



THE POLICE & CRIME COMMISSIONER FOR CLEVELAND

DECISION RECORD FORM

REQUEST: For PCC approval of proposals to retain and develop neighbourhood policing over the next two years.

Title: Increased investment to reduce harm and strengthen communities across the Cleveland Police area

Executive Summary:

Prudent financial management and governance has provided an opportunity for the consideration of additional investment in harm reduction and preventative activities across our communities and to develop a package of enhancements to our Neighbourhood Policing model. A range of proposals (as set out in the business case) have been developed for consideration by the Police and Crime Commissioner as part of a strategy to deliver significantly enhanced positive outcomes for our communities, particularly those who face the highest levels of risk of harm, crime and anti-social behaviour. In summary the proposals will:

- Strengthen the prevention of crime through dedicated provision for specific communities
- Enhance the engagement of Cleveland Police in 'Stronger Families'
- Enhance the ability to reduce repeat offending
- Enhance the immediate intervention provided to victims of Anti-Social Behaviour.
- Increase the ability to respond rapidly to volume crime trends
- Enhance Police officer and Police Community Support Officer resources in high priority neighbourhoods

To enable this to happen will require the addition of the following resources:

- 7 Police Officers
- 23 Police Community Support Officers
- 10 Police staff

Decision: For the approval of proposals of approximately £1.5 million to harness and strengthen neighbourhood policing over the next two years.

OPCC Lead Officer: Joanne Hodgkinson

Contractor Details (if applicable):

Implications:

Has consideration been taken of the following:	Yes	No
Financial	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Legal	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Equality & Diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Human Rights	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sustainability	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Risk	<input checked="" type="checkbox"/>	<input type="checkbox"/>

(If yes please provide further details below)

Decision Required – Supporting Information

Financial Implications: (Must include comments of the PCC's CFO where the decision has financial implications)

£1.5m has been set aside in the LTFP that was approved by the PCC in February 2016, to fund this investment in Neighbourhood Policing. The plan assumed that there would be a lead in time for delivery and therefore £750k is available in 2016-17. The £1.5m covers the costs of Proposals 2 to 7, which are contained within the attached document that sets out the proposals in more detail.

Further work will be undertaken to develop 'Proposal 1' and any costs associated with this work will need to be identified from within current budgets to take them forward.

Legal Implications: (Must include comments of the Monitoring Officer where the decision has legal implication)

Having read this report and having considered such information as has been provided at the time of being asked to express this view, the Chief of Staff is satisfied that this report does not ask the PCC to make a decision which would (or would be likely to) give rise to a contravention of the law.

Equality and Diversity Implications

None arise

Human Rights Implications

None arise

Sustainability Implications

None arise

Risk Management Implications


None arise

OFFICER APPROVAL

Chief Executive

I have been consulted about the decision and confirm that financial, legal, and equalities advice has been taken into account. I am satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner.

Signed:



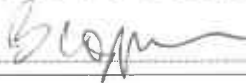
Date:

21 March 2016

Police and Crime Commissioner:

The above request HAS my approval.

Signed:



Date:

22/3/16

Increased Investment to reduce harm and strengthen communities across the

Cleveland Policing Area

Background – Savings 2012-2016

Neighbourhood Policing has been and remains the core of policing in Cleveland. Government austerity measures have reduced the opportunity to maintain overall officer numbers. The Force has reduced its establishment from 1,727 FTE Police Officers in 2010/11 to the current 1,292 FTE police officers, a reduction of 435 officers.

In the main the reductions have been achieved through:

- Strategic Partnership with Sopra Steria
- The Orbis Programme & Towards 2020 Strategy
- Collaboration with other forces

Strategic Partnership with Sopra Steria

The outsourcing contract with our partner Sopra Steria resulted in 161 FTE police officer posts (about £8m) being deleted. These posts were in back office functions that are now provided by Sopra Steria. No front line roles were removed.

Orbis Programme & Towards 2020 Strategy

The Orbis Programme was initiated in April 2012 as the Cleveland Police approach to delivering an organisational structure and working practices that were both affordable, fit for purpose and maintained or improved on current levels of performance. The initial target operating model was developed with the caveat of no reductions in police constables numbers in the following functions Neighbourhoods, Response or Volume Crime.

As a result of Orbis **156 posts (about £7.8m)** were deleted. These were largely achieved by taking out managerial roles, non-frontline roles and eliminating duplication. This included the removal of the Basic Command Unit management structures and centralisation of intelligence teams. It also included the deletion of executive support posts such as the Chief Constable's driver and Deputy Chief Constable's Staff Officer.

A key priority for the Force has been the development of a sustainable service model that can effectively respond to threat, harm and risk and bring about safer and stronger communities. This has been shaped by the Force strategic five year position paper: 'Towards 2020' document which clearly sets out the future shape of the organisation as being:

- Local Policing
- Operational Collaboration
- Enabling Services

This reshaping is aligned to our Strategic Threat & Risk Analysis (STRA) and demand profile (including alternative approaches to dealing with or reducing demand) which directs focus into those areas of policing that require emphasis. This has led to the deletion of approximately **75 posts (about £3.75m)**.

Collaboration with other forces

Through collaboration with other Forces, in particular Cleveland and Durham Special Operations Unit (CDSOU), NERSOU and EVOLVE, the force has reduced duplication and increased resilience resulting in the deletion of approximately **30 posts (approximately £1.5m)**.

Reduction in Management Roles (approximately £2.6m)

The above reductions included the deletion of the following managerial roles:

- 1 Assistant Chief Constable
- 1 Chief Superintendent
- 2 Superintendents
- 4 Chief Inspectors
- 26 Inspectors

Non Pay Savings

Savings from strategic contracts totalling **£1.8m have been assumed in 2016/17 rising to £2.9m** from 2017/18 onwards. Further sundry savings totalling £1m have also been identified and budgets reduced accordingly.

Savings-Strategic Contracts	
	£000s
Steria Saving-Strategic Intent 2	(2,000)
NPAS Cost Model	(380)
NPAS Flying Hours Reduction	(300)
Tascor/Custody	(250)
	(2,930)

Savings-Sundry	
	£000s
National ICT Recharges	(118)
CBRN Suit Replacement	(202)
Telephony Refresh	(143)
Petrol	(105)
Fleet Maintenance Collaboration	0
Contract Inflation Adjustment	(264)
Bluelamp Procurement Savings	0
Miscellaneous Savings	(161)
	(993)

In addition to the above, the Estates Blueprint has delivered savings of **£180k with a further £130k** planned by making better use of estate and divesting of leasehold properties.

In addition, a further **£360k** will be delivered by the move from Police Headquarters at Ladgate Lane to the Cleveland Community Safety hub.

Office of the PCC - £350k savings

The Office of the PCC costs **£350k** per annum (which is around 33%) less than the budget inherited from the former Police Authority. Savings have been made through reduced governance costs, less staffing, less professional fees (audit fees for instance) and subscriptions, less travel costs.

Corporate Costs - £750k savings

Over the last 3 years we have reduced the level of Borrowing/Loans in the organisation by **£6.2m (which is around 25%)** this has resulted in us paying around **£200k** per annum less in interest and also reduced the amount we have to set aside for the repayment of debt by **£500k** per annum. In addition we have reduced the costs of printer leases within the organisation by **£50k** through rationalisation and better contracts.

National Air Support - £400k savings

While the transition to NPAS was required (almost mandated by the government) it has saved around **£400k** per annum so far. There is the potential for further savings in the future that simply wouldn't have been possible as part of a standalone 'Cleveland' only unit as there simply isn't the economies of scale to reduce the significant fixed costs associated with owning and operating your own helicopter. Both the financial model and operating model are kept under close review.

Procurement Savings - £1,000k cashable savings

Over the last 3 ½ years procurement savings of over £1m have been generated. This included;

- **£125k** that has been saved on the costs of purchasing new Police vehicles from the new National vehicle contract.
- Updating and improving the Telephony system which is expected to save around **£150-200k** per annum in maintenance costs while improving the functionality.
- New contract for phone lines and call costs saving **£55k over 2 years**.
- CCTV Planned & reactive maintenance services - Contract awarded to a local small/Medium business saving **£25k** on planned works over the life of the contract.
- Interpreters - Working with Northumbria and Durham Police, a new managed service contract for all Interpreting and Translation services has been put in place using an NHS Framework Contract. Anticipated to deliver **£49k** of savings per annum.

Confirmation of Further Investment in Protecting Vulnerable People

Cleveland Police aim to make our communities safer and help them become stronger and to deliver this resources are deployed based upon threat, risk and harm. The budget cut requirements of recent years together with the growing demand in protecting some of the most vulnerable in our communities, like children at risk of sexual exploitation and managing sex offenders has generated considerable pressure on dedicated staff. In November 2015 the Chief Constable and PCC were able to announce an increased investment of £2m in protecting vulnerable people. This reconfiguration of local policing will enable the Chief Constable to have the right balance of resources to protect,

intervene and prevent those most vulnerable in our community becoming victims or subject to repeat victimisation.

Proposed Investment in Neighbourhood Policing

The current Police and Crime Plan gave a commitment to retaining and developing neighbourhood policing. What follows in the PCC next term of office in respect of this will be based upon wide ranging public consultation and enabled through economies and efficiencies secured.

Prudent financial management and governance has provided an opportunity for the consideration of additional investment in harm reduction and preventative activities across our communities and to develop a package of enhancements to our Neighbourhood Policing model. A range of proposals have been developed for consideration by the Police and Crime Commissioner as part of a strategy to deliver significantly enhanced positive outcomes for our communities, particularly those who face the highest levels of risk of harm, crime and anti social behaviour.

The package can be delivered within the next two years, it will be underpinned by the selection, recruitment and training of the right individuals and further development of the strong relationships we have with partners across the Cleveland Police area.

Proposal 1: Reducing the impact of anti social behaviour, through the enhancement of the 'Victims First' program

The Chief Constable has put forward proposals to reduce the impact of anti-social behaviour by investing in the provision of coordination and risk assessment resources as part of the Cleveland Police 'Victims First' offering. The team would scan high and medium risk referrals, whether from police or partners stakeholders, review the level of risk and promote a case management process to identify how to mitigate the risks to the individual, under the supervision of Integrated Neighbourhood Team Inspectors. The risk assessment officer will be trained PCSO's whose skills will be enhanced enabling them to have the ability to support case management of the high risk cohort, whilst retaining the ability to become directly involved in risk mitigation in support of geographically based Police officers and PCSO's.

The PCC will wish to consider the Chief Constable's proposals alongside the option of enhancing the service recently commissioned for the provision of victim referral services. It is open to the PCC to proceed with that as an alternative in order to achieve an outcome which was not previously considered affordable to include in the specification.

Overall, it is recommended that the PCC approves the decision to make this investment in principle and tasks the OPCC working with the Chief Constable to identify a further option to achieve a victim-focussed reduction in the impact of anti-social behaviour.

Proposal 2: Strengthening the prevention of crime through dedicated provision for specific communities

Cleveland Police provides services to an increasingly diverse range of communities and needs to ensure that it understands and is reflective of the needs of each as far as is possible. This proposal

would create five new PCSOs with thematic community responsibilities to enhance the current Neighbourhood Policing model. These officers will respond to the 'community specific' issues that have been identified through greater engagement with these community groups. This approach will support and complement existing PCSO service delivery by helping recognising difference and provide a more responsive approach to diverse community needs, without a defined geographic footprint.

The five thematic roles identified are:

- PCSO responsible for supporting engagement and problem solving with asylum seekers and inward immigration

Engagement has been undertaken between the Refugee and Asylum Seeker (RAS) community and the OPCC Office, in particular through the Regional Refugee forum, which supports Refugee-led Community Organisations (RCOs) to present their own collective voice to decision makers to influence change in policy and practice. Through this engagement it has become apparent that there are particular factors which cause distrust between the Police and the RAS community, namely negative experiences of policing from RAS country of origin and fear of negative repercussions to an individual's asylum application process if incidents are reported to the police due to a misconception of the link between the Police and UKBA. Language difficulties can also be a key obstacle to RAS community reporting incidents, together with a lack of awareness that incidents such as hate crime are classed as a criminal offence in the UK. Due to the level of distrust between this community and the Police, for the reasons mentioned above, having an established point of contact who can gain the trust of RAS community members and be a figure of stability in what can be chaotic circumstances due to the prolonged asylum process is seen as a beneficial step. The PCC has recently funded RRF to undertake a project to increase engagement between RAS and Criminal Justice Agencies and this post would be expected to play a key role in this work.

- PCSO responsible for business engagement and crime reduction

The PCC contributes to the North East Retail Crime Partnership who work closely with Cleveland Police to increase engagement between the Police and retailers and work together to tackle retail crime. Shoplifting is a high crime area for the Force and focused engagement with retailers is key to reducing incidents and educating businesses in protecting themselves.

- PCSO responsible for developing student engagement and reducing vulnerability

The OPCC has undertaken engagement with young people of both primary and secondary age, and feedback from this consultation has indicated that pupils would appreciate greater engagement with the police as this would enhance their feelings of safety. Since the loss of the School Liaison Officer posts engagement with schools has reduced and feedback from both pupils and teachers indicates that a return to greater levels of engagement would be

welcomed, especially given the rise in awareness around cyber crime and Child Sexual Exploitation.

- PCSO responsible for Improving awareness and engagement in respect of Hate Crime

OPCC consultation with minority communities who experience hate crime has demonstrated that communities can be reluctant to report hate incidents and crimes for a variety of reasons including distrust of the police, often due to historic incidents (this is particularly apparent in LGB&T communities where police were responsible for upholding laws around sexuality), feeling incidents won't be taken seriously, feeling that nothing can be done regarding lower level incidents, or frequency of incidents meaning that victims consider this behaviour part of their day to day lives. Community feedback has indicated that victims would prefer a specialised point of contact for dealing with hate incidents, and cross Cleveland/Durham research has indicated that where this specialist officer post remains in Durham it enables a greater level of trust to be built between the police and minority communities, thereby encouraging reporting.

- PCSO responsible for supporting Force wide crime reduction programs

Since the loss of Crime Reduction Officer posts the level of crime reduction initiatives across Cleveland has varied between Local Policing Areas (LPA) depending on the level of intervention from the Local Authority, leading to a situation whereby victims of crime in one LPA may receive enhanced levels of crime prevention support leading to geographic inequalities in provision.

Each of these post holders will receive additional training in their dedicated thematic area, to improve their knowledge and understanding of the needs of these respective communities. Each will be supported to provide a tactical response to key issues affecting these communities, as part of the wider operational response provided by each INT team. They will offer a capability for greater understanding of the issues and a tactical advisor for how to improve the lives of and reduce the harm to these communities, under a Cleveland wide strategy, with partner agencies.

5 x Police and Community Support Officers [Approx. £175k]

Proposal 3: Enhancing the engagement of Cleveland Police in 'Stronger Families' [Troubled Families]

It is proposed that each Local Policing Area has a Stronger Families coordinator to work in partnership with each local authority supporting and coordinating activity to strengthen families with complex needs. This is seen as a medium to longer term approach to reducing the future burden on policing and welfare/social care provision. It is acknowledged that a relatively small cohort of families disproportionately impact on communities and draw on police and local authorities services. Tackling the issues emanating from these complex families also reduces the harm to the wider community and demonstrates an effective partnership and problem solving

approach to chronic issues existing in all four LPA's. This initiative would be welcome collaborative approach with current albeit limited local authority resources focused in this area.

These Stronger families coordinators will work alongside local authority colleagues and report via a designated INT Inspector to the INT Chief Inspector with force wide responsibility for the 'Stronger Families' initiative.

Engagement undertaken by the OPCC regarding Community Remedy indicated high levels of community support for interventions with problematic families, with a focus on rehabilitation as opposed to purely punitive measures. The introduction of these posts would ensure that the Local Authority led Troubled Families programmes retained a high level of focus on the families causing the highest levels of crime and antisocial behaviour, and therefore putting the greatest demand on local policing.

4 x Stronger Families Coordinators [approx. £140k]

Proposal 4: Enhancing the ability to reduce repeat offending

In 2015 the PCC agreed proposals to establish a Single Integrated Offender Management Scheme for the Cleveland Police area. This involved the creation of a central hub with staff co-located within the prison setting at Holme House Prison. Through the creation of a single integrated team it was intended that the Hub would promote greater levels of consistency and effectiveness across Cleveland in relation to the management of Prolific and Priority Offenders and High Crime Causers both in terms of breaking the cycle of re-offending and managing the risk to public safety. A selection and de-selection process has been established and agreed by the Cleveland Single IOM Group along with a performance framework.

The Cleveland wide central IOM team is managed by the IOM Police Sergeant and the team includes a Monitoring and Performance Officer; 2 Prison Officers; and a Restorative Justice Co-ordinator. The team is supported by both CRC staff and IOM Police officers, based in communities.

The Force Integrated Offender Management [IOM] capability would benefit from an increased resource to develop greater focus on offenders who are not identified as typical high harm offenders but who could be deterred from causing harm in the community as part of release from prison and integration back into society, considerable success has been achieved and some additional resource will significantly increase the scope and scale of the existing capability and industrialise the IOM process. This proposed increase resource will compliment additional staff already identified to move into the IOM team. As a result of the development of Regional Prison Intelligence units, the opportunity to focus on specific individuals and provide appropriate pathways away from repeat offending would complement the national drive to reduce reoffending not just from high harm offenders but across the offending spectrum.

It is proposed that the IOM team would be best enhanced through the provision of two FTE police officers who will ensure the delivery of frontline intervention with offenders, with split responsibilities across the North and South of the county. These officers would report through the existing Communities and Partnership Inspector.

2 x FTE police officer posts [approx. £104K]

Proposal 5: Enhancing the immediate intervention provided to victims of Anti Social Behaviour.

This proposal will focus on the initial assessment of calls received relating to ASB, with emphasis on problem solving where appropriate from the initial point of contact or undertaking a risk assessment and deployment of a suitable resource as necessary. The roles will complement the resource outlined at proposal 1, supporting the 'Victims First' protocol from the initial call assessment through to deployment at the incident and referral through to the victim's first team for full risk assessment and case management. The post holders would benefit from being PCSOs, enabling the organisation to rotate post holders broadening the experience and ability of our PCSOs to reduce harm in the communities they serve.

OPCC engagement with communities has indicated that ASB is a key concern for communities, often to a greater extent than more serious crime categories, due to the detrimental effect that persistent incidents can have on the quality of life within communities. ASB is the most frequently raised concern through the Your Force Your Voice initiative which has seen the PCC speak directly to over 330 community meetings across Cleveland to hear local concerns.

5 x FTE PCSO [approx. £175K]

Proposal 6: Increasing the ability to respond rapidly to volume crime trends

The ability to respond quickly to emerging volume crime trends directly impacts on both positive outcomes and reduction in crime. The current Volume Crime capability is entirely staffed by police officer investigators and this proposal would see this capability enhanced by the introduction of police staff investigators, trained and able to undertake a variety of investigative tasks under the direction/supervision of the 'Investigating Officer'. Current investigative capacity is stretched as the force responds to changing crime types and focuses additional resource on vulnerability. This approach would address capacity and capability gaps and at the same time enable an increase in the amount of time that PCSOs and Neighbourhood Officers spend in their community.

6 x FTE Investigative support Officers [£210K]

Proposal 7: Enhancing Police officer and Police Community Support Officer resources in high priority neighbourhoods

The Neighbourhood Policing review has identified that we have communities that face disproportionate negative impacts as a result of crime and anti social behaviour. As a result the force is in the process of distributing its neighbourhood resources in a manner that better reflects the differing need for intervention and prevention that our various communities need.

In order to increase the pace at which we can, working with partners and the communities, make long lasting impacts in these particular communities it is proposed that we increase the number of Police Officers and Police Community Support Officers dedicated to them. The proposal is to increase each of the "red" areas by one Police Constable and one Police Community Support Officers and the "Amber" areas by one PCSO.