THE POLICE & CRIME COMMISSIONER FOR LEICESTERSHIRE

POLICE AND CRIME PANEL

Report of	**POLICE AND CRIME COMMISSIONER**
Date	**TUESDAY 26 JULY 2016 – 1PM**
Subject	**PERFORMANCE REPORT TO QUARTER 1 (APRIL-JUNE) 2016/17**
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Purpose of Report

1. To update the Police and Crime Panel on Leicestershire Police Performance to Quarter 1 2016/17.

Recommendations

2. To discuss the contents of the Performance Report to Quarter 1 2016/17.

Background – Police Performance

3. Previous Performance Reports to the Police and Crime Panel have been based on the priorities included within the previous PCC's Police and Crime Plan for 2013-2017. This included not only Police Performance but also Partnership and Commissioning Performance outcomes where possible.

4. Although the Police and Crime Plan for 2013-17 initially included targets, this was reviewed during the period of the Plan in line with national developments, and similar to other PCCs, the Plan was updated to take cognisance of the move away from prescriptive targets by the Home Office and also the outcome of the Superintendents Association review into the use of targets in policing led by Irene Curtis[1].

5. This review took the opportunity to seek out good practice in developing an effective performance management framework which ensures accurate recording of data and at the same time empowers staff to make the right decisions for victims of crime.

6. Her Majesty's Inspectorate of Constabulary (HMIC) now use the Police Effectiveness, Efficiency and Legitimacy (PEEL) Inspection programme to provide a rounded view of police performance and annual inspections take place. Leicestershire's inspection takes place throughout 2016 and the report is awaited in early   2017.

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[1] https://www.gov.uk/government/publications/the-use-of-targets-in-policing

7. In the previous 2016 HMIC inspection, Leicestershire Police was assessed as: good across all three categories; which are:

    Effectiveness – how well a force carries out its responsibilities including cutting crime, protecting the vulnerable, tackling antisocial behaviour, and dealing with emergencies and other calls for service;

    Efficiency – how a force provides value for money; and

    Legitimacy – whether a force operates fairly, ethically and within the law.

    HMIC also judged Leicestershire Police to be well led.

8. As a result of these national developments, Police Performance is now not usually assessed through comparisons between similar time periods (or RAG status reports) but looks at long term trends and highlights exceptional months or years.

9. Police Performance should also encompass other areas of policing which are not necessarily reflected by recorded crime or incidents, including performance relating to operational processes, effectiveness, efficiency, capacity and capability. There should also be an awareness of demands placed on policing outside of the traditional demands of crime and antisocial behaviour as detailed by the College of Policing's Estimating Demand on Policing[2].

10. The financial context in which Leicestershire Police operate was most recently highlighted to the Police and Crime Panel in the February 2016 Precept report. This report showed that policing in Leicestershire has been delivered in recent times with savings of over 20% required. This equated to over £23 million prior to the previous PCC's term and a further £27.8 million over the period of the Police and Crime Plan 2013 to 2017.

11. These reducing budgets correlated with a population percentage increase of 10% between 2001 and 2011 (93,467 people) and a further increase of 3.7% (38,245 people) between 2011 and 2015 according to the Office for National Statistics estimates. The population of Leicester, Leicestershire and Rutland is currently estimated to be 1,055,982.

12. In the context of reducing budgets and an increasing population, previous Police Authority Reports identified a Police Officer strength of 2,112 for 2001/02, which compared to an authorised establishment of 1,764 for 2016/17, is a reduction of 16.5% (348 Police Officers).

Context

13. This is the first performance report under the tenure of the new Police and Crime Commissioner Lord Willy Bach. It should be noted that the date at which Lord Bach took office was the 12th May 2016, which falls in the middle of the time period covered by this report.

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[2] http://www.college.police.uk/Documents/Demand_Report_21_1_15.pdf

14. As discussed at the June 2016 Police and Crime Panel, a new Police and Crime Plan will be developed by the PCC during 2016/17 and this will require a new performance framework and reporting structure to support and monitor performance of Lord Bach's Police and Crime Plan.

15. Whilst Quarter 1 Performance would not usually be available until August 2016 (to include Partnership and Commissioning Information), to enable members to consider Police Performance and inform development of the new Police and Crime Plan, a simplified report, focussed solely on Police Performance has been produced for members' attention.

16. Leicestershire Police have provided information at short notice to produce this report and much of this report will be used as a basis for discussion at the July Strategic Assurance Board Meeting with the Chief Constable.

17. Police and Crime Panel members have in the past provided feedback in relation to the format, content and style of previous reports, and it is acknowledged that Police performance is reported differently than the performance of many other organisations.

18. As highlighted above, there is a need to look at a suitable performance framework to support the new PCC's Police and Crime Plan, and in this light it would be useful to work with the Panel moving forwards in developing a new style of performance report alongside the development of the Police and Crime Plan for Lord Bach's term of office.

Performance

19. During his campaign, the PCC met many members of the public and took part in a number of hustings. These events were invaluable and enabled him to hear views directly from the public which included concerns or perceived areas for improvement of Police Performance which he will be considering as part of the development of his Police and Crime Plan.

20. This information was invaluable in early discussions which have already taken place at Lord Bach's second Strategic Assurance Board in June 2016 with the Chief Constable, where the PCC requested and received a Performance report up to May 2016.

21. Whilst this report was based on exception, the PCC specifically sought and received further information on Call Handling through the Contact Management Centre, Response times to Emergency and Priority Incidents, Domestic Violence, Hate Crime, Cybercrime, Antisocial behaviour, Sexual Offences, Child Sexual Exploitation, Honour Based Violence, Crime recording and Data Integrity, Victim Satisfaction and All Crime levels and this information is shared with the Panel in this report.

Call Handling

22. Emergency call volumes are currently experiencing a seasonal peak (increased volumes of calls are normally received over the summer months), however levels are not identified as significant at this time; the levels are at approximately 12,000 a month.

23. Emergency abandonment rates (where the caller hangs up the phone before the call can be answered) have remained below 0.5% for the last 18 months, which is identified as excellent performance.

   Graph: Emergency Call Abandonment Rates
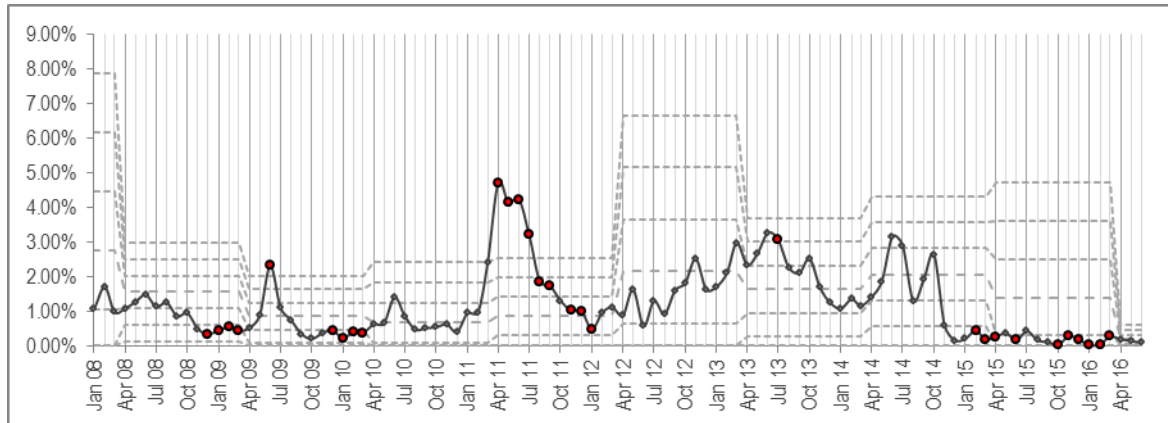
24. Non-emergency call volumes have also increased in recent months, which also represent a seasonal increase and is not currently deemed to be exceptional. These levels are currently at approximately 45,000 per month.

   Graph: Non-emergency Call Abandonment Rates
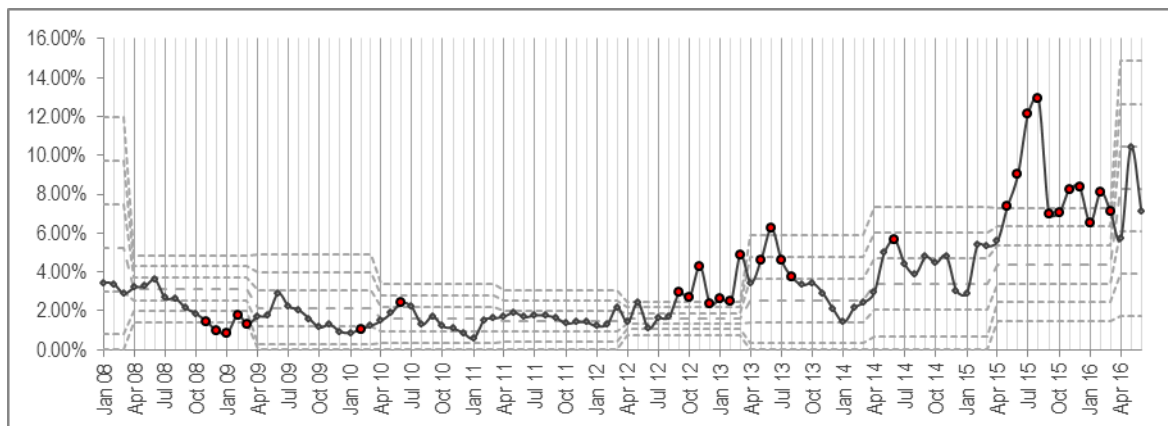
25. However, non-emergency abandonment rates are currently fluctuating between 8 and 14% monthly and this is an area of concern for the PCC who has already asked the Force questions in this regard at the June 2016 meeting and will be monitoring this closely with them through the Strategic Assurance Board moving forwards.

26. The volume of non-emergency calls is much greater than that of emergency calls, and although monthly levels are not exceptional, significant variations on a daily basis can place excessive demand on the call handlers. Leicestershire Police are working to re-assess the demand profile and focus resource on meeting that demand to reduce the levels of abandonments for non-emergency calls. Leicestershire have already implemented an on-line and e-mail facility for non-emergency contact and this is starting to be utilised by the public.

Incident Grading Profiles and Response Times

27. Leicestershire Police assess each call using the National Decision Making Model (NDM) and also Threat, Harm, Investigation, Vulnerability and Engagement (THRIVE) which helps in determining the level of response to each call; Emergency, Priority, Managed Appointment or Telephone Resolution.

28. Emergency (Grade 1) and Priority (Grade 2) incidents have exceeded the levels anticipated in the design of the new Police Operating Model (through Project Edison). This is placing additional demands on Response Officers of an additional 8 emergency incidents and 15 additional priority incidents per day over what had been modelled through Project Edison

29. There is work underway to make sure all incidents are appropriately triaged and early indications are that incidents are moving more towards the levels expected when the new police operating model was planned.

Graph and Table: Emergency Response Times
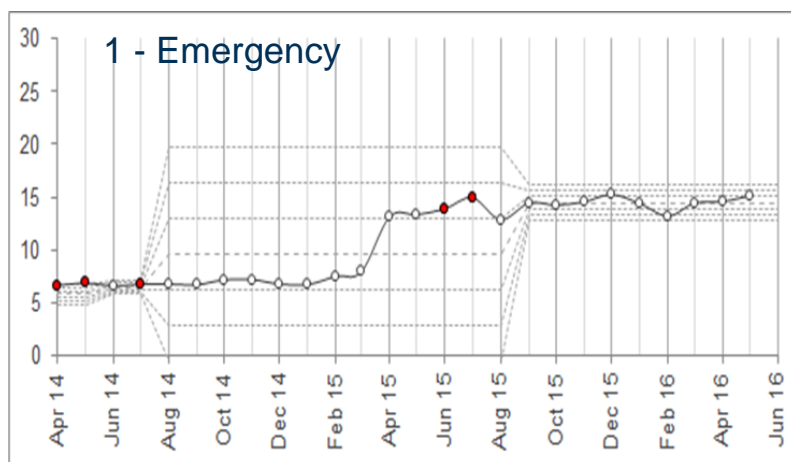
Latest Figures	Total Arrivals	Ave Time
Anti-Social Behaviour	28	00:20:13
Crime	512	00:14:07
Public Safety	783	00:15:44
Road Related	134	00:14:21
Total	1,516	00:15:09

30. Emergency response times prior to the new operating model were stable at 7 minutes; these increased in April 2015 and again around December 2015 to 15 minutes, and are now consistently around 15 minutes.

31. Alongside Emergency and Priority responses the other two responses are Managed Appointments (Grade 3) where attendance is required but is not immediate, and Telephone Resolution (Grade 4) where the matter is dealt with completely over the telephone.

32. The PCC is keen to understand and scrutinise further the responses received by members of the public in relation to both Managed Appointments and Telephone Resolution. There is also a need to gain an understanding of the level of demand, which does not result in an incident being created or any graded response. It is important that whatever level of response is assigned to an incident that the public receiving the response are satisfied with the service and the outcome.

33. Prior to the new operating model attendance at priority incidents was between 40 to 50 minutes on average, post April 2015 and the introduction of the new model the average times fluctuate between 60 and 70 minutes.

Graph and Table: Priority Response Times
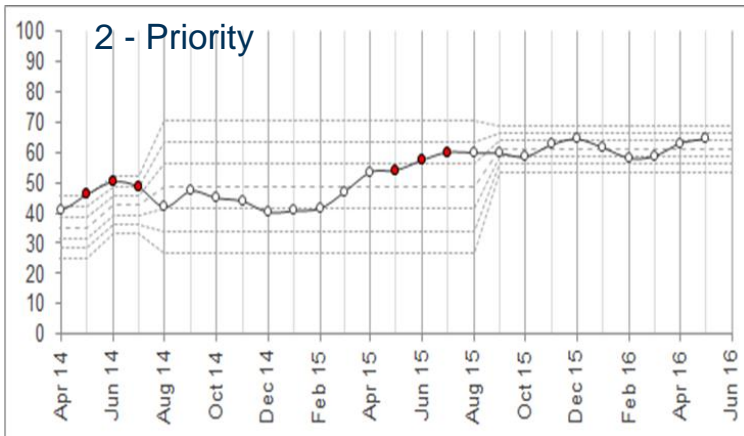
Latest Figures	Total Arrivals	Ave Time
Anti-Social Behaviour	322	00:50:08
Crime	597	01:10:35
Public Safety	1,493	01:15:44
Road Related	374	00:32:51
Total	3,003	01:04:29

34. Whilst both types of response have increased from those in place before Edison, they are in line with the national picture where the majority of forces aim to attend emergency calls within 15 minutes (or 20 minutes for rural locations) and priority incidents within 60 minutes. In Leicestershire, Emergency Response times are within the 15 minutes aimed for nationally, however priority response times exceed the 60 minutes aimed for.

35. The PCC discussed this with the Force in June 2016 and has also highlighted this as a particular area for review with the Chief Constable at future Strategic Assurance Board meetings.

Recorded Crime - Summary

36. The graph below shows the monthly variation of all crime with statistical control lines from 2005. This reflects the significant long term reductions in crime from 2005, and also reflects that from April 2013 all crime levels have been fairly stable and have seen little statistical change.

Graph: Recorded Crime – All Crime over time
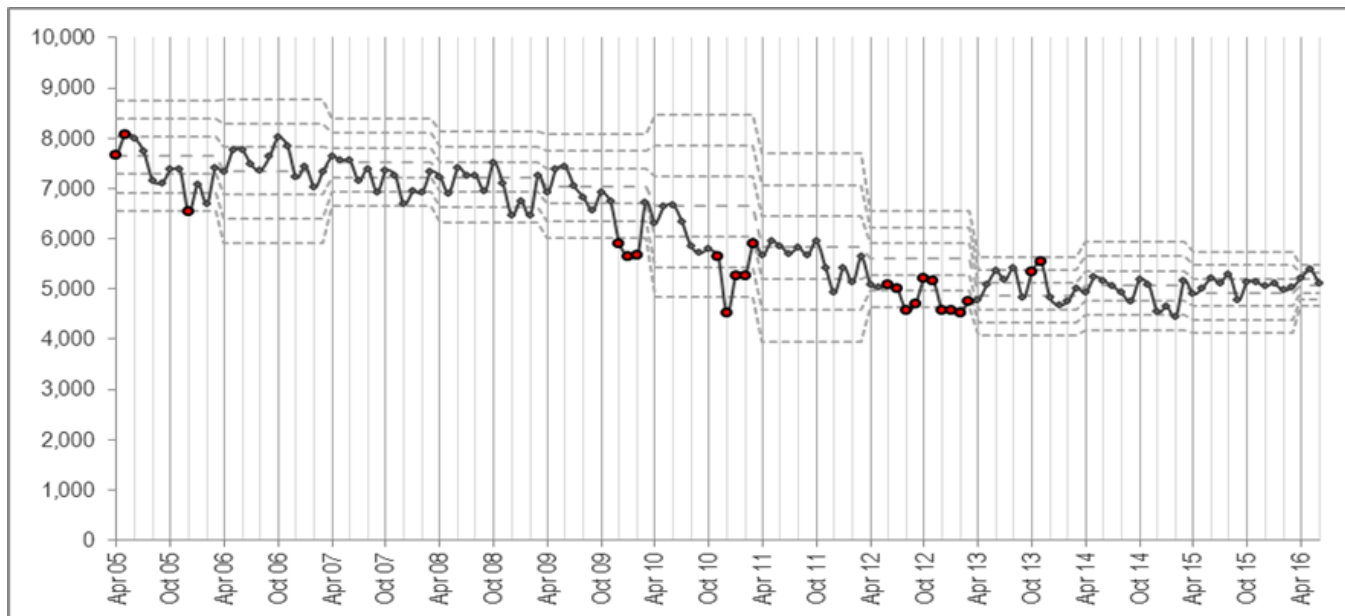
Graph: Recorded Crime - Crime Category Summary
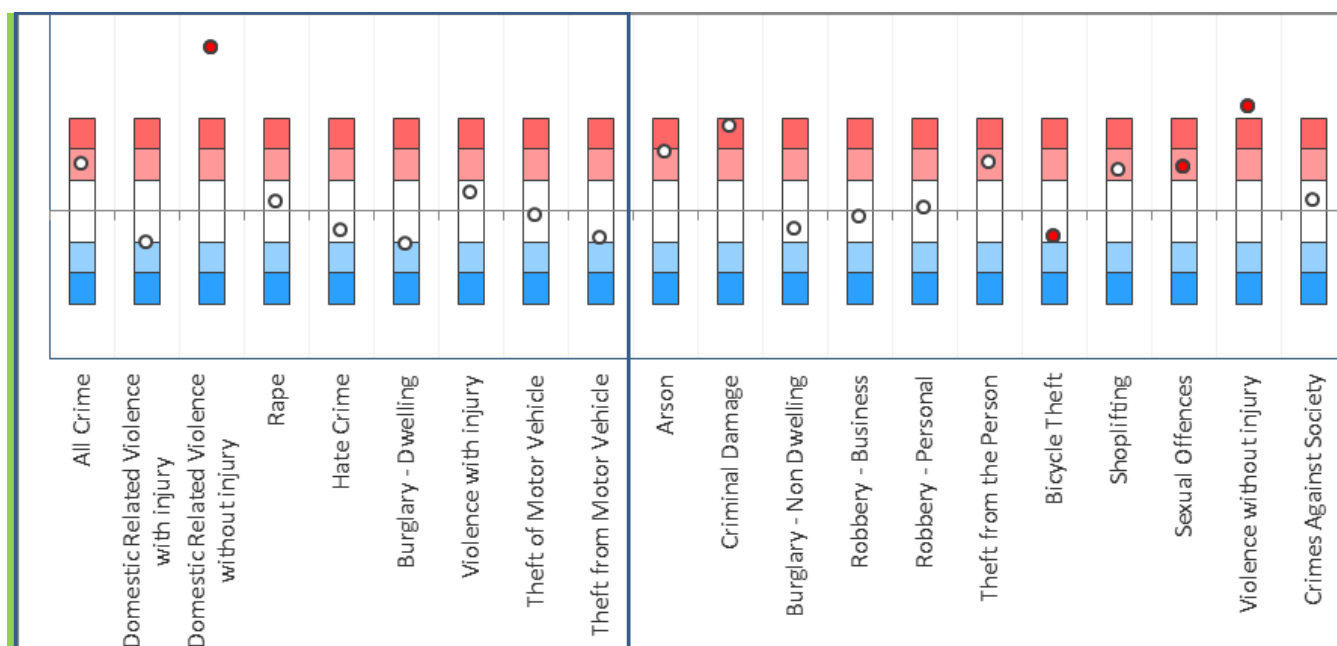
37. The graph above shows the main categories of recorded crime monthly levels for June 2016 and indicates their statistical difference from the average. The bars which have red dots indicate a significantly high or low month, and their position within the bar indicates how much variance from the mean there is, or how significant the result is. Significantly high volumes will increase upwards towards the red bars or above them, whilst significantly low values will head down towards the blue bars.

38. The graph also shows that significantly high levels of monthly crime are currently being seen in the areas of:

- Domestic Related Violence without Injury,
- Violence without injury and
- Sexual Offences.

39. Leicestershire Police report that they believe the increase in levels of Domestic Violence to be positive and attribute this to an increased confidence in reporting, suggesting that reports are being made at an earlier stage before matters escalate to more serious assaults. Domestic violence is a major contributor to overall "Violence without injury" levels, and "Overall violence without injury" levels have also seen an increase in volume.

40. Sexual offences are also significantly higher than expected levels. There is further detail provided later in the report.

41. Most other crime categories are within or below the expected levels, and overall crime is regarded by Leicestershire Police as being broadly controlled at the moment with stability in levels of most crime categories.

42. For comparison, the overall crime rate for the 12 months ended June 2016 is estimated at 57.9 per 1000 population. This is a small rise on the previous year where crimes were at approximately 56.7 per 1000 population, but compares favourably with the Most Similar Group of Forces which has an average rate of 62 crimes per 1000 population.

User Satisfaction – Summary

43. Leicestershire Police report that there has been considerable work undertaken to understand and control the decline in User Satisfaction within the constraints of policy and resources. They highlight that despite the decline, levels of satisfaction remain in excess of 70% for vehicle crime, violent crime and overall satisfaction and over 83% of burglary victims being satisfied with the police response.

44. Leicestershire Police advise that Vehicle crime satisfaction has been affected by the changes to the policing model.

45. However, all user satisfaction levels have been in decline for the last two years, with vehicle and violent crime components contributing in the main to these reductions, whilst burglary victim satisfaction has been more stable.

46. Confidence in the Police as reported by the Community Based Survey is at 82.5% (Jun 16). Confidence that the Police do a good or excellent job as per the Crime Survey for England and Wales stands at 65.7% (Dec 15).

47. The Community based survey compares favourably to the Crime Survey for England and Wales, although it is recognised that the confidence levels within the Crime Survey for England and Wales have increased in the most recent figures, the PCC is concerned about reducing satisfaction levels and is monitoring this closely with the Chief Constable at the monthly Strategic Assurance Board meetings.

Domestic Violence, Honour Based Violence and Forced Marriage

48. Leicestershire Police report that levels of domestic violence without injury have increased steadily with a general trend evident over the last two years. Leicestershire Police consider this to be a positive sign that there is confidence in reporting, and specific work has been undertaken to confirm that this is not simply a recording practice issue. One significant contributory factor to the increased levels of domestic violence without injury is the introduction of two new offences in April 2015 which fall into this category. These offences are Malicious Communications and Revenge Pornography offences.

49. June 2014 saw the introduction of legislation covering forced marriages and honour based violence, and over the last year Leicestershire Police have reported a significant growth in recorded offences as they look to establish an initial understanding of the scale of the issue and determine what reporting levels should be.

50. As discussed at the Police and Crime Panel Meeting in June 2016, these areas are often described as "hidden crime" for which the PCC is keen to encourage reporting in these areas and will continue to discuss these regularly at the Strategic Assurance Board with the Chief Constable.

Sexual Offences / Child Sexual Exploitation

51. Leicestershire Police report that the level of recorded rape offences has seen an increasing trend over the last four years, however the rate of increase over the last four years appears to have slowed. Recent months have seen almost 60% of reports within 7 days of the offence occurring, with 21% of reports representing offences committed more than one year previously. Leicestershire Police report that there are obvious investigative difficulties with historic offences, but reporting of these offences is encouraged and offences are investigated thoroughly when reported.

52. From the information reported by Leicestershire Police it would appear that the increases in sexual offences and rape offences is not solely down to an increase in historic reporting, which supports the proactive work undertaken by Leicestershire Police and the PCC to increase reporting in this area, but also in increases in current offending.

53. Leicestershire Police report that Child Sexual Exploitation, which can involve many different types of offences including grooming of children, sexual assault, rape or trafficking, shows current volumes at approximately 25 per month, compared with 54 per month previously. There are generally 90 ongoing investigations at any one time and 60% of investigations take more than 6 months to complete due to their complex and sensitive nature.

54. Increases seen across LLR in these types of offences are mirrored nationally as well as the complexities and issues faced in dealing with these types of crimes.

Hate Crime

55. Since July 2014 Leicestershire Police report a general reducing trend in recorded Hate Crime offences.

56. However, following the introduction of NICHE, internal data audits have identified that inconsistent entering of data is taking place which has made more manual viewing of records required than should be necessary. This has caused a lack of confidence in the quality of the data and the accuracy of figures and comparable trend data and the PCC has asked for regular updates of this important area. The Force are taking steps to address this.

57. Detailed reviews of Hate Crime information by Leicestershire Police's Hate Crime Officer have taken place since the European Union (EU) Referendum and this detailed piece of work has identified that there has been an increase in the reporting of Hate Crime Incidents. This increase has been reported in the local media, and there have also been reports in the national media and reports of large increases across other force areas.

58. The information provided by the Hate Crime Officer has shown that:

    • there were 14 Hate Crime Incidents in the week prior to the European Union (EU) referendum (17th to the 23rd June 2016), with

    • 38 Hate Crime Incidents in the week post the EU referendum (24th June to the 1st July 2016) and

    • 33 Hate Crime Incidents in the second week post the EU referendum (2nd July to the 7th July 2016).

    This information continues to be monitored.

59. Since the EU referendum, the PCC and Chief Constable have undertaken a number of proactive initiatives both jointly and individually and these include the release of a joint statement and speaking to BBC Radio Leicester about the reporting of Hate Incidents and Hate Crime. Furthermore, the PCC has attended a Hate Crime Event at St Philip's Church on the 25th June 2016 and the Chief Constable attended the Leicester Council of Faiths Unity Event in Jubilee Square to talk about the importance of stamping out Hate Crime.

60. Leicestershire Police report that, whilst recognising that this detailed review has shown a substantial increase, that this is a comparison between weeks and may not reflect the whole picture or trends.

61. Nationally, there is a significant focus in this area and in line with other Forces, weekly returns have been put in place by the Home Office and are being submitted by Leicestershire Police to the National Community Tension team until there is a confident understanding of the scale of the issue nationally.

62. Hate Crime Satisfaction levels have remained stable for the last six months at around 79%.

63. The PCC has sought information from the Chief Constable regularly on this area and both the Chief Constable and the PCC have given consistent messages to encourage those experiencing such incidents to report them. This remains an area of high focus for the PCC and as requested at the June 2016 Panel meeting, a more detailed and updated report will be provided to the Panel meeting in September 2016.

Cybercrime

64. Leicestershire Police have advised that that the reporting of on line crime where the offence has been facilitated by the use of a computer (Cybercrime) is a reporting requirement set by the Home Office which covers many different crime categories. However, the Force have identified and advised the PCC that these crimes are not being analysed consistently and this has raised concern for the PCC. The PCC will be seeking regular updates from the Chief Constable on this important and increasing area of crime for which additional investment was included within the precept conditions for 2016/17.

Antisocial Behaviour

65. Leicestershire Police report that the level of recorded ASB incidents exhibit a general seasonal pattern of a fall over the autumn and winter months with an increased level of incidents building over the spring and summer period. This pattern has been continued in quarter one, with levels consistent with previous periods.

66. The use of the repeat caller database by the neighbourhood teams has enabled effective problem solving of persistent issues, such as ASB. This work has now also expanded to include partnership agencies, so that a multi-agency response can be applied to callers of high demand.

67. ASB satisfaction is showing signs of stabilising at 72% over the last four months which has halted the reducing trend that had been evident over the preceding two years.

68. As the Panel will be aware, the PCC has already highlighted some of his concerns regarding ASB and as well as already taking an active interest in this area, will continue to monitor this with the Chief Constable at the Strategic Assurance Board meetings moving forwards.

Data Quality and Crime Recording Integrity

69. The findings of the in-house internal audit team are presented at the Force Performance Delivery Group (PDG) meetings and recent meetings have reported that crime recording standards and the timeliness of recording are being maintained and in some cases show signs of improvement.

70. A "No Crime" decision occurs when a report of an incident is received and initially a crime number is issued and subsequently recorded. When further information is received and it becomes evident that there has been no crime committed a decision has to be taken to remove the recorded crime status or "no-crime" the incident. There needs to be sufficient additional verifiable information recorded on the incident log to justify this decision being taken. Audits of "No-Crime" decisions show good levels of crime recording and increased additional verifiable information, which is the additional information needed from any incident or call which is sufficient to evidence the fact that no crime has been committed.

71. There are known issues relating to the incomplete flagging of crimes with appropriate markers for metal theft, cyber enabled crime and other flags which it is anticipated will improve with the introduction of the web form, which enables more straightforward inputting of crime details onto NICHE.

72. Another area that has exposed some data inaccuracies is the work to implement a system for data reporting to the Home Office through a Data Hub, particularly in relation to inconsistent dates. Work has already started on addressing these.

73. The levels of crime recording as audited by the Force are regularly monitored and the desire to have crime recording accuracy as high as possible is made clear by the PCC through the Performance Delivery Group and Strategic Assurance Board. This is an area reviewed and investigated by HMIC and work is taking place regionally to ensure that all Forces record information in NICHE consistently.

Implications

Financial: None

Legal: The Police and Crime Commissioner has a duty to hold the Chief Constable to account for the delivery of the Police and Crime Plan and also the provision of an effective policing service.

Equality Impact Assessment: The current Police and Crime Plan has an Equality Impact Assessment and there will be a full Equality Impact Assessment undertaken on the new Police and Crime Plan when developed.

Risks and Impact: None identified.

Link to Police and Crime Plan: Performance in included in the new Police and Crime Plan.

List of Appendices

None applicable to this report

Persons to Contact

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