

NORFOLK POLICE AND CRIME COMMISSIONER

ANNUAL REPORT

2015/16

INTRODUCTION

This is my first annual report as your newly elected Police and Crime Commissioner (PCC); however, it is only right that I recognise and highlight some of the achievements made during 2015/16, my predecessor's final year in office.

Overall performance against the police and crime plan during 2015/16 showed positive progress, with the Constabulary continuing to reduce levels of Anti-Social Behaviour (ASB) in the county. Norfolk Constabulary underwent a number of external inspections by Her Majesty's Inspectorate of Constabulary (HMIC) on its policing services; credit must go to all those involved across the Constabulary as it was found to have performed well, receiving two 'good' and one 'outstanding' gradings.

Work on a number of pioneering projects to reduce reoffending began in 2015 and the Office of the Police and Crime Commissioner (OPCCN) continues to drive forward the rehabilitation strategy; actively seeking to reduce demand on front line services and diverting the vulnerable away from crime. Services to help reduce vulnerability and support victims were among those commissioned and delivered by the OPCCN. Victims must continue to be at the heart of what we do.

Whilst progress was made in a number of areas there is obviously still more to do, for example, on reducing the number of road traffic incidents in the county and increasing detections of domestic abuse and serious violent crimes, which I will continue to scrutinise and monitor over the next four years.

The national policing landscape continues to change with more crimes such as cybercrime, fraud and child sexual exploitation (CSE) increasing on a daily basis. These types of offences are complex and as such require a complex and specialist policing response.

The threat of terrorism and the capacity and capability of the policing service to respond to such threats is kept under constant review and the police and crime plan places the onus on me as PCC to ensure that the Constabulary can respond to these national threats.

Even though the Comprehensive Spending Review (CSR) in November 2015 protected further cuts for policing, the pace of crime changing is accelerating with more complex investigations to more complex crimes requiring a policing service. These types of crime investigations are expensive but necessary so it is only right that Norfolk Constabulary continues to look for new ways of working within a tightened financial landscape.

In order to plan for the future, Norfolk Constabulary has launched a review outlining the long-term vision for policing in the county for 2020 and beyond. The plan is called Norfolk 2020 and it will establish what core policing services can be delivered and in what way with a significantly reduced budget and workforce.

My role is to monitor the progress the Constabulary is making with the Norfolk 2020 plan and to ensure that the public's views around policing are captured and translated into actionable priorities whether this is to reduce crime, prevent crime or address the perceptions of crime.

As your newly elected Police and Crime Commissioner, one of my first duties was to consult with the people of Norfolk, including partners and victims of crime, to obtain their views on policing priorities for Norfolk. My public consultation closed on the 12 August and I am now in the process of analysing the results to help inform my new police and crime plan, which will be presented to the Police and Crime Panel in September.

I strongly believe that every man, woman and child should have a voice when it comes to policing and crime in Norfolk and I look forward to hearing your views over my term in office. You can monitor my performance by attending any of my public meetings, or reviewing my annual and performance reports that will be available on my website <http://www.norfolk-pcc.gov.uk>.

POLICE AND CRIME PLAN PERFORMANCE

This section provides you with an update on performance against the three strategic objectives set within the current police and crime plan. The plan is under review and a new set of strategic objectives and priorities will be published after September 2016.

Strategic Objectives:

- 1. REDUCE PRIORITY CRIME, ANTI-SOCIAL BEHAVIOUR (ASB) AND REOFFENDING**
- 2. REDUCE VULNERABILITY, PROMOTE EQUALITY AND SUPPORT VICTIMS**
- 3. REDUCE THE NEED FOR SERVICE THROUGH PREVENTATIVE AND RESTORATIVE APPROACHES AND JOINED UP WORKING WITH PARTNERS, PROTECTING THE AVAILABILITY OF FRONTLINE RESOURCES**

Priority crime refers to offences such as burglary dwelling, burglary non dwelling, criminal damage, violent crime and vehicle crime.

The Constabulary did not meet its performance target of reducing priority crime by 31 March 2016. However, several of the priority crime types (including burglary dwelling) have reduced over the duration of the plan with less than four burglary dwellings being reported a day in the county.

Changes to crime recording standards has placed a requirement on the Constabulary to record instances as violent crime which traditionally would not be classified as such. This change has also accounted for the Constabulary's inability to reduce overall priority crime.

Preventing and fighting crime will remain a strategic focus for the PCC over the next four years.

Instances of ASB in the county continue to reduce and the Constabulary has met its police and crime plan target to reduce ASB.

Norfolk Constabulary received an outstanding grading in their HMIC PEEL¹ inspection for preventing crime and ASB and keeping people safe.

Partnership working is key to continuing to tackle ASB and the PCC is committed to ensuring that engagement becomes even more effective and build on those existing platforms.

The PCC's role has been instrumental in devising and driving both policy and multi-agency responses to prevention and rehabilitation of offenders in the county.

The PCC chairs the Norfolk Rehabilitation of Offenders Board and has a multi-agency rehabilitation strategy that covers each rehabilitation pathway.

There is a wide range of commissioned services and intervention that have been put in place to support those at risk of offending, or who have already offended.

The PCC's office is leading on a range of pioneering projects to reduce offending and support vulnerable and unsupported population groups including female offenders.

The Gateway to Employment (GtoE) scheme was launched by the PCC in December 2015 which is a new initiative that provides an innovative partnership between the PCC's office and the Department of Work and Pensions which is aimed at increasing job opportunities for ex-offenders.

¹ Police Efficiency, Effectiveness and Legitimacy HMIC assessments

The PCC has a vital role to play as the ‘victim’s champion’ and is responsible for commissioning services to enable victims to cope and recover in the aftermath of a crime.

The PCC has been responsible for delivering a number of victim’s services which went live on 1 April 2015 which include:

- A new and enhanced victim’s assessment, referral and support service for Norfolk which is provided by Victim Support
- Specialist services for victims of domestic abuse and sexual violence, including a new independent domestic violence advocacy service which is provided by Leeway.

To promote equality and help eliminate discrimination, the PCC monitors how what they and the police do affects Norfolk’s communities, working with local people to explore their views and experiences. The PCC has supported independent panels of community advisors who give their perspective on crime and policing issues with the aim of helping us all better understand the needs and experiences of the county’s diverse groups.

Throughout the course of the year, the PCC has received regular updates from the Chief Constable on the work of the Constabulary on delivering against its own equality commitments. The updates received have included statistics on the police use of Stop and Search powers and hate crime reporting figures and associated action plans.

PCC YEAR 2015/16

APRIL PCCs take on responsibility for providing support services for victims of crime	MAY Survey launched with partners asking for people’s views of domestic abuse to help improve services for victims	JUNE Crack down launched on cybercrime	JULY Crime Recording examples of incidents the county’s police are having to record as violent crimes
AUGUST Ministry of Justice (MoJ) launch the Victims’ Information Service	SEPTEMBER Stop and Search under scrutiny – who is being stopped, where it is taking place, how many result in an arrest	OCTOBER OPCCN hosts stage of ‘Walk of Britain’ in support of veterans in custody	NOVEMBER Restorative Justice week supported by the OPCCN
DECEMBER Norfolk Constabulary rated ‘Good’ in national HMIC inspection on protecting the vulnerable	JANUARY Women at risk of offending receive better support in Norfolk after successful Ministry of Justice funding bid	FEBRUARY Support for Sexual Abuse and Sexual Violence awareness week	MARCH Norfolk Constabulary officially welcomes Norfolk Fire and Rescue Service collaboration of shared headquarters

COLLABORATION

The PCC is a member of the Norfolk and Suffolk Collaboration Panel who meet on a regular basis to consider issues of mutual interest and discharge the governance responsibility of the Police and Crime Commissioner in relation to collaboration between Norfolk and Suffolk.

In addition to the Norfolk and Suffolk collaboration programme, the PCC is also a member of the Eastern Region Alliance Summit which includes Suffolk, Cambridgeshire, Bedfordshire, Hertfordshire, Essex and Kent.

Successful and effective collaboration with other forces in our region is pivotal in providing efficient and effective services given the financial challenging times we face.

There are some other examples of effective collaboration in Norfolk which includes closer working between Norfolk Constabulary and the Norfolk Fire and Rescue Service who have now joined together the accommodation between both senior management teams to share one headquarters at Police Headquarters in Wymondham.

The aims of this move are to establish a more joined up approach between the two blue light services, deliver an improved service to Norfolk's communities and simultaneously provide savings for taxpayers.

NORFOLK 2020

As the financial constraints become ever tighter for the police service, Norfolk Constabulary launched a fresh review in September 2015 to provide a long term vision for policing in the county for the next four years and beyond.

The review is called 'Norfolk 2020' and it will establish what core policing services can be delivered – and in what way – with a significantly reduced budget and workforce.

Some of the areas in focus include local policing which includes response and Safer Neighbourhood Teams (SNTs) as well as roads policing and criminal investigations. The review also looks for new ways to strengthen and broaden collaboration with partner agencies and the voluntary sector and to capitalise on advances in technology, including digital and social media, to provide access to information or deliver services in a new way.

Joint working with Suffolk Constabulary has already saved £24.3m for the two forces however; there is still a significant shortfall to achieve the savings required by March 2020.

The PCC's role is to monitor the progress the Constabulary is making with the Norfolk 2020 plan and to ensure that the public's views around policing are captured and translated into actionable priorities whether this is to reduce crime, prevent crime or address the perceptions of crime.

CONSULTATION

The OPCCN has robust arrangements in place to enable the PCC to consult with the people of Norfolk in a meaningful way, which gives people genuine influence about policing and crime in their county.

During 2015/16, the OPCCN consulted on the amount people were prepared to pay for their police force through their Council Tax in the form of the annual precept.

A total of 2,321 responses were received from across Norfolk. Of those responses, 1,491 (64%) said they would support a 2% increase, with 830 (36%) saying they would support a freeze.

The OPCCN has more recently run an 8 week consultation asking the public, partners, police and victims of crime to help set the policing priorities for the next four years.

More than 3,000 responses were received. Whilst the PCC welcomes the number of responses and thanks those who took part, the PCC strongly believes that we can do even more in terms of our consultation and engagement work and wants to make sure we reach as many people as possible and provide them with enough quality information to allow them to make informed judgements and decisions. Allowing people to have a voice is, to Lorne, one of the most important roles of a PCC.

COMMISSIONING

The police and crime plan identified four themes that were complemented by the OPCCN's Commissioning Strategy, these were:

- Supporting Victims and Witnesses
- Domestic Abuse and Sexual Violence
- Rehabilitation and Prevention of Offending
- Mental Health, Drugs and Alcohol

In total approximately 51 grants were administered by the PCC's office during 2015/16 where funding was provided under the OPCCN Commissioning Budget (£1m) and MoJ Victims Grant (£1m) in response to the police and crime plan. Organisations delivered a range of services from support, mentoring, counselling as well as preventative services. Service providers were a mix of local and national providers.

Highlights include:

LEAP (charity) who support disadvantaged people in Norfolk who have complex needs (substance misuse and alcohol, homeless, ex-offenders, vulnerable) back into education and employment through a variety of programmes including Flourish and the Feed. Through the Enhanced Offender Employability programme, 44 clients were supported and 152 hours of one to one coaching was delivered with 17 clients gaining work experience, five into volunteering and nine clients moving back into paid employment.

Sue Lambert Trust (charity) who support adult victims of sexual abuse (current or historic). During the last financial year the trust has delivered a total of 4,112 counselling sessions and 64 one-to-one support sessions. Throughout Norfolk, 77% of clients are seen at the Norwich base, 17% in Great Yarmouth, 2% in Kings Lynn and 4% in Thetford.

Herring House (charity) who support the homeless with complex needs, many of whom have substance misuse and alcohol addictions. This organisation is funded under the Substance Misuse and Alcohol Fund and this has enabled them to support 118 clients at their centre based in Great Yarmouth where they provide outreach sessions to individuals with dependency issues. The group works closely with the Great Yarmouth Housing First Group where hard to reach clients are provided with housing first, then receive wrap around support treatment services.

In addition to this, the Norfolk PCC's office was chosen to administer and manage a national fund (England and Wales) on behalf of the Home Office for Victims of Childhood/Adult Sexual Abuse in response to the increase in demand for third sector support services for these victims. This fund totalled £4.85m and was distributed across 88 projects.

HOLDING THE POLICE TO ACCOUNT

The PCC has a statutory responsibility to oversee the performance of Norfolk Constabulary, and holding the Chief Constable to account for the delivery of effective policing in the county on behalf of the public.

The PCC regularly holds a public meeting; the Police Accountability Forum (PAF) where a wide range of reports are presented and performance is challenged.

Over the past twelve months, the PCC has received reports on the following areas:

- finance and budget monitoring
- strategic performance against police and crime plan objectives
- criminal justice reforms
- equality, diversity, hate crime and stop and search reports
- human resources overviews
- public complaints and professional standards performance
- health and safety reports
- information technology updates
- estates strategy updates
- procurement and supplies updates
- transport services updates

The PCC is committed to being open and transparent and all meeting papers are published on the OPCCN website <http://www.norfolk-pcc.gov.uk>

POLICING PERFORMANCE

In monitoring Constabulary performance aside from the Police Accountability Forums the PCC will also utilise evidence collated by external stakeholders such as Her Majesty's Inspectorate of Constabulary (HMIC) or the Independent Police Complaints Commission (IPCC).

HMIC independently assesses police forces and policing activity in the public interest. Their inspections are wide ranging from neighbourhood policing to serious and organised crime and the fight against terrorism.

The PCC has a statutory responsibility to provide a response to HMIC inspection reports and will also monitor progress by the Constabulary on any improvement recommendations made by HMIC.

During 2015, HMIC undertook their Police Efficiency, Effectiveness and Legitimacy assessments (PEEL) in addition to their thematic inspection reports.

Norfolk received the following grading's from the last set of PEEL inspections:

HMIC PEEL Effectiveness – Norfolk graded as 'good' overall

HMIC PEEL Efficiency – Norfolk graded as 'outstanding' overall

HMIC PEEL Legitimacy – Norfolk graded as 'good' overall

For more information on the HMIC inspection programme and accessing Norfolk reports, please go to the HMIC website <https://www.justiceinspectorates.gov.uk/hmic>

The IPCC's remit is to oversee the police complaints system in England and Wales and sets the standards by which the police should handle complaints. It is independent, making its decisions entirely independently of the police and government.

For more information on the IPCC and access to their national complaints statistics please go to the IPCC website <https://www.ipcc.gov.uk>

The police and crime plan set nine specific policing priorities and performance is outlined below:

Indicator	Baseline Figure 2011	PCP Objective (12 months to end March 2016)	12 months to 31 st March 2016 (unless otherwise stated)	Has the objective been met?
Priority Crime ^{2*}	11,530	9,455	10,021	<input type="checkbox"/>
ASB	49,864	29,918	20,868	<input checked="" type="checkbox"/>
Domestic Solved Rate*	50.2%	55.0%	38.4%	<input type="checkbox"/>
Serious Sexual Solved Rate	32.6%	35.0%	25.5%	<input type="checkbox"/>
Serious Violent Solved Rate	59.0%	68.0%	47.2%	<input type="checkbox"/>
Night time Economy Violence	531	450	656	<input type="checkbox"/>
Killed and Seriously Injured Collisions	282	320	321	<input type="checkbox"/>
Victim Satisfaction	74.2%	80.0%	75.8% ³	<input type="checkbox"/>
IOM 180 Scheme Reduction in Reoffending Rate ^{4*}	N/A	50.0%	52.3%	<input checked="" type="checkbox"/>

* Data to 19th October 2015 - Greyed cells were unaffected by the migration to Athena.

During October 2015, a new police ICT system was introduced called ATHENA. There have been issues with extracting accurate performance data from the system and as a result the policing performance that can be reported on against the policing objectives in the police and crime plan has been limited.

The progress of the ATHENA project is regularly reported to the PCC at the Police Accountability Forums and you can review these reports by accessing the OPCCN website: <http://www.norfolk-pcc.gov.uk>

HOLDING THE POLICE AND CRIME COMMISSIONER TO ACCOUNT

The Norfolk Police and Crime Panel's role is to hold the Norfolk Police and Crime Commissioner to account by scrutinising and supporting the work of the PCC and how they discharge their statutory responsibilities.

The Panel will question the PCC on their progress on holding the Chief Constable to account, scrutinise any proposed council tax precept increases, as well as contributing to the

² Priority crime refers to offences specified as priorities in the Police and Crime Plan (burglary dwelling, burglary non-dwelling, priority criminal damage, priority violence, and robbery, theft from motor vehicle and theft of motor vehicle).

³ +/- 3.7% confidence interval

⁴ Reoffending relates to priority crime only

development of the police and crime plan and progress against delivering the strategic objectives set out within the plan.

The Panel meets formally around four times a year and the meetings are held in public; the Panel has membership from the County Council, Borough, City and District Councils along with three co-opted independent members.

Further information is available on the Panel's website <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/crime-and-disorder/police-and-crime-panel>

JOINT AUDIT COMMITTEE

The Joint Audit Committee is independent of the PCC and Norfolk Constabulary. The Committee considers the internal and external audit reports of both organisations and provides advice on good governance principles and appropriate risk management arrangements.

The Committee reports on the draft Treasury Management Statement and monitors delivery of this during the financial year; members of the Committee also review the draft Annual Governance Statement and draft Statement of Accounts.

All Committee meetings are held in public and papers are published on the OPCCN website <http://www.norfolk-pcc.gov.uk>

ACCESS TO INFORMATION

Police and Crime Commissioners are required to publish certain information to allow the public to hold them to account. A consistent set of published basic information will also allow the public to compare across police areas:

- Who we are and what we do
- What we spend and how we spend it
- What our priorities are and how we are performing
- How we make decisions
- What policies and procedures we use to govern the operation of the office of the PCC
- Lists and Registers

The PCC wants openness and transparency to be at the heart of their work and will always aim to publish more than the minimum amount of information they are required by statute to publish so as to allow you to hold the PCC to account.

You can access all of the above information by visiting the OPCCN website: <https://www.norfolk.gov.uk> if you require the information in a different format then you can contact the office to arrange this.

ETHICAL BEHAVIOUR

Your PCC is committed to abiding by the code of conduct they signed upon taking up office.

The PCC is also committed to ensuring they hold the Chief Constable to account for promoting ethical behaviour and embedding the College of Policing's Code of Ethics.

The PCC monitors compliance with the Code of Ethics through the Police Accountability Forums but also through monitoring the HMIC PEEL Legitimacy inspection reports.

FINANCES

Funding for the work of the PCC and for the policing of Norfolk comes from two main sources:-

- Government grants (a police grant for day-to-day running costs and additional grants for specific purposes such as capital purchases or providing local services to support victims of crime), and
- Council Tax levied on all households in the county.

The level of grant received from the Government has been cut significantly since 2010, with further reductions anticipated over the life of this parliament. This has required the Constabulary to make annual recurring savings of £30m over the last 7 years; some £13m of this through collaboration with Suffolk Constabulary.

By 2019/20, the budget gap (excess of spending over income) is estimated to be £5.5m. The new PCC made it clear throughout his election campaign that he would not automatically increase the council tax year on year and, as part of the budget preparation process for 2017/18, he expects the Chief Constable to identify further efficiency savings along with the growth pressures. The new PCC intends to consult much more widely on the budget and council tax options in December 2016.

Both the PCC and Chief Constable are required, by law, to deliver services which are value for money. Each year the external auditor (Ernst and Young LLP), as part of the audit of the accounts, has to give an opinion on whether value for money is being achieved. Those opinions have, to date, been positive.

Norfolk Constabulary has a long history of delivering 'evidenced based' policing. This helps to ensure that value and effectiveness is obtained from the resources made available. We have strong procurement and contract management functions which are helping us to drive down the costs of goods and services.

There was a small underspending (0.6%) against the 2015/16 budget:-

	Budget 2015/16 £000	Full Year Outturn £000	(Over)/Under spend	
			£000	%
Office of Police and Crime Commissioner for Norfolk	987	935	52	5.3
PCC Commissioning (2.2 below)	1,018	799	219	21.5
Chief Constable Operational Spending (Section 3)	136,495	135,959	536	0.4
Capital Financing	10,426	10,362	64	0.6
Total Spending before use of the Budget Support Reserve	148,926	148,055	871	0.6
Contribution to PCC Reserve	0	271	(271)	
Contribution from Budget Support Reserve	(2,146)	(1,546)	(600)	
Net Budget	146,780	146,780	-	

The underspending meant that it was only necessary to draw down reserves by £1.3m instead of the budgeted amount of £2.1m.

The table below gives a high level summary of the budgets for 2015/16 and the current year.

Where the money comes from

	2015/16 £m	2016/17 £m
Government Funding	88.8	88.3
Council Tax	58.0	60.6
Approved Budget	146.8	148.9

How the money is spent

	2015/16 £m	2016/17 £m
Employees	123.7	123.9
Premises	8.9	8.9
Transport	3.9	3.6
Supplies, Services & Other	14.7	17.5
Capital Financing	10.2	10.8
Gross Spending	161.4	164.7
Other Income	(14.6)	(15.8)
Net Spending	146.8	148.9

How the budget is controlled

	2015/16 £m	2016/17 £m
OPCC	1.0	1.0
OPCC Commissioning (net*)	1.0	1.0
Operational Policing	138.0	135.0
Capital Financing	10.2	11.9
Use of Reserves	(3.4)	0.0
Approved Budget	146.8	148.9

* Gross spending (2015/16) on Commissioning is £2m as the PCC will receive a Grant of £1m from the Ministry of Justice in respect of services to victims of crime.

ENGAGEMENT

The OPCCN has successfully reinvigorated the Independent Advisory Group (IAG), seeing membership increase from five to 14. The PCC recognises the important part the IAG plays in supporting Norfolk Constabulary and there have been a number of examples where members have been able to provide community reassurance around sensitive and difficult issues, often diffusing tensions and being the crucial link between the police and communities.

The PCC has a statutory responsibility to establish and manage an Independent Custody Visiting Scheme. The PCC's responsibilities include allocating appropriate resources to this statutory function.

Early in the year, it was identified that the Scheme required a dedicated administrator to ensure that the volunteers were being supported. An ICV Scheme Administrator was appointed and is ensuring that the Independent Custody Visitors (ICVs) are well supported administratively and that their training needs are being met.

This year has seen the recruitment of new volunteers, improved working relationships between ICVs and custody staff and training for existing volunteers. The Scheme is functioning effectively, allowing the PCC to fulfil his responsibility to ensure that those held in police custody were being treated fairly and in accordance with the rules governing police custody.

The OPCCN has supported the Disability Advisory Forum over the past year and this crucial work will continue. We will also continue to offer opportunities to young people, whether it be through the national Takeover Day, work experience or through internships. Such opportunities can change lives and set young people on the path to successful careers, maybe helping them choose a future in policing, public service or criminal justice arenas.

FUTURE PRIORITIES

Your PCC has been out consulting with the public, victims of crime and key partners in the development of their police and crime plan which will set the strategic direction for the work of the PCC over the next four years.

The police and crime plan will also take account of emerging issues and trends along with external and independent inspection findings and recommendations.

The police and crime plan will be published in autumn 2016 and you will be able to monitor the PCC's progress through regular public accountability meetings with the Police and Crime Panel and through performance data available on the OPCCN website.

Public engagement and being a visible and an accessible Police and Crime Commissioner will be at the heart of this plan and the PCC has already begun a programme of accountability meetings where they hold the Chief Constable to account in public on behalf of the electorate.

New legislation will also play a part in the development of the PCC's role over the next four years and beyond. The Policing and Crime Bill is likely to receive Royal Assent in late 2016.

The Bill provides strengthened powers for PCCs in complaints handling, emergency services collaboration and local accountability and governance. The police and crime plan will take account of these changes and will also look to incorporate closer liaison with the criminal justice service as we move closer to more devolved powers.

GETTING IN TOUCH

As your PCC I am committed to being there for you. If you want to know more about the work of my office or want to get in contact you can do so in a number of ways:

Social Media

Follow us on Twitter: @NorfolkPCC

Join us on Facebook: /Norfolkpcc

Website

To access reports, find out about my statutory duties and hear about my public engagement events and opportunities for the public to meet me within the county via:

www.norfolk-pcc.gov.uk

Write to us at

OPCCN, Building 8, Jubilee House, Falconers Chase, Wymondham, NR18 0WW

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