

ANNEX II - POLICE AND CRIME PLAN STATEMENT

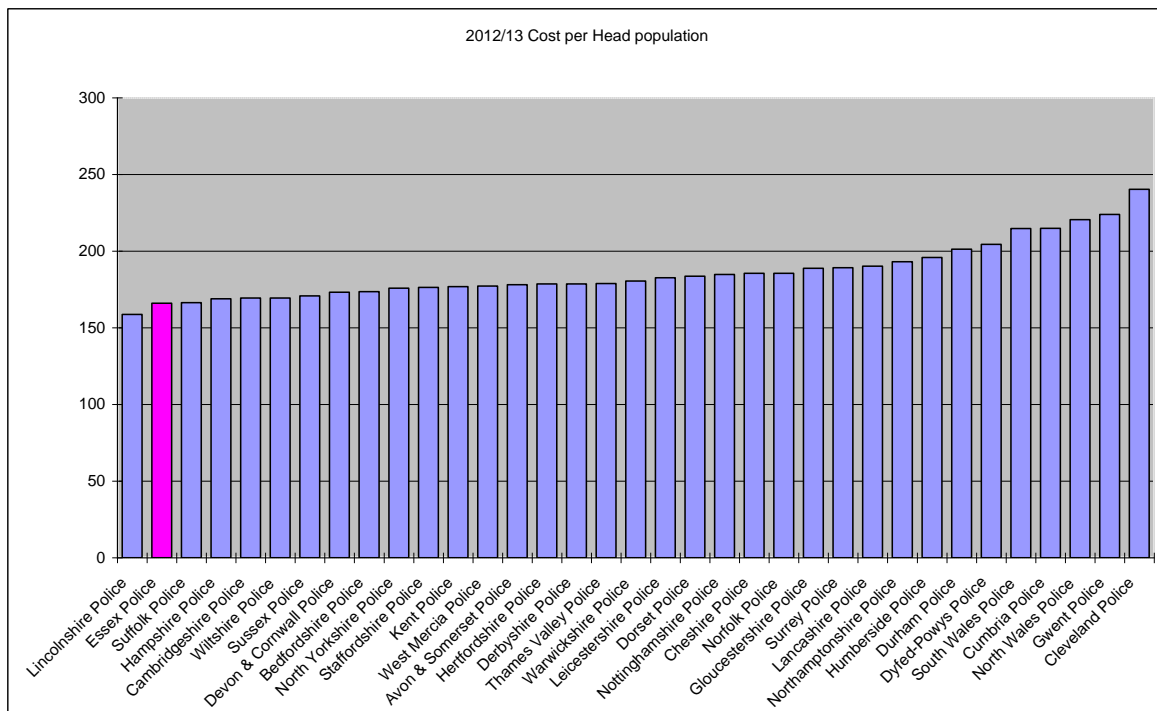
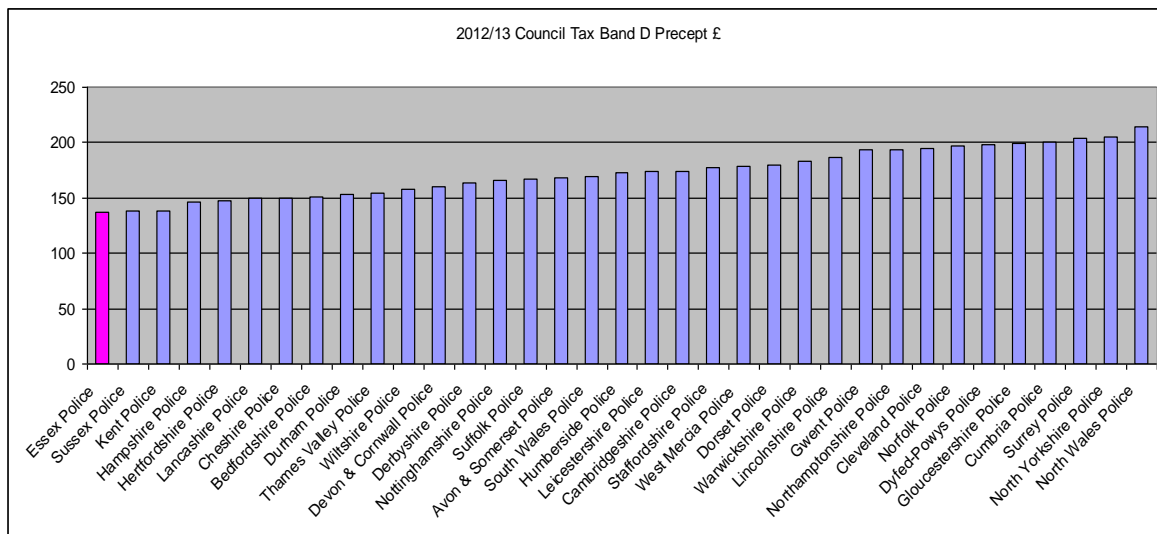
9. PURPOSE & INTRODUCTION

- 9.1. This Annex provides an insight into the first Police and Crime Plan for Essex (the Plan), the draft of which will be issued for public consultation by 25th January. It is recognised that while legislation requires the PCC to produce a Police and Crime Plan, it would be more appropriate to consider the plan as a police and crime reduction plan. The draft plan will be considered by the Police and Crime Panel (PCP) on 21st February before the final version is published by the Police and Crime Commissioner (PCC) before 31st March.
- 9.2. In the Plan, the PCC sets out the areas of focus that the Chief Constable will be required to deliver throughout the duration of the Plan. It will also include the PCC's aim to address wider community safety and victim support responsibilities, working even closer with partners and the wider community.
- 9.3. The first Plan will continue to develop during 2013-14. The time scale between the PCC taking up office on 22 November 2012 and the publication of the Plan leaves too little time for the PCC to fully engage on the considerable number of service priorities and community initiatives. There is, however, sufficient early agreement between all parties who have been consulted to set a meaningful first plan and to propose a budget and precept for 2013/14.
- 9.4. The Force is half-way through the current Spending Review period, ending in March 2015 that has required the achievement of a recurring £42.2m saving. Plans are in place to achieve the required savings but there are considerable uncertainties for 2014/15, both in likely cost pressures and to Government funding. The financial challenges for 2014/15 may well increase indicating the need for prudence and careful risk management. Growing the precept from what is currently the lowest in the country to a more responsible level is part of that prudence and risk mitigation.
- 9.5. The Police and Crime Plan currently being prepared covers the following aspects:
 - i. The PCC's areas of focus
 - ii. The policing that the Chief Constable is to provide
 - iii. The financial and other resources to be provided to the Chief Constable
 - iv. How the Chief Constable will report to the PCC on the provision of policing
 - v. How the Chief Constable's performance will be measured
 - vi. The crime and disorder reduction grants which the PCC will allocate
- 9.6. The Plan envisages real opportunities in bringing delivery of policing services and associated support, with priorities based on local needs, much closer to the community in each District. A 2013 programme of community engagement and public events has started. This programme will continue to not only inform but also to shape the delivery of the Plan.

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10. CURRENT FINANCIAL CHALLENGES

- 10.1. The current financial challenges are highlighted in Annex I for the Plan statement. It is worth emphasising the following points.
- 10.2. The former Essex Police Authority had a strategy and programme of work designed to maximise the number of front line police officers at the same time as minimising the cost to the local tax payer. This strategy was successfully achieved and, in comparison with other shire forces, the impact can be illustrated with two main measures.



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- 10.3. In short, Essex has had a very low cost profile but nevertheless managed to employ a greater proportion of officers comparative to its council tax resources. If the precept level in Essex was at the average level, not the lowest, there would potentially be an additional 470 police officers employed.
- 10.4. The current and future financial context and policing demand has now entered a new era. There is a continuing downward trend in government grant resources and the ability to raise additional Council Tax income is constrained. The only option the PCC has is to raise the precept and move towards an average precept to maintain the current level of policing services.
- 10.5. The Government's provisional grant settlement recognises that Forces with a precept level in the bottom quartile are particularly disadvantaged in not being able to raise council tax receipts. As such, Essex will be able to draw on additional resources by increasing its precept by a Band D equivalent of up to £5 per annum. This amounts to a maximum precept increase of up to 3.6%, which is 1.1% above the 2.5% precept increase assumed in the Medium Term Financial Strategy (MTFS).
- 10.6. One significant policy change for 2013/14 is the redirection of Community Safety Funding from local authorities to PCCs for crime reduction initiatives such as those associated with drugs, alcohol and reoffending. These funds also support some victims' services. For Essex this amounts to £1.246m, compared with £1.374m in 2012/13.

11. POLICE OPERATIONS

- 11.1. The PCC will hold the Chief Constable to account for the delivery of crime reduction in Essex and for the financial performance of the force.
- 11.2. The Police Reform and Social Responsibility Act 2011 ensures the operational independence of the police by outlining the responsibilities of the Chief Constable in retaining direction and control of the Force's officers and staff.
- 11.3. The Chief Constable has responsibility for managing within the budgeted resources allocated by the PCC. The inherited MTFS sets out to save £42.2m by the end of the current four year Spending Review ending 2014/15 in order to achieve a balanced budget for each financial year. This plan assumed steady council tax precept increases and significant support from revenue reserves.
- 11.4. It is anticipated that the Force will manage within the limits set by the current MTFS for 2013/14. The position for 2014/15 is less certain; it will be affected by the second Spending Review as well as by cost pressures.

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- 11.5. The Force may well also face increased and changing demands, such as those resulting from major developments along the Thames corridor and the expansion of Southend Airport. Essex Police will reshape its services accordingly as well as in response to local crime trends. The Force must also retain the capacity to invest in new initiatives, whilst improving accessibility to local policing services
- 11.6. One example is an early review of the buildings owned by the force which will be undertaken to ensure that accommodation is fit for purpose in the context of diminishing resources available to the Force. There will be both challenges and opportunities over the period of the Plan.

12. AREAS OF FOCUS FOR THE POLICE AND CRIME COMMISSIONER

- 12.1. The impact of crime on our communities can be significant. The public can either be victims of crime themselves, know someone affected by crime or be living in fear of crime.
- 12.2. The Plan seeks to focus on those areas that are a particular problem in Essex or underpin wider crime trends and to produce clear outcomes. These areas of focus are currently being tackled by police and a range of partners, and the ambition is to make greater use of partnership work in reducing crime. The demands on the PCC to support these initiatives will exceed the Community Safety Funding available. The PCC is therefore seeking additional resources through the precept both to redress reductions in grant in 2013/14 and to facilitate new partnership working to achieve effective crime reduction.
- 12.3. There are particular areas of focus within the Plan:

Reducing domestic abuse

- 12.4. The volume of domestic abuse incidents in Essex remains at worrying levels, with an estimated 44,000¹ victims each year. The two high profile cases recently reviewed by the Independent Police Complaints Commission (IPCC) shone a stark light on the issue of domestic abuse and the police response. Police initiatives since those incidents have informed our understanding of the issues and encouraged more reporting of incidents by victims.
- 12.5. The scale and impact of domestic abuse is complicated by historic under reporting. Improving systems have resulted in a rise in reported domestic abuse figures and they may well grow further. They show that victims are more prepared to report the crime, which is to be welcomed.
- 12.6. The Plan will require a strong focus from Essex Police on continually improving their response to domestic abuse incidents, and the investigation of offences, with a clear focus on reducing harm to victims.

¹ Home Office figures as reported to Safer Essex showing the total figure of incidents. Essex Police attended nearly 29,000 incidents of domestic abuse in the 12 months to March 2012 (Force Strategic Assessment).

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- 12.7. Tackling the issue clearly requires a multi-agency response and a strong focus on supporting victims. Services such as the Multi-Agency Risk Assessment Conferences (MARAC) have an important role in achieving this. There will therefore be close working with the Whole Essex Community Budget Programme, aiding the delivery of a multi-agency strategy through a lead role in joint agency commissioning.

Reducing youth offending and re-offending

- 12.8. Young people who enter the criminal justice system (CJS) can face a bleak future. Many come from troubled backgrounds, have been excluded from school, grown up in care, or have experienced physical or sexual abuse.² There are often links to drug, alcohol and mental health problems.
- 12.9. Evidence strongly suggests that early identification and intervention is more effective at reducing offending and anti-social behaviour, than intervention when the behaviour is established and entrenched.
- 12.10. There will be a focus on preventing young people entering the CJS. When young people are involved in low-level crime or anti-social behaviour, the aim should be to intervene effectively and create the opportunities for a life away from crime. But for some offenders firm punishment will be necessary. The PCC will encourage the CJS to ensure punishment is swift and sure.
- 12.11. The PCC would look to support new and existing early intervention initiatives, which seek to educate younger children about the impact of crime and offending. Established programmes such as 'Crucial Crew' and new initiatives such as 'Only Cowards Carry' are two good examples.
- 12.12. The PCC will support those services which help young offenders to break the cycle of re-offending. Initiatives such as the Integrated Offender Management (IOM) utilises a multi-agency approach to identify those repeat offenders causing the most damage to their communities, and to reduce the likelihood of further crimes being committed. An integral part of the IOM programme is supporting offenders who have drug or alcohol dependencies.

Tackling the consequence of drugs, alcohol abuse and mental health problems

- 12.13. Excessive alcohol consumption is often linked to adverse social consequences, most notably alcohol-related crime, dysfunctional families and domestic abuse.
- 12.14. Alcohol and drugs misuse fuel certain types of criminality, including serious violence. Tackling drug and alcohol abuse in conjunction with partners will bring considerable social benefits, including a positive impact on crime and disorder.
- 12.15. While it is acknowledged that significant income is generated by the night-time economy, innovative ways will be sought to address the adverse effects and to reduce the demands on the police and other responders. The PCC will ensure a

² HM Inspectorate of Prisons and Youth Justice Board (2009) Children and young people in custody 2008-2009.

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greater level of shared responsibility in tackling this issue, particularly with the hospitality industry and shops selling alcohol.

- 12.16. At a district level, encouraging work is taking place involving the police, partners, volunteer sector and local businesses. Initiatives such as SOS buses and street pastors are helping to make our towns and city safer places to be at night. The Plan will expect the police and partners to identify and implement further suitable local initiatives to tackle the issue.
- 12.17. Many prolific offenders are drug users and carry out thefts and burglary to finance drug habits. Services such as the Drug Interventions Programme (DIP) are vital to helping drug-misusing offenders out of crime and into treatment and other support.
- 12.18. Tackling drugs is a complex issue which involves many agencies and organisations. Over the coming year, the PCC will review this area more thoroughly, identifying new and cross-cutting approaches to deal with the issue and consequences of drug misuse.
- 12.19. While it is important to tackle drug-related crime, Essex Police will continue to target the illegal supply of drugs and to seize the funds and assets from those involved in such criminality.
- 12.20. The Plan will identify the need to take forward the Public Health and Wellbeing agenda, enhancing links between the police, partners and the health sector and in particular those responsible for Mental Health provision.

Improving Crime Prevention and Removing the Opportunity for Re-Offending

- 12.21. The impact of crime on individuals, families, communities and the local economy can be significant, leading to both emotional and financial consequences.
- 12.22. The Plan will require the continuing engagement of Essex Police in prevention activities in each policing district – including Beat Surgeries, Neighbourhood Action Panels and Watch Schemes – helping to reduce crime and the fear of crime.
- 12.23. The PCC will investigate new and innovative ways of using the Special Constabulary to support all areas of crime reduction. This might include dedicated support to rural areas and utilising the professional skills of Specials in specialist investigations.
- 12.24. The Plan will encourage the growth in the number of households supported by Neighbourhood Watch schemes, allowing individuals to take a more active role in protecting their communities. Other watch schemes will also be encouraged.
- 12.25. The PCC will support awareness campaigns to help educate people on how they can prevent crimes happening to them such as burglary, theft from vehicles and online fraud.

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12.26. The PCC will also host Business and Rural Forums with the police, partners and the business and rural communities, to look at the specific issues affecting these areas and identify actions to address them.

Increased Levels of Efficiency through Collaborative Working and innovation

12.27. The PCC will hold the force to account against the efficiency savings identified in the current MTFS.

12.28. The PCC will review in detail how and where other savings can be made. In particular the PCC will:

- i. Engage with other commissioners around the country to look at further opportunities for collaboration and rationalisation
- ii. Support existing and further collaboration with other forces, in particular the Eastern Region and Kent
- iii. Benchmark Essex Police Support and IT Services, to ensure they are highly competitive against both the public and private sectors
- iv. Review capital reserves to identify ways to invest to drive further efficiencies in support of front-line services

12.29. The PCC will encourage the force, partners and wider community to identify innovative solutions to drive both efficiency and effectiveness, particularly in areas such as technological enhancements.

12.30. The PCC will support the Whole Essex Community Budget Programme by encouraging a 'whole system' approach, to avoid duplication and inconsistencies across public service agencies.

Supporting Victims of Crime

12.31. Victims of crime, their family and friends, go through a difficult period of adjustment following a crime. The most serious crimes can affect whole communities. Serious sexual offences often have a long term profound impact on victims. Whether a person has been the victim of an assault, had their house broken into, or suffered at the hands of a bogus caller, the impact of the crime can be traumatic.

12.32. The Plan will seek to reduce the victimisation of vulnerable people by ensuring the police and partners are working together effectively to identify and support the most vulnerable, particularly in areas concerning mental health problems, anti-social behaviour and hate crime.

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- 12.33. The Plan will ensure victims' voices are heard. Victims are often best placed to provide insight into the effectiveness of the criminal justice system and can help to shape service delivery in this important area. The PCC will gather these experiences and help to identify ways of improving the overall service victims receive.
- 12.34. The Plan will look to the police to improve their services to victims. The force has a comprehensive programme of survey activity which helps to identify the issues that concern the public and how well they think we are dealing with them. The PCC will want to see how this information is being used and ultimately, how it is improving the services that victims receive.
- 12.35. The PCC will encourage the force to work more collaboratively with both statutory and voluntary partners, to better understand victims' needs and support them through the criminal justice process. This will also help to ensure repeat victims have the confidence to report crimes.

Improving road safety

- 12.36. Essex has some of the busiest roads in the country, including sections of the M25 and M11 motorways. Last year there were over 700³ serious collisions on Essex roads. Whilst the numbers of those killed or seriously injured on the road has fallen significantly since 2006, this figure is still too high. Road accidents are one of the biggest killers in Essex, which is why road safety will remain a key area of focus.
- 12.37. The Plan supports road safety enforcement tactics such as speed cameras and targeted police operations, particularly in those areas of greatest risk, to help deter dangerous driving and anti social use of the roads to reduce collisions. In addition, many road traffic offences now have the option of education and driver intervention courses, as opposed to prosecution - an approach which the PCC supports.
- 12.38. The Plan supports efforts to change driver behaviour in the long term through awareness and education, with a particular focus on those at greatest risk, such as young drivers and motorcyclists as well as parents and passengers. There will be encouragement with the insurance sector and changes to training and new driver restrictions will be supported.
- 12.39. The Plan provides a level of reassurance to the public that the issue of speeding is being dealt with sufficiently. The PCC will be working closely with Essex Casualty Reduction Board partners, promoting and publicising the impact of local initiatives such as Community Speed Watch campaigns, whilst encouraging more community-based schemes supported by volunteers.

³ Force stats

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13. POLICE AND CRIME COMMISSIONER'S APPROACH

13.1. There are a number of dimensions to the PCC's approach:

- Ensuring the police meet the needs of the people of Essex
- Balancing local against national demands
- Partnership working
- Community Safety and Crime Reduction Initiatives
- Public Accountability

Ensuring the Police meet the needs of the people of Essex

13.2. Essex is a large and complex county with varying demographics. This divergence across districts confirms that a 'one-size fits all' style of policing is a not suitable approach for the county.

13.3. While maintaining front line policing is a common priority, the police must have the flexibility to respond, as they see fit, to new and emerging local issues. Each police district will be required to prepare a plan that sets out local areas of concern with appropriate measures targeting specific neighbourhood issues.

13.4. Community Safety Partners (CSPs) also have a statutory role in addressing crime and safety issues at a district level. The PCC will build on these structures, looking to both the CSPs and police to demonstrate how local issues are being identified, responded to, and the impact this is having.

Balancing local against national demands

13.5. Many of the issues the police are faced with can be tackled locally, but there are some which extend beyond force boundaries. National threats can require a coordinated response in which resources are brought together from a number of police forces.

13.6. The Plan will have regard to the Strategic Policing Requirement which has been set out by the Home Secretary. This identifies the national threats that the police must address and the appropriate national policing capabilities in areas of terrorism, civil emergencies, organised crime, public order and large-scale cyber incidents.

Working with Partners

13.7. Numerous agencies and organisations are involved with tackling the causes and consequences of crime. While the police have a clear responsibility in enforcement, it is clear that no single agency or organisation can effectively deal with, or be responsible for dealing with, these complex community safety and crime problems. A wider range of partners and sectors, as well as the public themselves, also have a role to play.

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- 13.8. Continued partnership working and cooperation is central to the PCC's role. Both at county level and locally, the PCC will seek to build on existing mechanisms, championing joint working and drawing together representatives from across multiple agencies including police, criminal justice, community safety partnerships, health and education, to tackle crime issues and ensure effective and efficient delivery of services.
- 13.9. In response to this, partners should be able to evidence their outcomes, while offering up more opportunities for more joint working, sharing good practice, and ensuring resources are being used effectively and efficiently.
- 13.10. Effective partnership working will not be limited to the public sector organisations. There is a clear role for both the business and the third sectors to help deliver services in a more innovative and efficient way.
- 13.11. In order to work even more effectively with partners, access to pump priming funds can be highly effective. The proposed precept includes a provision for £500k for new crime reduction initiatives that the PCC will use to reduce crime, prevent harm and support victims.

Community Safety Fund

- 13.12. To support the PCC achieve his wider community safety priorities, he will be responsible for commissioning services and initiatives through the Community Safety Fund. This is a single new fund that can be used to invest in crime reduction and community safety activities. This approach will also enable the greatest flexibility around the use of resources, driving more efficient partner working and ultimately achieving better outcomes for Essex.
- 13.13. The PCC will work closely with the Whole Essex Community Budgets programme to ensure that crime reduction and victim support initiatives are closely aligned with Community Budget initiatives.

Public Accountability

- 13.14. The PCC will be visible and vocal in raising issues relevant to crime, crime reduction, public safety and support for victims across Essex.
- 13.15. The PCC will engage with police, partners and public at a district level. At least two public meetings a year will be held in each district, drawing together representatives from policing, CSPs, the voluntary sector and local MPs and councillors. The PCC will use these meetings to review district crime and anti social behaviour, challenge police and partner agencies and engage the public in the task of keeping their communities safe.
- 13.16. The Plan will ensure relevant data and information about crime and policing in Essex is transparent to the public, feeding back on concerns raised and improvements achieved.