

# **POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE POLICE AND CRIME PANEL**

Report Of	<b>POLICE AND CRIME COMMISSIONER</b>
Subject	<b>CORPORATE GOVERNANCE BOARD REPORT</b>
Date	<b>9 OCTOBER 2023</b>
Author	<b>LIZZIE STARR, DIRECTOR OF GOVERNANCE AND PERFORMANCE &amp; CLARE HORNBUCKLE, EVALUATION AND SCRUTINY OFFICER</b>

## **Purpose of Report**

1. To provide the Panel with an update of the Corporate Governance Boards held in April 2023, June 2023 and July 2023, and the oversight of Leicestershire Police performance by the Police and Crime Commissioner for Leicester, Leicestershire and Rutland and his Office.

## **Recommendation**

2. The Panel is recommended to:-
  - a. Note the contents of the report

## **Background**

3. The report of the Corporate Governance Boards held throughout April, June and July are attached in full as Appendices. These reports summarise the key areas in which the Commissioner has inspected Force performance and clearly summarises the reports presented and the Commissioners responses.
4. The report written is a summary of the meeting and has been written to improve the transparency around the accountability process and how the PCC holds the Force to account.
5. The OPCC regularly review all areas of performance across the force and request exception reports to CGB which forms the agenda and the reports subsequently presented.

## **Updates and Actions arising from the meetings**

6. As requested by the Police and Crime Panel members, please see below updates on any actions arising from these past board meetings. The July actions will be included in the next update report as these will be signed off on the 25<sup>th</sup> September.
7. Actions arising from the April CGB meetings;

- a. As per the full report, it was agreed that CC Nixon would write to all officers included in the operational summary and express appreciation and thanks – **completed**
  - b. The OPCC to produce a report for the Police and Crime Panel on the work of the Force, and OPCC in relation to Domestic Abuse and VAWG (Violence against women and girls) -**completed, on October agenda**
  - c. The annual homicide review to be brought back to CGB (Corporate Governance Board) annually – **completed, added to the forward plan**
  - d. The Chair to receive a copy of the letter referenced – **completed**
8. Actions arising from the June CGB meeting;
- a. OPCC to work with the Force to produce a public facing summary of the work undertaken in relation to the East Leicester Review – **complete, attached as an appendix**
  - b. OPCC to consider gaps in relation to specialist stalking victim support –
  - c. A further POCA meeting to be arranged to discuss and agree a proposal for the surplus money, once agreed to be brought back to CGB in 6 months to review – **complete**
  - d. Carry forward requests to be reviewed by CFO – **reviewed awaiting sign off**
  - e. Financial Update report to be added to July CGB – **completed**
  - f. Transformation paper to be brought to July CGB – **completed**
  - g. PCC and Force to meet regarding Neighbourhood Active – **completed, update to CGB in January**

#### **Attachments:**

- Appendix 1: Corporate Governance Report – April 23
- Appendix 2: Corporate Governance Report – June 23
- Appendix 3: Corporate Governance Report – July 23
- Appendix 4: East Leicester Briefing paper

#### **Implications**

Financial: None

Legal: The Governance and Accountability provides the means and forum for the Commissioner to hold the Chief Constable to account which is a statutory requirement the role.

Equality Impact Assessment: None

Risks and Impact: None

Link to Police and Crime Plan: The delivery of the Plan will be monitored through the performance framework reported to the Corporate Governance Board

Communications:

#### **Person to Contact**

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**POLICE & CRIME  
COMMISSIONER**  
for Leicester,  
Leicestershire & Rutland  
Your Communities - Your Commissioner

# **CORPORATE GOVERNANCE BOARD**

19<sup>th</sup> April 2023

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# 1. Overview, attendance & purpose

## Overview

The Corporate Governance board was established in November of 2021, in replacement of the Strategic Assurance Board. The CGB is attended by both the OPCC and the Chief Officer Team, meeting **every 4 weeks** as of March 2023 (previously 8 weeks) to discuss and highlight the performance of Leicestershire Police force. Below is a report detailing the discussions of the meeting held on the 20<sup>th</sup> March 2023.

## Attendance

### Office of Police and Crime Commissioner

Mr R Matthews (Police and Crime Commissioner)  
Mrs R Mahal (Deputy Police and Crime Commissioner)  
Miss K Hughes (Chief Finance Officer/Resource Manager)  
Mr A Champness (Interim CEO)  
Mrs B Morton (Business Staff Officer)

### Office of Chief Constable

Mr R Nixon (Chief Constable)  
Mr D Sandall (Dep. Chief Constable)  
Mr A Streets (Assistant Chief Constable)  
Mr P Dawkins (Assistant Chief Officer (Finance))  
Mr A Kelly (Assistant Chief Officer (Human Resources))  
Mr C Kealey (Head of Communications and Engagement)

## Purpose

The purpose of the CGB is to enable the Commissioner to effectively hold the Chief Constable to account by receiving and challenging briefings provided by the Chief Officer team, and presenting these conclusions to the Police and Crime Panel, in line with the Corporate Governance Accountability Strategy developed in 2021. The purpose of this report is to highlight the main points covered in the latest CBG, in the following format:

- i. Overview of issue (for all areas except finance, unless the item requires an introduction)
- ii. Force update/overview
- iii. Police and Crime Commissioner response (where appropriate)

## 2. Operational Updates

Overview: For each Corporate Governance Board, the Chief Officer Team provide the Chair and board with a summary of operational activity. This is a document containing bullet point summaries of key updates such as successful operations, arrests and charges for the interest of the Commissioner.

Force update: The board received a paper containing a summary of operational activity from 1<sup>st</sup> March 2023 - 3<sup>rd</sup> April 2023. The report detailed 8 excellent achievements by Leicestershire Police over the course of the month such as successful county lines operations and details of successful charges for a number of serious crimes.

PCC response: The Chair congratulated the CC on the excellent work achieved and asked that he writes to the officers and staff involved passing on the PCC's thanks and appreciation for their efforts and the work involved.

CC Nixon informed the board that he would write to officers and staff involved in force operations and pass on the message of thanks.

## 3. Emerging national and local policing issues

### i. Casey Review

Overview: The Metropolitan Police Service appointed Baroness Louise Casey to lead an independent review of its culture and standards of behaviour, in the wake of the murder of Sarah Everard and other deeply troubling incidents reported within the Metropolitan Police. The review began in February 2022 and concluded with final findings published in March 2023. The review:

- Discusses whether the Met's leadership, recruitment, vetting, training, culture and communications support the standards the public should expect;
- Recommends how high standards can be routinely met, and how high levels of trust and confidence in the Met can be restored and maintained.

The review highlights 6 key themes as well as recommendations. These themes include:

- Racism, Homophobia, Sexism and Misogyny
- Discrimination and bullying
- Governance, scrutiny and accountability
- Misconduct and grievances
- Recruitment, retention and progression within the service
- Neighbourhood Policing and engagement
- Specialist Departments
- Culture

Force update: The board received a paper from the COT which outlined the force's intentions regarding the Casey Review. The COT informed the board that while the majority of recommendations are directed at the Metropolitan Police, there are many areas within the review that require Leicestershire to 'sense check' their own practices, policies and procedures. The COT informed the board that as such, the Casey review is being collated into a business tracker within the Change Team. The force informed the board that the Professional Standards Department (PSD), Race Action Plan Group and VAWG co-ordination board have been consulted and will be involved in delivery of the tracker to ensure that all recommendations have the appropriate strategic governance and are delivered in conjunction with other works already in progress. CC Nixon pointed out that the team are working through the

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recommendations and will insert benchmarks as to what the recommendations mean to the force and the records will then be transferred into the trust and confidence report.

PCC response: The Commissioner thanked the COT for the report, however noted that beside all of the recommendations outlined in the report, the 'Leicestershire evidence' and 'actions' tabs were blank. CC Nixon confirmed that this would be populated going forward.

### ii. Mutual Aid

Overview: 'Mutual Aid' is an international guideline set by the Strategic Policing Requirement, which clearly sets out that policing should maintain the capacity and capability to respond effectively to national threats across force-boundaries and through national and regional arrangements. Through this guidance document and existing mutual aid arrangements, forces can be confident that there is a robust mechanism to deal with threats set out in the SPR.<sup>1</sup> The NPCC (National Police Chiefs Council) recommends a 'framework of principles' to be followed during the planning and deployment phases of tier 3 mutual aid mobilisations, with the aim of achieving consistency for staff, donor forces and host forces in terms of allowances, rest days, deployment periods and charging, as well as key welfare and debrief considerations.

Force update: The board received a paper from the COT, outlining the Force's Mutual Aid Framework of Principles, regarding both national and international deployment. This framework was agreed at the Chief Constables Council (CCC) in March 2022 and adopted successfully by the Operation Unity Planning Team during the summer of 2022. The paper is 23 pages long and discusses in great detail the framework for Mutual Aid, such as national deployments, rest days, allowances and bonuses, inclusivity and wellbeing, governance and support, review and continuous learning, and further detail on how this is all adapted to international deployment.

PCC response: The Commissioner noted the report and raised no comment.

### iii. Revelation CPS

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<sup>1</sup> [Mobilisation-operational-guidance-2022.pdf \(college.police.uk\)](https://college.police.uk/mobilisation-operational-guidance-2022.pdf)

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- 1.1. Overview: 'The Crown Prosecution Service Disclosure Manual (Revised 2 August 2022) contains operational instructions on disclosure which have been issued by the CPS. It explains how the Prosecution Team have agreed to fulfil their duties to disclose unused material to the defence. These duties arise under statute and at common law. The Manual contains practical guidance to the police and CPS practitioners which supplements the framework of the Criminal Procedure and Investigations Act 1996 (CPIA), the Code of Practice and the Attorney Generals Guidelines.'

Force update: The board received the national guidance report on Revelation CPS and informed the board that they are formally accepting and adopting the approach.

PCC response: The Chair noted the report.

## 4. Operational Performance

### i. Domestic Abuse

Overview: Domestic Abuse (Including Stalking and Harassment) is a Strategic Priority as part of the Force's 2022/23 Control Strategy. Crimes are identified as being 'Domestic Abuse related' by the Police if the offence meets the cross-governmental definition of domestic violence and abuse. This includes any incident or pattern of incidents of controlling, threatening behaviour, violence, or abuse between those aged 16 years or over, or have been, intimate partners or family members regardless of gender or sexuality.

Force update: The COT provided the chair with an update report on Domestic Abuse figures across LLR. DCC David Sandall talked the board through the report. CC Nixon informed the board that the report is very data heavy and required additional context.

**The report provided by the force contained data which cannot be put in the public domain, therefore, a redacted version of the report has been produced by the office of the police and crime commissioner for the benefit of the Police and Crime Panel.**

PCC response: The Chair welcomed a revised version of the paper with additional context. Mr Andrew Champness (interim CEO) pointed out a risk in the current guidance – 'the self-appointed accreditation body for domestic abuse interventions now states that a perpetrator should not be placed on a course if there are outstanding proceedings against them'. Mr Champness queried if this would have a significant impact on Out of Court Resolutions (previously known as out of court disposals) which was acknowledged by the board for monitoring. Mrs Rani Mahal (Deputy PCC) noted the positive outcome of the DART team and congratulated the force on their good work. The PCC further congratulated the force for the upward arrest trend.

ii. **Force Homicide Profile**

Overview: All forces have been asked to compile a Homicide profile for years 2019-2022 which has been submitted to the NPCC for national analysis.

Force update: The board received a paper from the CC. The report is marked as Official Sensitive and therefore the content cannot be shared outside of the CGB.

PCC response: Comments cannot be included as the item is marked as official sensitive.

iii. **Violence Against Women and Girls (VAWG)**

Overview: VAWG remains a priority area for Leicestershire Police, with a dedicated force lead. For this reason, VAWG remains a standing agenda item on the Corporate Governance Board.

Force update: The board received a paper from the CC. The report is marked as Official Sensitive and therefore the content cannot be shared outside of the CGB.

PCC response: Comments cannot be included as the item is marked as official sensitive.

## 5. Finance

### i. Digital, Data and Technology Strategy

Overview: 'The current technological landscape cannot be sustained going forward from a financial, security or technology capability perspective. The Force's digital and data costs have increased year on year. This is largely due to an ever-complex local technology estate, including regional and national systems. With the need to innovate and deliver organisational strategies, it is more important than ever to transform and optimise, building sustainable and effective data driven technology services that deliver value for money.'

Force update: The board received the digital, data and technology strategy authored by the Force. It set out a strategic summary (above overview taken from the report), and clearly set out the context, planned approach, and implementation. The roadmap outlined plans for utilising MS Teams for maximum capabilities, enhancing use of Power Bi with ongoing development, developing cloud capabilities, advanced analytics, among other areas. The report also outlines a plan for governance of the strategy, and notes that highlight reports will be provided to the corporate governance board. The full report is marked official and cannot be included in the appendix.

PCC response: The report was noted by the Chair.

ii. **Transport Strategy**

Overview: The Leicestershire Police Transport Strategy 2022-23 outlines the Force's plan for providing Leicester with a safe, fit for purpose, economic, eco-efficient transportation solution to deliver optimum policing services.

Force update: The board received the Transport Strategy 22-23 authored by the Force. The strategy outlines the key enablers for the strategy as:

- Promote a professional fleet image to improve public trust and confidence in policing
- Ensure fleet assets are matched to changing Policing requirements
- Delivering value for money
- Making the best use of technology
- Contributing to the force's sustainability and reduced carbon footprint goals
- Continued collaboration with partners, other forces and emergency services
- Close working with front-line officers to refine the fleet product

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The Leicestershire Police principles for transport are:

<b>Valuable public assets</b>	Police vehicles are valuable public assets, which are expensive to	
<b>Costs controlled</b>	The total cost of the Force's transport arrangements includes those incurred using non-fleet vehicles and must be strictly controlled by managers who will be held accountable for their decisions.	ive
<b>Hire vehicles minimised</b>	Hire vehicles must only be used when it is the most cost-effective option.	
<b>Private mileage minimised</b>	Private mileage must only be used when it is the most cost-effective option	at
<b>Duty of care</b>	Leicestershire Police has a duty of care for safety when officers and staff are using transport.	ices.
<b>Reduce carbon</b>	Leicestershire Police has a duty of care to reduce carbon and other polluting emissions.	
	particularly emergency response.	s and
<b>Effective alternatives</b>	Effective alternatives to using operational cars and vans should always be considered.	
<b>Police purpose only</b>	Police vehicles should never be used for non-police purposes.	

The strategy goes on to give brief explanations to 19 key areas of the strategy such as utilisation of resources, minimised running costs, electrification of vehicles, partnerships and collaboration, among others.

PCC Response: The Chair noted the report.

### iii. Value for Money profiles – Presentation from the Force

Overview: Value for money has been an important area of the PCC's police and crime plan since its conception. The PCC requested that the force deliver an updated Value for Money profile from national dashboards which compares the force to most similar forces (a group of police forces determined by the Home Office most comparable to Leicestershire based on demographic, social and economic characteristics relating to crime). The dashboards are owned by HMICFRS and have previously been non-interactive, PDF documents. The new interactive dashboards were presented to the force and CFO of the OPCC and subsequently, the PCC requested an updated presentation from the force based on the new release of these profiles.

Force update: The Force delivered a presentation to the board using the value for money dashboards. The value for money dashboards enable detailed analysis of the following areas:

- How much forces spend on different policing activities;
- How crime levels compare across forces, as well as what outcomes forces achieve; and
- Workforce costs, broken down by role, rank and gender.

The presentation from the Force was an updated version of one previously seen, with a note that further analytical work is ongoing in the force outside of this presentation.

The full value for money dashboards are publicly accessible on the HMICFRS website.

PCC Response: The Chair found the presentation unhelpful, stating that it was a comparison against other forces rather than an assessment of value for money. The Chair was also concerned that the data included on the dashboards was 2 years out of date at the time of collection for the presentations and wanted to know how the public could be assured that they are getting value for money.

## 6. Change and Transformation

### i. Force's accreditation approach

Overview: 'Organisational competence in the operation of quality management systems in forensic units in the UK is assessed by the United Kingdom Accreditation Service (UKAS) against international standards (e.g. ISO17025) and guidance. Historically they have had an advisory role but with the changes outlined earlier they will be appointed by Government, to assess and accredit organisations that provide specific forensic services. Accreditation determines the technical competence, reliability and integrity of [the forces] processes and approach. UKAS aim to give confidence that, as an accredited organisation, Leicestershire Police are competent and can be trusted to deliver promised levels of performance and protection for the products and services relied on in the Criminal Justice and Investigative processes.'

The provision of accreditation is undertaken impartially, it is meant to be objective, transparent and effective using highly competent assessors and technical experts in all fields. The UKAS process is that as an assessed organisation Leicestershire Police pay for the inspection and accreditation process with each element incurring an individual charge.'

Discussions are ongoing with the Force regarding the cost pressures of UKAS accreditations.

Force update: The board received a report from the COT (overview above lifted from the report). The report went on to state the following:

'As a result of the requirement for accreditation there are significant financial implications. This includes the costs incurred as a result of requesting an accreditation visit, for assessment purposes, and the infrastructure required to include specific post holders, quality management systems, physical and technical resources and estate requirements. The costs vary dependant on the area and breadth of the accreditation requirements.'

Currently, the FCIN provide a regional manager who provides advice on the standard operating procedures (SOPS) and technical procedures required to meet the revised codes. The FCIN also have a national facility to enable proficiency testing and will also visit forces to inspect and check on current progress. The FCIN have also written many of the SOP templates that forces use to ensure processes meet ISO17025 under the revised codes.

In light of the revised UKAS codes being published on 26<sup>th</sup> January, the FCIN have confirmed that they will make amendments to their templates which is also likely to impact on their proposed re-structure and service offer to Forces.

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The FCIN are currently undergoing a review which will determine the final service level agreement that they will provide to each force. This leaves much to be understood around exactly what support forces can expect to get from the FCIN moving forward. Throughout 2022 the FCIN developed a revised set of 3 national options for delivery culminating in these being presented to National Police Chiefs Council in late 2022.

The three options presented were;

**Option 1** – Central delivery of scientific methods, test centre facilities, competence assessment, corporate and quality support as a national function.

**Option 2** – As option 1, plus auditing, efficiency testing and account management services.

In practice for both options this would mean:

- Each East Midlands Force becomes the legal entity for their own accreditation  
OR
- One Force in the East Midlands becomes the legal entity for FCI business across the region with all FCIs fully aligned to one process

**Option 3** – A single force takes national responsibility, manages UKAS assessment, national quality management, cross-force peer review.

In practice this would mean:

- The FCIN host force would be the legal entity for FCI nationally.

At this time our local position is Option 2 which in effect would mean we would transition to our own legal entity but with anticipation of sharing a quality management structure across the region in line with the digital workstream. This is being progressed via the regional gold accreditation group.'

The report goes on to say 'Future expenditure is likely to incur both physical equipment and software charges as well as ongoing training for the FCIs as and when the new codes are updated and published on a rolling three yearly basis.

FCIs are required to keep up to date with changes in legislation, mechanical equipment and advancements in vehicle technology. Current training forecasts for next year sit at £108,585 and have been catered for within the force training budget.'

**PCC response:** The report was noted by the Chair.

## 7. People

### i. National Data Wash – Police Chiefs Council Results

Overview: Such as every force nationally, Leicestershire Police are undertaking a historical data wash following the publicity around corruption in police forces. 'A Historical Data Wash (HDW) is a check of the Police National Database's (PND) current 5.6 billion records to establish if there is any match to the HR records held by forces of their staff members. For that reason, it is a check at a given point in time back to 2010 when the PND was first created in addition to any legacy records subsequently updated into PND. This builds upon our proactive approach to standards and counter corruption through effective vetting and drug testing pre-joining, ongoing vetting and drug testing, bad apple line and our counter corruption team.'

Force update: The board received a report from the COT updating the Chair on the vetting requirements. The board was informed that the force is on track with the timeline and are compliant with the process.

The timescales outlined in the report are as follows:

#### What are the set time scales for delivery?

- **PHASE 1** Forces will submit the workforce data in the agreed format ready for the HDW by Friday 10th February 2023 (10 days to complete)
- **PHASE 2** The HDW will be completed and returned to forces for review by Friday 31st March 2023
- **PHASE 3** Forces will have completed a review and documented assessment of the HDW results by Friday 29th September 2023
- **PHASE 4** Police CPI will report to NPCC detailing the outcomes and findings of the HDW by 31st October 2023

The report outlines that the force is currently in phase 2 of the timeline above.

PCC response: The report was noted by the Chair.

## 8. Corporate Risk

Force update: New risks will be discussed at a later date at the Joint Audit Risk Assurance Panel (JARAP).

## 9. HMICFRS

### i. Digital 9 Recommendation Review

Overview: HMICFRS released a report on 1st of December 2022 following an inspection into police force's use of digital forensics. In this inspection, the provision of digital forensics in police forces and regional organised crime units was examined. It was considered whether they understood and could manage their demand, and whether victims of crime were receiving a quality service.

Digital forensics is a branch of forensic science, which includes the recovery and examination of digital devices. Today most, if not all, crimes have some form of digital footprint. It was found that the demand for digital forensic examinations was increasing year on year, and in some cases outstripped the capacity of forces to respond effectively.

The report found that there were some failings across forces, such as delays of examining devices caused by increasing demand, technology becoming increasingly sophisticated and storage on devices increasing dramatically which adds to backlog of searching devices in full, lack of sufficient understanding among police forces, all of which were deemed as ultimately failing victims of digital crimes.

The police and crime commissioner published a response to the report in line with their statutory obligations to respond within 56 days of publication. In his response, the Commissioner stated: "I was shocked to learn the extent of the confusion nationally around some of the processes involved in digital forensics which will no doubt be having an ongoing detrimental impact on victims, and those we are dedicated to serve and protect." Touching on the success already achieved in Leicestershire such as the 2 UKAS accredited digital forensic laboratories and one Level 3 accredited laboratory, a rare and highly specialist lab which supports other forces national, the Commissioner stated 'I believe that Leicestershire's Digital Forensics Unit has the potential to be a leading unit nationally and I am confident in their ability to address the failings outlined with dedication and rigour.' Addressing the backlog of pushing through digital device examinations, the force informed the Commissioner that 2 new posts had been recruited to the digital hub to aid this.

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Force update: The board received a report written by D/Supt Gibson and DCI Fletcher updating the board of the force's progress against the recommendations made in the report. The report highlighted a number of measures to reassure the Chair that positive progress was being made, such as details of governance and scrutiny meetings, details of a Digital Forensic Transformation Management Project – an integral part of the new digital forensics network, detailed training plans, and so on.

PCC response: The Chair noted the report.

## 10. **Any Other Business**

None raised.

Date of next meeting: May (cancelled), 21<sup>st</sup> June



**POLICE & CRIME  
COMMISSIONER**  
for Leicester,  
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# **CORPORATE GOVERNANCE BOARD**

21<sup>st</sup> June 2023

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10. AOB

# 1. Overview, attendance & purpose

## Overview

The Corporate Governance board was established in November of 2021, in replacement of the Strategic Assurance Board. The CGB is attended by both the OPCC and the Chief Officer Team, meeting **every 8 weeks** to discuss and highlight the performance of Leicestershire Police force. Below is a report detailing the discussions of the meeting held on the 21<sup>st</sup> June 2023.

## Attendance

### Office of Police and Crime Commissioner

Mr R Matthews (Police and Crime Commissioner)  
Mrs R Mahal (Deputy Police and Crime Commissioner)  
Mrs Sehrish Hussain (Business Staff Officer)  
Mrs Lizzie Starr (Director of Governance and Performance)

### Office of Chief Constable

Mr D Sandall (Dep. Chief Constable)  
Mr A Streets (Assistant Chief Constable)  
Mr P Dawkins (Assistant Chief Officer (Finance))  
Mr A Kelly (Assistant Chief Officer (Human Resources))

## Purpose

The purpose of the CGB is to enable the Commissioner to effectively hold the Chief Constable to account by receiving and challenging briefings provided by the Chief Officer team, and presenting these conclusions to the Police and Crime Panel, in line with the Corporate Governance Accountability Strategy developed in 2021. The purpose of this report is to highlight the main points covered in the latest CBG, in the following format:

- i. Overview of issue (for all areas except finance, unless the item requires an introduction)
- ii. Force update/overview
- iii. Police and Crime Commissioner response (where appropriate)

## 2. Operational Updates

Overview: The Chief Officer Team (COT) provide the board with a summary of operational updates for the time period between corporate governance boards.

Force update: The COT provided an operational summary, outlining a number of successful operations and arrests in Leicester, Leicestershire and Rutland. The contents of the summary cannot be included in the report as these typically contain information which is not in the public domain and cannot be shared.

PCC response: The Commissioner noted the report and thanked the board.

## 3. Emerging national and local policing issues

### i. East Leicester Review Update

Overview: In August 2022, disorder spread throughout East Leicester, heightened on Sunday the 28<sup>th</sup> of August following the India v. Pakistan cricket match on the same day. Widespread unrest was ongoing around Belgrave and Spinney Hills for over a fortnight following due to tensions mainly involving members of the Muslim and Hindu communities. The tensions and subsequent disorder resulted in a major police operation in an effort to restore calm among the city. Unauthorised protests continued into September with a total of 73 arrests made over the period. The disorder caught national media attention, with Chief Constable Rob Nixon meeting with King Charles III to discuss the incident.

Force update: The board received a report from the Chief Officer Team updating the Chair on progress against thirty-eight recommendations made by the Home Office in the Casey Review. Due to confidentiality reasons, the report can't be published for the public, however, the force will work with Lizzie Starr from the OPCC to develop an update report which is suitable for the police and crime panel, and the public domain.

The Chair and Deputy PCC were provided a hard copy of an updated report at the meeting. The DCC also provided an update to the Board that all thirty-eight recommendations have been put together into a report and included. The report details that seventeen of the recommendations have already been completed - eight related to command. Fourteen recommendations relate to ASB, one relates to data, one relates to community, and one relates to public order. Examples of good practices have also been highlighted in the review.

The DCC updated that the national review is now being conducted, and that the Force do not want to undermine that so CC wants to ensure that any updates for the board align to the national review.

PCC response: The chair understands due to confidentiality reasons that the report can't be published for the public, but would like to update the panel on the progress being made regarding the review.

## 4. Operational Performance

### i. Stalking

Overview: Stalking figures have experienced significant increases within the past 3 years due to a number of reasons. These include, mainly: crime data integrity improvements. Leicestershire Police received an outstanding grade in the 21/22 PEEL inspection for their crime data integrity which reflects a strong, robust process for recording crimes correctly. The Dedication Decision Makers team was expanded in March 2020 and has contributed to improved data recording as crimes are re-assessed and re-classified as necessary. In conjunction with this, police officers received widespread refresher training on crime recording to improve integrity, all of which has contributed to the Outstanding PEEL grading for Crime Data Integrity. Stalking and Harassment has been subject to a number of principle rule changes which have significantly affected recording figures, as multiple crimes could be recorded in one occurrence of stalking/harassment/coercive behaviour. As of June 2023, the Home Office have issued principle rule changes for Stalking, harassment and coercive behaviour which advises for only the principal crime to be recorded as the main crime. It is advised that other crimes disclosed at the time should be recorded and investigated but within the main crime rather than as multiple recorded occurrences.

The full text from the Home Office Principle Counting Rules 23/24 can be seen below:

## Recording Conduct Crimes

**General Rule: One crime for each specific intended victim**

**Principal Crime for Stalking (Classification 8Q), Harassment (Classification 8L), Controlling or Coercive Behaviour (Classification 8U)**

Where a conduct crime has been disclosed by a victim at the same time as other crimes committed by the same offender, in most cases the principal crime should be the conduct crime.

Application of this rule does not mean that the other crimes should be forgotten. There is still an expectation that all crimes will be documented within the crime record and investigated fully.

In cases where the conduct crime is not recorded as the principal crime, any subsequent referral of the case to CPS must include a clear reference to the fact that a conduct crime has been disclosed.

Where there is a course of conduct amounting to either stalking, harassment or controlling or coercive behaviour reported by a victim, then in most cases the relevant course of conduct crime should be recorded as the principal crime. Generally, this will be in preference to other more serious notifiable crimes reported at the same time and committed by the same offender.

Where there is a course of conduct that involves a combination of 8Q Stalking, 8L Harassment or 8U Control and Coercive Behaviour offences between the same victim and offender then only the most serious conduct offence needs to be recorded.

**All cases where a course of conduct is reported between a victim and their former partner (except where one or both parties is aged under 16) must be recorded as stalking unless the FCR is satisfied that the matter amounts to harassment in law only. In cases where one or both parties is aged under 16 years additional consideration should be applied during the crime recording decision making process to establish if the matter amounts to stalking rather than harassment.**

Source: [crime-recording-rules-for-frontline-officers-and-staff-july2023.pdf \(publishing.service.gov.uk\)](#)

## Principal crime related offence rule

### Related Crime Definition

Any crime within a series of crimes arising from the same incident that involves the same victim and offender(s) which by virtue of the [Principal Crime Rule](#) cannot ordinarily be recorded. In addition; where, during the course of an investigation, the victim alleges a more serious historic crime against the same offender which results in the reclassification of the original recorded crime'. These less serious crimes should be regarded as related crimes.

- **Where there is only evidence to charge one of the related crimes the principal crime cannot be allocated an outcome under type 1, 2, 3, 4 or 6 and should be allocated the appropriate alternative outcome.**
- **The related crime for which there is sufficient evidence should be additionally recorded and assigned the relevant outcome.**
- **If there is evidence to charge more than one related crime the principal crime rule should be re-applied to the related crimes.**

Source: [crime-recording-rules-for-frontline-officers-and-staff-july2023.pdf \(publishing.service.gov.uk\)](#)

Force update: The board received a report from the Chief Officer Team. The report states that eighty-four percent of stalking reports within the force is within relationships and related to domestic abuse. Risk is assessed around stalking by officers dealing with the case. The DCC advises that there is a scrutiny panel in place that reviews the quality of the approach for domestic abuse. One of the outcomes identified from this panel was that the Force weren't applying for Stalking Prevention Orders (SPOs) - training was the main cause of this and as such All CID and neighbourhood officers have received specific additional training on stalking orders and how to get them.

## When should the police make an application for a Stalking Protection Order

There is no specific legal definition of stalking. However, the police and CPS have adopted the following description: 'a pattern of unwanted, fixated and obsessive behaviour which is intrusive. It can include harassment that amounts to stalking or stalking that causes fear of violence or serious alarm or distress in the victim.'

There is no such thing as a 'typical' stalking perpetrator or a 'typical' stalking victim. This crime disproportionately affects women and girls; however, it is important to recognise that men and boys may be victims too. Stalking affects people of all ages, and victims come from a wide range of backgrounds - stalking is not restricted to public figures and celebrities. We are also aware that people with a longstanding illness or disability are disproportionately likely to be victims of stalking.

The criteria for applying for an order are set out in [section 1\(1\) of the Act](#). The police are advised to consider applying for an order where it appears to them that:

- The respondent has carried out acts associated with stalking;
- The respondent poses a risk of stalking to a person; and
- There is reasonable cause to believe the proposed order is necessary to protect the other person from that risk. (The person to be protected does not have to have been the victim of the acts mentioned above.)

Applications for SPOs can be made in both a domestic abuse context (such as stalking by a former intimate partner) and in a case of so called 'stranger stalking'. This also allows for protection to be in place even if the case results in an acquittal.

Police Officers may seek advice from the CPS where they are considering asking for usual prohibitions and/or requirements, where the case is complex or where they are also seeking a charging decision or Early Investigative Advice.

Prosecutors should also remind the police about the usefulness of the order if it is clear that a SPO has not been previously considered.

Source: [Stalking Protection Orders | The Crown Prosecution Service \(cps.gov.uk\)](#)

A gap has been highlighted within the commissioning of stalking support services within the Criminal Justice System there are no early interventions.

PCC response: The Chair requested that graphs within reports are appropriately labelled. The chair asked about victim support, and if the victim received any communication regarding update whilst they are waiting for the order to be actioned.

## 5. Finance

### i. POCA Update

Force update: The board were presented a paper by ACO Paul Dawkins on the POCA funds.

PCC response: The Chair asked why there was a drop in POCA funds outlined in the report. The board outlined that this is due to the difference in items being confiscated and items being forfeited. The board outlined that the process of confiscation through court is lengthy, thus causing a delay resulting in less in-year for the force. If the items are forfeited 50% goes into the POCA fund. The Chair was informed that the Force is recovering 35% more than other regional forces. The board outlined that that this is due to the Force having a dedicated team that works on confiscated and forfeited items whereas other regional forces do not.

The Chair queried item 20 of the paper which stated ongoing costs of the POCA team – the board agreed with the Chair that the costs will not remain the same for the team as there has been a 2% pay increase which needs to be considered.

The Chair sought clarification of what the 'Clear Hold Build' approach is. The Force clarified that this is a Home Office Supported approach to get the community and partners involved to help prevent the drug dealing taking place and returning.

There was a discussion regarding the surplus over and beyond what has been agreed, The Chair stated that the money that is being seized needs to be used on things that the public can see.

The overarching aim is that surplus money is spent on the financial crime and that 90% of assets should go back into the force which is the case. This will enable the Force to reinvest in areas that will allow more criminals to be caught e.g., County Lines and then these outcomes need to be highlighted to the media.

The board were all in agreement that a balance needs to be struck as to where the surplus money is being used, so that it re-assures the public and aids operations within the force. The board agreed that there needed to be a further discussion about use of surplus money as there are different viewpoints as to what that could be used on. A meeting has been scheduled for this between the PCC, DCC Sandall, CFO Kira Hughes and ACFO Paul Dawkins.

The board agreed to note that the POCA fund investments for 2023/24 are on track to be delivered.

The board agreed to note that the principles regarding sustainable and prudent management of the POCA fund are being achieved, however the financial future remains uncertain and dependent on future asset recovery.

ii. Provisional Outturn

Force update: The board were presented with the provisional outturn position for 2022/23 by ACO Paul Dawkins. A detailed analysis of the year end commitments was provided to the OPCC.

PCC Response: The Chair queried the PCSO's staffing level on page 4 of the report which appears to have reduced and is not corresponding to the budget set. The Force advises that there were two cohort recruitments currently taking place. The Force manage the vacancies through strategic vacancy management and are currently unable to afford to take recruitment back up to the budget set (188 FTE). The Force recognised that it cannot continue to drop so will continue to manage. Recruitment in May 2023 resulted in a cohort of twelve officers out on foot as of last week and a further twelve officers for the June 2023 cohort. PCSO vacancies are divided into two categories - those that are out in the public and those that work within safeguarding.

Paul Dawkins informs the board that the Force are trying to balance visibility by managing the gaps strategically, as part of the transformation plan. Part of this involves looking at the overall picture of where we can remove staff to meet budget requirements - the force explain that they need to consider the operational implications of this. The board is informed that new recruitments are still taking place however, the Force are managing the greater vacancy rate to keep in line with the in-year costings.

The Chair stated that the reduction of PCSO's should not be greater than the average reduction happening across all staff due to these reductions impacting visibility, and consequently the trust and confidence people have of the police. The Chair explained that members of the public see the reduction of PCSO's patrolling in their communities which affects overall perception of the police. The Force advised in response that it is not possible to achieve no reduction in PCSO's, however understand the value they hold and the importance of their visibility. The force explained that this has to be managed against the demand within the Control Room which has a greater impact within the Force and the public's trust and confidence within the Police, emphasising that recruiting the control room needs to be the main priority.

**Decision: The Board agreed to the 2022/23 provisional outturn position subject to satisfied queries raised by the Chair. The contents of the report noted.**

iii. Efficiency Savings

Force update: The Board were presented with a report outlining the approach used to address the in-year budget gap of £3.9million. The full transformation plan is scheduled to be discussed at next CGB meeting, which will include the more sustainable plans for moving forward. The transformation plan will cover several areas including what services we offer and what we are able to deliver long term.

In year cashable savings include carrying an eight percent vacancy rate across the board. The board were presented with how this is being managed through the Strategic Vacancy Management board. This Chair is informed that the SVM board will identify any opportunities to remove vacancies and decide the pace of the recruitment to achieve these savings.

The Board were advised that the current in year savings at the end of May were £1.5 million, £1 million of which is the sustainable savings which will transfer to other years. £800,000 had been saved through IT and contractual work, and a further £582,000 saved through vacancies.

PCC response: The Chair questioned the assumptions based on impact of pay rise increases, grants and prefect scenarios. The board were given a refresher of the process by ACO Paul Dawkins, in that a set of scenarios called assumptions are agreed when budget is set in January and shared with the panel. Six months after the budget is set, a voluntary report is produced for the first quarter (April – June) then monthly thereafter. Alongside the report any changes are captured from the first quarter. The board informed the Chair that the modelling scenarios are due to be refreshed later this year. Separate to this process, ACO Paul Dawkins explains that the anticipated assumptions are discussed and agreed. These assumptions focus on four main areas; pay inflation, grant funding, no pay inflation and what the pre-set referendum may be. It was agreed that a further meeting will be held between the COT and Kira Hughes to assess assumption scenarios before next CGB.

The board agreed that a transformation paper will be presented to the board in July (the Force's presentation of the potential landscape of the Force). A further update paper providing details of departmental vacancy cuts will be presented in the October CGB.

The DCC clearly outlined what was to be expected from July's transformation paper. This included explanations on; how the Force is approaching the transformation, who the leads are in relation to it, what the Force is trying to achieve, update operationally and an understanding of what the plan will mean to the public. The update in October will outline how the above is being implemented.

The Chair raised concerns that the longer it takes the transformation plan to be produced, the less time there is to implement it and the closer we get to setting the budget, which was acknowledged by the board.

## 6. Change and Transformation

### i. Neighbourhood Active

1. Overview: Set up in 2019, Neighbour Active is described in its own terms of reference as a community patrol initiative, designed to help volunteers make a difference in the area where they live. Neighbourhood Active seeks to give volunteers and communities an opportunity to keep their area safe and centres on the concept of 'Engagement Walks' (Volunteers walking around their neighbourhoods and speaking with people, to share important information and gather community intelligence). The volunteers operate in two tiers. Local coordinators, who are vetted to a higher level, taking on a leadership role and liaise with the NPA (Neighbourhood Police Area) Sergeant SPOC (Single Point of Contact) to ensure engagement walks are aligned to the right locations at the right times. Local participants are also vetted but to a lower common level. They take part in the engagement walks supported by direction from the coordinators. The volunteers operate in two tiers. Local coordinators, who are vetted to a higher level, taking on a leadership role and liaise with the NPA Sergeant SPOC to ensure engagement walks are aligned to the right locations at the right times. Local participants are also vetted but to a lower common level. They take part in the engagement walks supported by direction from the coordinators.

Force update: The COT provided the board with a paper giving a detailed overview of the Neighbourhood Active scheme in Leicestershire. The report provides a comprehensive timeline of Neighbourhood Active, from the pilot of the scheme to the impact of the East Leicester disorder. The full timeline can be seen below:

### Timeline

2. In 2019, a small team from Leicestershire Police initially examined a similar initiative in the West Midlands Policing Area. The team felt the initiative could be effective in our force area and a proposal was submitted to the Chief Officer Team, suggesting a pilot be commissioned. The proposal was supported.
3. Throughout 2020, and the early stages of the pandemic, two pilots were initiated in Lutterworth and East Leicester. The strict conditions and changing landscape created by Covid-19 meant that significant progress was delayed until 2021.
4. In 2021, throughout the summer and Autumn months, the pilot experienced the greatest degree of success, with regular activity carried out by the volunteers involved. In late 2021, significant Covid-19 restrictions were reintroduced in response to the Omicron variant. This essentially stopped the Neighbourhood Active engagement walks and when those restrictions were lifted in early 2022, there was a significant reduction in buy in from the volunteers linked to the pilot.
5. In March 2022, a position statement was prepared, which examined some of the key issues. These were deemed to be:-
  - A reduction in the willingness of volunteers to donate their time for free coupled with direct requests for payment to continue with the work.
  - A significant reduction in community volunteers enrolled in Neighbourhood Active
  - Disagreements and fall outs between the volunteers at both coordinators and participant level based on differing personalities and thoughts on the direction the pilot should take

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- Changes to the Sergeant SPOCs and an increased difficulty for those Sergeants to service the pilots locally as demand increased and Covid-19 restrictions effectively ended permanently
  - A lack of capacity within the Volunteers in Policing Team centrally to focus on the pilot, who manage in excess of 230 volunteers (not including the Special Constabulary)
6. The position statement led to a recommendation that the two pilot NPAs should continue the pilot with a renewed focus until August 2022 when the concept would be formally evaluated.
  7. In August 2022, a period of serious disorder unfolded in East Leicester. This led to a significant refocusing of priorities locally and across the force area and the proposed evaluation did not take place.

## Membership

NPA	Coordinators at the Start	Participants at the start	Coordinators currently	Participants currently
East Leicester:	2	21	0	4
Lutterworth:	1	3	1	2

The report goes on to detail the positive impact that the scheme had on communities with visibility in the community and support for residents. The report also outlined the costs involved in the scheme, outlining an initial budget of £5,000 to cover materials such as mobile phones for volunteers, polo shirts and jackets. The report goes on to detail key issues and risks of the scheme, including: a stop/start effect due to COVID, an increased demand on police since restrictions were lifted (less time for the scheme), a change in attitudes towards volunteering, a case of an existing group member telling a prospective member that they could not join, breakdowns in relationships between volunteers, lack of capacity from Force, unplanned visits to police stations, and lack of formal evaluation to date.

PCC Response: The PCC has agreed to meet with ACC Adam Streets to discuss the pros and cons of Neighbourhood Active and whether or not it is something to continue forward with. There is an understanding that the decision needs to be made at the earliest opportunity. It was acknowledged by all that issues remain within the area and that some sort of scheme is required to aid this.

The board agreed that this item was to be brought back to the September CGB for a verbal update.

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ACC Streets asked the chair for an update on the Volunteer Neighbourhood Co-ordinator role. The Chair advised that this workstream will be run by the OPCC in conjunction with National Neighbourhood Watch Organisation and will not be dealing with Neighbourhood Active scheme.

### 7. People

#### i. Upcoming retirements, succession planning

Overview: Not discussed due to time constraints.

### 8. Corporate Risk

Overview: Not discussed due to time constraints.

### 9. HMiCFRS

#### i. Police response to victims from ethnic minority backgrounds

Overview: Not discussed due to time constraints. To be moved to July CGB.

### 10. Any Other Business

#### i. CGB Forward Plan

Lizzie Starr and ACC David Sandall to update the CGB forward plan. The PCC advised that there were some big items to be discussed at the next CGB meeting and as such the board are planning to extend the July meeting.

Date of next meeting: 17<sup>th</sup> July 2023



**POLICE & CRIME  
COMMISSIONER**  
for Leicester,  
Leicestershire & Rutland  
Your Communities - Your Commissioner

# **CORPORATE GOVERNANCE BOARD**

17<sup>th</sup> July 2023

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# 1. Overview, attendance & purpose

## Overview

The Corporate Governance board was established in November of 2021, in replacement of the Strategic Assurance Board. The CGB is attended by both the OPCC and the Chief Officer Team, meeting roughly every 8 weeks to discuss and highlight the performance of Leicestershire Police force. Below is a report detailing the discussions of the meeting held on the 20<sup>th</sup> July 2022.

## Attendance

### Office of Police and Crime Commissioner

Mr R Matthews (Police and Crime Commissioner)  
Mrs Rani Mahal (Deputy Police and Crime Commissioner)  
Mr Andrew Champness (Interim CEO)  
Mrs Sehrish Hussain (Business Staff Officer)

### Office of Chief Constable

Mr R Nixon (Chief Constable)  
Mrs K Smith (Assistant Chief Constable)  
Mr P Dawkins (Assistant Chief Officer (Finance))  
Mr A Kelly (Assistant Chief Officer (Human Resources))  
Mr Andrew Elliott (Head of Change Team)  
Mr C Kealey (Head of Communications and Engagement)

## Purpose

The Corporate Governance board was established in November of 2021, in replacement of the Strategic Assurance Board. The CGB is attended by both the OPCC and the Chief Officer Team, meeting **every 8 weeks** to discuss and highlight the performance of Leicestershire Police force. Below is a report detailing the discussions of the meeting held on the 17<sup>th</sup> July 2023.

The purpose of this report is to highlight the main points covered in the latest CBG, in the following format:

- i. Overview of issue (with the exception of some repeat financial items)

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- ii. Force update/overview
- iii. Police and Crime Commissioner response (where appropriate)

## 2. Urgent Business

A discussion took place regarding the frequency of current CGB meetings and the force expressed the struggle of having reports completed in time for the monthly CGB meetings. The Chair suggested that all dates are kept within diaries and that meetings will go forwards as bimonthly rather than monthly, allowing some extra time to prepare reports and have them circulated with the OPCC with enough time to prepare. It was agreed that the cancelled dates would remain in diaries in case they are needed for urgent meetings. It was also agreed that December's CGB meeting would be for finance related discussion only.

The Chief Constable expressed gratitude on behalf of the force for the decision to revert the frequency of meetings to every 8 weeks as it will alleviate pressure that was incurred with holding the board every 4 weeks.

A discussion took place regarding the operational summary section of the CGB and the sensitivity of the content included within this section. The force explained that the contents of these reports typically contain information which may be mid-investigation and therefore not yet in the public domain and cannot be shared. It was agreed by the board that this section of the board would not be captured in the minutes going forwards, however the Chair asked if the force could produce redacted versions for the minutes which was going to be considered by the Force for future boards.

## **3. Operational Updates**

[Redacted]

## 4. Emerging National and Local Policing Issues

### i. East Leicestershire Review (sensitive report with PCC only – redacted)

Overview: The East Leicestershire Review is an item continued from the previous CGB.

Force update: The board received a report from the COT, however this is not suitable for the public domain and has therefore been redacted from the report.

PCC response: The Chair would like a further discussion to be brought to the September CGB and then a report to follow to the Police and Crime Panel.

## 5. Operational Performance

**Overview:** Summaries of operational performance for the previous 8 weeks is routinely brought to the CGB for the benefit of the Chair, and for interest of the public and police and crime panel.

**Force update:** The board received a report from the COT. The paper contains a detailed summary of operational performance for the time period from the last CGB to the current. Included in the report is details about the current demand on the Contact Management Department (CMD), stating that demand is continuing to increase and May 2023 saw the highest ever volume of 999 calls. It goes on to state that 101 demand is reducing very slightly, and there is acknowledgement that 999 demand is often more complex and requires additional time to manage it effectively and encourage a positive response to emergencies.

999 demand can be seen below:

Month / Year	Demand	Difference % (1 yr)	Difference % (2 yr)	Difference % (3 yr)
May 2023	20,087	22.7%	51.0%	79.8%
April 2023	17,176	9.5%	44.6%	77.7%
March 2023	17,972	18.7%	54.8%	56.5%
February 2023	16,854	26.1%	69.4%	38.7%
January 2023	16,184	19.5%	56.0%	30.8%
December 2022	16,295	10.4%	44.9%	21.4%
November 2022	17,252	22.3%	56.6%	29.5%
October 2022	18,613	26.4%	52.2%	35.0%
September 2022	16,048	12.0%	35.4%	18.9%
August 2022	18,742	34.4%	42.3%	33.6%
July 2022	17,217	15.2%	48.1%	17.6%
June 2022	15,840	7.1%	38.9%	11.1%
May 2022	16,377	23.1%	46.6%	22.0%
April 2022	15,684	32.1%	62.3%	25.8%
March 2022	15,146	30.5%	31.9%	16.4%

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*The above table shows the increased demand of 999 emergency calls. The table shows that there has been a 22.7% increase compared to the previous year, and that it is a 79.8% increase from the demand 3 years ago.*

The report states that despite the increase in demand, the median response times for Grade 1 incidents and Grade 2 incidents (15 minutes and 2 hours respectively) are still within the expected times and the public are continuing to receive an effective emergency response.

The report goes on to state that crime outcomes in Leicestershire compare favourably to the rest of the country. It states that 'more investigations' are pursued, and more suspects are identified, with 'more out of court resolutions' (previously 'disposals') being carried out in Leicestershire. It is noted within the report that Leicestershire Police are an outlier nationally for the highest usage in the country of out of court resolutions. Out of court resolutions have a proven ability to alleviate pressures on the criminal justice system and provide rehabilitation routes for individuals to better their behaviour.

Information on stop search indicates that the disproportionality rates for the black community have reduced recently and while the strategy is positive, the force continue to strive to reduce disproportionality among different communities. The report goes on to note that HMICFRS data shows Leicestershire as a positive outlier in recording reasonable grounds for stop and search, and is notably one of the best performing nationally in this area.

Further in the report, it is stated that the number of children reported missing has been steadily increasing and is higher than before the pandemic. The report notes that Leicestershire experience a greater proportion of high-risk missing children than the country. The report notes that this is a concern and requires an effective partnership response especially as Leicestershire grade more as high risk requiring an enhanced police response.

PCC response: The Chair noted the paper.

## 6. Finance

Force update: The board received an update report from the AFO Paul Dawkins on the MTFP in relation to the financial year 2024/25 only. The board was asked to consider the report and discuss and agree any preferred 24/25 financial planning assumptions so that the MTFP can be remodelled for the period 2024/28.

The report began by outlining the complex, rapidly changing operational landscape and the rises in high harm crimes, cross border criminality and interconnected nature of physical and digital evidence that needs to be captured and interpreted. The increase in demand generally across the force is well known among the board but is further echoed at the beginning of the MTFP report for context. The introduction also touches on the officer uplift and that while the increase in recruited officers is a positive, it is worth noting that due to retirements the workforce will shift to be disproportionately younger in service and less experienced as a whole.

The report continues by listing a number of strategic financial risks and opportunities that are impacting, or will impact, on the overall MTFP position. These include pay inflation, non-pay inflation, police pensions, utilities, interest rates, vehicle fuel, staffing numbers among a number of other risks and measures.

Considering these risks, the report then goes on to outline MTFP scenarios for 2024/25 only outlining original, best case, most likely and worst case scenarios with pressures and savings incorporated.

PCC response: The paper was noted.

## 7. Transformation and Change

### i. Transformation and Change Presentation

Overview: The board received a presentation on the Transformation and Sustainability Plan to date and planned upcoming months.

Force update: The presentation detailed the progress of the transformation and sustainability plan, presented by the Chief Constable.

PCC response: Andy Champness CEO recognised the complexities and stated what is built has to be capable of flexing as things change. The Chair addressed a point on slide 2 that the budget has not shrunk, just that it had not increased as much as hoped. It was stated that every year in cash terms, more money is being spent. The Chair further explained that while one might argue the budget has increased, it has not increased in line with increased costs, technically resulting in a shortfall. ACO Paul Dawkins clarified the Chair's statement that the budget has increased for the past 8 years, however has not kept up with the pace of inflation. CC Rob Nixon confirmed he was happy to change the wording of 'shrinking' budget on slide 2 to reflect this discussion around inflation and rather use terms such as 'restrictive' or 'deficit'.

CC Rob Nixon explained how the landscape has changed over the last 10 years within the Criminal Justice System and that things are taking a lot longer to deal with. This is due to new laws put in place, new doctrine, and new requirements. It was stated that some processes are 5 times more costly than before.

The Chair asked whether the funding comes from Home Office, College of Policing or something similar to which the Chief clarifies the additions come from a wide spectrum. Safeguarding matters from cases means further requirements are coming from the legal system. This then leads to the Home Office and what they need to introduce, and then have the College of Policing as its links to license and practicing. CC Rob Nixon agreed to produce a briefing note for the Chair on how they will be approaching managing the increased demand.

The Chair further queried the Transformation Programme Approach (TPA) and the process of how an incident or crime is handled within the TPA layers, to which the Chief responded that the layers are not ridged, and incidents and crimes can move through the layers it falls under.

The Chair also queried a mention of 'Layer 0 – Prevention' and whether it was a new organisation to be set up within Leicestershire Police, which the CC advised that this indeed was the direction being worked towards.

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The Chair asked for an explanation as to what a prevention directorate is in terms of the Force, to which the Chief Constable explained it will be several individuals in charge of a number of work streams, as well as a strategic role in influencing and shaping prevention culture across the organisation. When asked by the Deputy PCC Rani Mahal whether this directorate has ever been in place prior to this point the Chief responded that it had not but that the Community Safety Bureau had been in place previously which was comparable. Andy Champness explained that when community safety bureaus were in place, the understanding of what worked well was not as refined and researched as needed and that there is a far greater understanding now than there was before. The Chair requested that the Chief could send him the current directorate of staffing to which the Chief agreed.

A discussion took place around current issues with young people not wishing to return to their place of residence and the Chair offered to assist the Chief Constable on tackling this, to which the Chief responded that he will look at the demand and report back accordingly.

The Chair highlighted that there is a great opportunity to use Estates in building trust and confidence with the public, for example some residents in certain towns were not aware that there was a police station/presence located close by, and asked if signage could be erected advising that you could book an appointment to speak to a local officer. The Chief responded that there had been costings already for producing signage for 3 sites and would feed back the options for this to the board.

Chief Constable Rob Nixon stated that he wishes to get the transformation and change pledge signed off by September 2023 and have focus groups with community members scheduled. The Chief explained this would involve working with community group leaders known to the force and utilising the community leadership programme which has roughly 40 contacts, ensuring there is representation for all communities. The Chair noted that there would need to be consideration as to whether or not each member is a fair representative of their community to which the Chief agreed. The Chair further stated that it needed to be clear how meaningful the consultations will be and that the force would need to be prepared to face views that may not necessarily be easy to hear. The Chair also queried the involvement of MPs and councillors for the focus groups, to which the CC responded that a briefing would be done for such groups and that time slots have been booked for the City and will be booked for the County – this will reflect how the force integrate elected officials and at what level. The Chair advised the Chief to have MPs and Council leaders present for the focus groups and the Chief agreed to this.

Regarding the transformation plan, the Chair asked the Chief what the motivation was for the plan. The Chief Constable responded that it is the force's vision, recognising what is happening externally and how the landscape will impact policing. The Chief explained that the world is changing and that the force needs to evolve with it. Evolving and changing has been constant and the Chief explained that there was no one specific moment or event that prompted the Transformation and Change plan, and that continuous improvement will continue to run alongside.

When asked by the Chair how the plan is going to improve service to the public, the CC responded that they will be trying to prevent issues from happening in the first instance, streamline the public contact standards, resolve matters earlier and provide a better service. The Chief stated that there will be a clear public pledge that the force will be looking to deliver against: enhancement of leadership and geographic visibility, better accountability and focus on community issues

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and concerns. The Chief also stated that this plan enables delivering a better service for rape victims and better capability to turn around digital analysis. The Chair recognised that there wouldn't be a clear answer now, but asked how improving services for rape victims will be measured as successful. The Chief advised that all queries raised could be readdressed at the September CGB.

The Chief advised the board that communication of the Transformation and Change plan with the public is being worked on by the comms team. The board were reminded that a suggested timeline would be assessed in September's meeting.

#### ii. Neighbourhood Policing

Overview: The force provided a report to the board on their position statement in relation to the force approach to neighbourhood policing. The board was invited to note the report and the strong commitment and investment in neighbourhood policing.

Force update: The paper received by the board outlines firstly the policy background. The report states that Leicestershire Police works to a dedicated Neighbourhood Policing (NHP) Strategy, written in 2019 but refreshed and ratified by the Force Executive Board in 2022. The strategy is further underpinned by a NHP practitioners guide which was developed to operationalise the strategy with neighbourhood officers and their supervisors. The report outlines that there is no nationally approved Authorised Professional Practice guidance from the College of policing, however in 2019 the College produced suggested guidance, and that Leicestershire Police's local strategy takes full cognisance of this national guidance. The report notes that Leicestershire were at the forefront in shaping the 2019 guidance as at that time they had a seconded Chief Inspector into HMICFRS. The report outlines that the policy is under continuous review with the most recent being in 2022 following the publication of the 21-24 Police and Crime Plan.

The report outlines that the following measures are used to assess the effectiveness of each NPA:

Governance groups:

- Monthly 'STEPS' Local Policing Directorate performance meeting chaired by C/Supt Jonny Starbuck
- Monthly 'Crime and Operations Board', chaired by ACC Adam Streets
- Monthly 'Communications and Engagement Meeting', chaired by Supt Paul Allen
- Monthly Local Policing Directorate Establishment group, chaired by C/Supt Jonny Starbuck
- Bi-Monthly Local Policing Delivery Board, chaired by ACC Adam Streets

Metrics assessed by governance groups:

## APPENDIX 3

- Crime performance
- Repeat victims, locations and offenders
- Establishment level of Dedicated Neighbourhood Officers/PCSOs
- Training
- Policy and practice
- National best practice
- Quality of engagement
- Quality, quantity and age of Community Impact Assessments
- Quality, quantity and age of Problem-Solving Plans
- Quality, quantity and age of open ASB records

PCC response: The PCC noted the paper.

### iii. Trust and Confidence

Item deferred to later meeting date.

## 8. People

### i. Annual recruitment and retention report

Item deferred to September meeting.

## 9. Corporate Risk

Overview: An update paper on the management of current strategic risks was brought to the board by the COT.

Force update: The paper detailed 28 current risks open, 14 of which are high priority. The report goes into significant detail on the management of each strategic risk including: responsible officer, data recorded, category, risk rating, rationale, information, existing controls, additional controls and relevant updates. The board was recommended to note the report.

PCC response: The Chair noted the report and raised no response.

## 10. HMICFRS

### i. Police Perpetrated Domestic Abuse – Verbal update

Item deferred to later meeting.

11.AOB

Date of next meeting: 25<sup>th</sup> September 2022

# **POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE**

## **CORPORATE GOVERNANCE BOARD**

PAPER MARKED

Report of	<b>CHIEF CONSTABLE</b>
Subject	<b>EAST LEICESTER REVIEW BRIEFING PAPER</b>
Date	<b>TUESDAY 12<sup>TH</sup> SEPTEMBER 2023</b>
Author	<b>DEPUTY CHIEF CONSTABLE David Sandall</b>

### **Purpose**

1. The purpose of this report is to provide a position statement in relation to an internal review of Leicestershire Police's role during the disorder in east Leicester in the autumn of 2022, and to note significant actions taken.

### **Recommendation:**

2. To note action taken by Leicestershire Police to review its operational role during last year's disorder and to reiterate support for participation in an independent inquiry proposed by government.

### **Summary:**

3. Leicestershire Police commissioned, and has received, an independent review of last year's disorder. The force is taking actions against its recommendations as part of its own learning and to strengthen its service to the public. The force continues to work hard to engage with local communities to listen to their concerns and to prevent and detect crime. The force took many people responsible for the disorder last year to the criminal justice system after a rigorous and extensive investigation.
4. The police recommend supporting the government's review into the disorder in due course. The force intends to supply its independent internal review at the appropriate time to the review, whilst working with other agencies like the City Council and local community and faith groups.

5. From our own learning and talking with communities, Leicestershire Police has made changes in local policing across the force area, including in east Leicester. The force has decided to invest in more leadership on area and putting in place more opportunities for our communities to raise concerns so that they can see and understand the work we are doing 24/7 365.

## **Background**

6. The East Leicester Neighbourhood Policing Area (NPA) experienced an unprecedented period of community tension during September and October 2022. This was widely reported locally, nationally, and internationally. It saw community tensions surface, predominantly between sections of the Hindu and Muslim communities. These tensions were felt by everyone within the diverse city of Leicester and by communities beyond.
7. Initial media reporting focused on tensions emerging following a cricket match between India and Pakistan on 28 August 2022. At that time, it was unclear as to the true sentiment of the communities and why events unfolded as they did in the following weeks.
8. The subsequent investigation and policing operation have been two of the largest operations in decades for the force. During the disorder, there was a significant increase in the volume of calls and reports relating to incidents in east Leicester. These included public order offences, criminal damage, and assaults.

## **Independent internal review**

9. Following the disorder, Chief Constable Rob Nixon commissioned an independent internal review, as is normal practice following a significant operation. The review's purpose was to provide learning and improvement for Leicestershire Police from an independent assessment team. The review covered the following:
  - Command and incident management
  - Crime and Anti-Social Behaviour (ASB)
  - The suspect strategy supporting investigations
  - Data analysis of East Leicester Neighbourhood Policing Area
  - Community engagement
  - Public order response
10. The Chief Constable wanted an independent assessment. The report's author was employed by the East Midlands Special Operations Unit (EMSOU) on the Regional Review Unit (RRU) and was a Regional Review Officer covering Derbyshire, Leicestershire, Lincolnshire, Northamptonshire, and Nottinghamshire.

11. Review Officers act independently of the five forces and conduct several different types of review, including reviews of incidents or investigations where there is a high level of public interest.
12. The National Police Coordination Centre (NPoCC) completed an independent review of the public order response to the incidents of disorder in east Leicester.
13. To complete the independent review, the reviewing officers:
  - Viewed incident documentation
  - Viewed minutes of gold meetings
  - Viewed Niche (Police Crime Recording System) and the Community Impact Assessment (CIA)
  - Conferred with key members of staff
  - Analysed data held by Leicestershire Police
  - Looked at local policies and processes
  - Considered national best practice
14. As part of the review, and since, significant investment has been made in stakeholder and community engagement by the police to better understand why and how things happened.
15. What is clear is that this was not about cricket. Settled Hindu and Muslim communities have lived side-by-side for decades without issue.
16. Having listened to the communities involved for the purposes of the review, and through continued engagement by the force over the last year, it is evident to the force that the backdrop and contributing factors to the disorder were complex and multi-faceted.
17. This logically requires a range of actions and measures to address different issues, some led by the police and others in collaboration with partners.

### **Supporting a national review**

18. The independent internal review was submitted to the Chief Constable in Spring 2023. It was noted that central government had decided in the interim to appoint an independent review into the disorder of 2022. It was considered appropriate, in order to support the integrity and good process of any central government review, that Leicestershire Police would seek to submit its internal findings to the appropriate body at the right time with the intention to co-operate fully and transparently.
19. For this reason, the force has chosen not to expand on detailed findings of its independent internal review at this stage in order to safeguard any future report by central government.

20. Notwithstanding a central government inquiry, Leicestershire Police was keen to progress any learning without delay in order to strengthen the service to the public, incorporating any specific actions in east Leicester, to prevent and detect crime, protect our communities and maintain the peace.
21. The force also believes it is important for transparency, and to the scrutiny provided by the Police and Crime Commissioner to have sight of the larger operational actions taken by the force since autumn 2022 and understand their progress.

### **Operational actions taken**

22. The force has progressed operational actions from its independent internal review within the areas identified in paragraph 4. We await the remit and terms of central government's independent review, at which point we may be able to provide further detail.
23. In essence, the actions are all directed at strengthening the service, supporting our workforce, and working with communities and partners.
24. They are internal measures taken and developed by the force in co-operation with other agencies as required.
25. The most notable action taken is a significant investment in leadership in our neighbourhood policing model. This includes appointment of a Chief Superintendent and supporting team for the City of Leicester and one for the Counties. This will further raise standards and improve service.
26. During the disorder, there was also a heightened public interest in hate crime and non-crime hate incidents. Separately, the force is already reviewing its approach to hate crime in detail with new leadership in place in order to address this area of particular interest. Hate crime has been raised to a priority in the force's Strategic Threat and Risk Assessment.
27. Finally, the force's core work to investigate those responsible for the disorder is also worthy of note.

### **Progress of the investigations**

28. The investigation of the incidents linked to the disorder, under the umbrella of Operation Energy, was a complex and challenging process because of its sustained nature, the large number of individuals involved, serious individual assaults contained within the wider disorder, and large volumes of CCTV, Body Worn Video and social media which needed to be scrutinised and processed.
29. The overarching investigative objectives were to:

- Conduct a thorough, proportionate, and ethical investigation into the events
- Gather, secure, and preserve evidence to bring offenders to justice whilst supporting victims and witnesses.
- Build and maintain public confidence via the investigative process.

30. To date this had led to the following outcomes:

- 58 people were charged following the east Leicester disorder
- 32 found guilty (see below) - 17 of these cases people pleaded not guilty
- 6 cases discontinued or dismissed at court with one not-guilty
- 1 community resolution
- 19 cases are still pending at court (including 2 people failed to appear and are wanted on warrant)
- **32 people were found guilty at court for different offences such as:**
  - Public order offences
  - Possession of weapons
  - Affray
  - Assault of emergency worker
  - Driving offences – such as no insurance or drink driving
  - Racial/ Religious public order offence
  - Threats to kill
  - Possession of a firearm (taser)
  - Breach of curfew

31. Sentences included:

- Fines of various amounts up to £1200
- Unpaid community hours
- Conditional discharges with fines
- Imprisonment for 7 days / 10 weeks / 12 weeks
- Electronic tag curfew for 6 months
- 12 months suspended sentence
- Driving disqualification and fine

- 10 months imprisonment
- 1 x community resolution

**Implications**

Financial: None attached to this report

Legal: None related to this report

Equality Impact Assessment: None

Risks and Impact: Managed in accordance with purpose of this report

Link to Police and Crime Plan: Improve service user and public confidence

**Person to Contact**

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