including local, national and international organised crime groups
- Large scale Public Order
- Civil Emergencies that require a large scale response
- Terrorism
- National level cyber security incident

8.5. I am required to have regard to the SPR in setting my plan and in and subsequent reviews. I recognise that the public is best served if we play our part and thereby benefit from the support of other Forces, in responding major events and tackling these complex crimes.

8.6. I will work with the Chief Constable to ensure that Leicestershire Police contribute to the regional effort and collectively maintain their SPR capability.

- 8.7. This is not 'new' to the Leicestershire Police and this region has led the way in terms of Police Force collaboration for over ten years. This is a mature process senior government officials have often cited the East Midlands' approach to collaboration as best practice, challenging other areas to learn from our regional experience.
- 8.8. However my focus will always be on ensuring the best possible policing for the people of Leicester, Leicestershire and Rutland consequently my guiding principles around regional collaboration are:-
- That local policing is provided locally.
 - That any collaboration helps deliver a more efficient and/or effective policing service for Leicester/Leicestershire & Rutland.
 - That all areas of business are considered.
 - Decisions not to participate in a particular collaboration are reviewed regularly, as circumstances change.
 - That any costs and/or benefits are shared between participating forces.
 - I will ensure that I meet regularly with the other regional Commissioners and Chief Constables to review existing work and carefully consider any case for future collaboration.

9. A FINAL WORD

I believe that in Leicester, Leicestershire and Rutland we have a Police Force we can be proud of. Whether in the area of neighbourhood policing, criminal investigations, protecting the vulnerable, road traffic incidents and the many other matters they deal with, our Police Officers and Police Staff are outstanding and serve the public well. They all deserve our support. Of course there is always room for improvement and this plan attempts to map the way forward. The next four years will not be easy. Leicestershire Police are under resourced for the tasks they are asked to perform. Every year our population goes up in the City, County and Rutland. With the support of the public, and the advantages that successful partnerships bring, we can do even better.