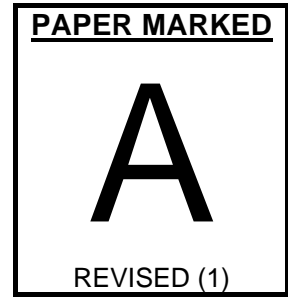


LEICESTERSHIRE

POLICE AUTHORITY



Meeting **POLICE AUTHORITY**

Date **TUESDAY 13 OCTOBER 2009 – 10.00 A.M.**

Report of **CHIEF CONSTABLE**

Subject **POLICING ISSUES ARISING FROM THE DEATHS OF FIONA
PILKINGTON AND FRANCECCA HARDWICK**

1. Introduction

- 1.1 This purpose of this report is to inform Police Authority members of the circumstances surrounding the death of Fiona Ann Pilkington and Francecca Hardwick. It will recap on our investment in Neighbourhood Policing, ASB and place this in the context of activity that has taken place at Barwell since 2006. It will highlight the issues of vulnerability and outline progress that has been made around safeguarding vulnerable adults and hate crime whilst demonstrating new strategic challenges to be taken forward.
- 1.2 The report is written in five sections.
- 1.3 Section one of the report highlights the background and context of Leicestershire's journey in implementing Neighbourhood Policing, Citizen Focus and highlights independent evidence of the National and regional work trialled by Leicestershire Constabulary in these areas, as highlighted and documented by HMIC, Government Office East Midlands, Prime Ministers Delivery Unit and Home Office and shared with ACPO colleagues. Appendix A outlines specific examples of this work.
- 1.4 Section two will provides details of the Pilkington case including the finding of the review carried out post incident and comments made during the jury's summing up.
- 1.5 Section three will detail the focus that has taken place locally at Barwell supported by a timeline of positive and negative indicators from October 2006 to September 2009.
- 1.6 Section four will outline the current position around safeguarding vulnerable adults and outline next steps.
- 1.7 Section five will outline the strategic challenges and opportunities that are presented as a consequence of this incident.
- 1.8 This report therefore seeks to outline the strategic challenge now facing us in ensuring that we have the capability to identify and respond to incidents that if dealt with in isolation may appear of less significance but if placed in a wider context, i.e. frequency, vulnerability could have impact on both safety and also wider public confidence.

- 1.9 The key strategic issues for Leicestershire Constabulary and by definition the wider Police Service.
- 1.10 What are the standards of responsiveness which may be reasonably expected by the public when calling upon the Police for assistance?
- 1.11 What is the role of the Police and what is the role of other agencies including local councils, schools, health agencies, parents, criminal justice and wider citizens?
- 1.12 What action may be taken by the Police and other agencies to identify the most vulnerable from within an extremely subjective test of vulnerability amongst the volume of reported activity and prioritise effective solutions with the resources available?

2. The Leicestershire Journey – Our Record of Commitment to Communities

- 2.1 Independent inspections have recognised us for many years as one of the leading forces around implementing Neighbourhood Policing, tackling anti social behaviour, innovation around performance management and pioneering new approaches as part of managing demand. We took an influential role in freeing up officer time by piloting alternative resolutions as part of the Flanagan report, invested in technology to increase visibility through the introduction of IR3 and also mobile data terminals.
- 2.2 Furthermore, we embraced the 101 single non emergency number pilot (2006) recognising the strategic significance of responding better to victims of ASB and despite the withdrawal of national funding we invested with partners to continue the pioneering role of an Inter Agency Community Safety Bureau to enable multi agency data to be shared, analysed and acted upon. We have extended this learning from the City and it now covers the entire Force area.
- 2.3 We have led the way in developing a local survey regime (CRAVE) to better enhance our understanding of what matters most to local communities. We have led the way in joining up joint consultation across the partnerships around issues of community safety and criminal justice.
- 2.4 We have high level strategic support from our partners to tackle ASB and increase public confidence through the priorities of the CSPB and associated delivery group.
- 2.5 Since the deaths of Fiona and Francessca we have recognised the need for a step change in organisational culture and sought expertise from the private sector, pioneering new approaches in delivering service improvement and problem solving. This involved all managers receiving service excellence training.
- 2.6 Despite the increasing requirement to build capability in protective services as part of the east midlands regional Police funding shortfall, we have maintained our commitment to front line policing, minimising abstractions and ensuring appropriate resource distribution focused on visible policing.
- 2.7 Appendix A provides details of our commitment to communities.

3. The Incident

- 3.1 On Tuesday 23rd October 2007 at 11:18pm, in a lay-by on the A47 just outside Earl Shilton two bodies were found in a burnt out vehicle. They were identified as Miss Fiona Ann Pilkington, 38 years, and her daughter Francessca Hardwick, 18 years. At

11:54pm the same evening the mother of Fiona contacted the Police having received a letter from her daughter and she believed it to be a suicide note. Later, media reports, supported by members of the family and the community, suggested that continued anti social behaviour outside the family home in Bardon Road, Barwell drove her to this action.

- 3.2 Miss Pilkington had resided at 59 Bardon Road Barwell with her 17 year old son Anthony Hardwick and her daughter Francecca as an owner occupier for 12 years. The family received support from Pamela Cassel, Fiona's mother. Fiona had received medication in the past for depression following the split from her partner; both of her children had varying degrees of learning disability. Anthony was attending a school for special needs and Francecca's condition was described as 'quite severe' having a mental age of 3-4 years. It was commented by Fiona's family that Francecca's behaviour was becoming more problematic, abusive and difficult for Fiona to manage.
- 3.3 The anti social behaviour against the family involved youths living in close proximity to them. The offenders were aged between 13 and 17 years old. The families received anti social behaviour letters from Hinckley and Bosworth Borough Council following Miss Pilkington's contact with them and some had received harassment warnings from the Police for their behaviour.
- 3.4 Immediately following the tragedy, an internal review was instigated. The review considered the management of and response to calls, both recent and historical, made from 59 Bardon Road and also accounted for reports made by other residents in the same street. The review presented a summary of the contacts from 1997 through to 2006 and a more detailed record of the incidents occurring in 2007. All individual interactions and responses have been scrutinised as part of the review and previous submission to IPPC.
- 3.5 There were 19 incidents recorded from 59 Bardon Road between 1997 – 2006, a significant number of them (10) were reported in 2004. It was during 2004 that Miss Pilkington wrote to her MP complaining about the level of anti social behaviour she was suffering from. Of the historical incidents where a crime was identified it was recorded and investigated. However, in these cases there was no support from the family to sustain a court case.
- 3.6 There were 31 incidents of anti social behaviour reported in Bardon Road during 1/1/07 and 31/10/07, including 13 incidents that related directly to 59 Bardon Road. These involved nuisance caused by youths in the street, including a non injury assault when a stone hit Anthony on his bicycle helmet and reports of damage caused by stones being thrown at the windows. However, upon arrival no damage was found. The analysis shows that the Pilkingtons were both vulnerable and repeat victims and that they were probably victimised because of disability. In addition, there were other repeat and vulnerable victims residing in Bardon Road and a small number of repeat offenders accounted for the majority of the offending.
- 3.7 The key observations made by the review team were that the disability and vulnerability of the Pilkingtons had not been taken into account, there was a failure to join up the reported incidents, opportunities to deal with the identified offenders earlier through liaison with key partners were missed by failing to share information and that Miss Pilkington was not supportive in pursuing a complaint when a criminal offence had been committed. The failure to recognise that the victimisation was related to disability resulted in the hate crime policy not being adhered to. The hate crime policy details the standards and level of investigation / support that should be offered to a victim and includes incidents and crimes that refer to an individual's race, gender / sexual orientation, religion, faith or disability.

3.8 In summary, where a crime was reported and the suspect(s) was known it was investigated to an acceptable level but on each occasion Miss Pilkington declined to pursue a prosecution requesting that any identified offender be dealt with by criminal justice system about their behaviour. The incidents of ASB were treated in isolation, hence missing the repeat victimisation and disability of the Pilkington family.

3.9 The review document was presented to a review panel meeting held on the 19th December 2007, chaired by the then ACC Crime. The meeting included representatives from all the geographical Force Basic Command Units (BCUs), a number of specialist departments and invited guests from Hinckley and Bosworth Borough Council and Adult Social Care. The following actions were identified: -

3.9.1 ***To report back to the Management of Police Information Group regarding the issue of creating a “golden nominal” for the identification of vulnerable victims. The practical effect of this would be that if the Police responded to an incident involving a vulnerable person, the attending Police Officer or Police Community Support Officer (PCSO), would by entering a name or other information be able to immediately identify the person as vulnerable and ensure they receive an appropriate level of service based on their vulnerability and past events.***

This initiative is still under development. However, the Constabulary has made considerable progress towards completing this implementation. A computerised searchable database, Genie 2.0, went live prior to Christmas 2008. Genie 2.0 is a web based search engine, which is accessible to all Police Officers and identified Police Staff. It can also be accessed using the new Mobile Data Technology. Genie 2.0 currently searches up to 12 databases dependant on the type of search requested. These types of search are name, address, telephone number or vehicle. In simple terms it queries the target system databases in situ and passes the results back to the searcher. Currently the systems searched are Firearms Register, Warrants, Intelligence, Crime, Custody, Incidents, Vehicle Fixed Penalty Tickets, Other Vehicle tickets (HORT1), Licensed Premises, Missing Persons, Children at Risk and ANPR. The Force is actively seeking to expand both the systems that can be searched and the overall functionality of the Genie 2.0 technology. This means that the full history of victims and offenders will be available to officers.

This is enhanced by the introduction of Mobile Data Terminals (MDTs) in Police vehicles; early indications of good practice show that Police officers are researching incidents they are sent to in their vehicles en-route.

By November 2009, over 2000 officers and Police staff will have received awareness training in order to assist them in identifying vulnerability in all its forms.

3.9.2 ***To ensure that Leicestershire Constabulary’s Anti Social Behaviour (ASB) policy is fit for purpose and that processes are in place to effectively identify and deal with prolific ASB offenders in line with legislation.***

The existing ASB Incremental Approach Policy was reviewed in March 2008 and an updated policy known as the ‘ASB Policy’ was implemented on 1st April 2008. The ASB policy highlights in detail the interventions that are available to officers when dealing with minor ASB perpetrators up to more serious offenders when an Anti Social Behaviour Order (ASBO) or a post conviction CRASBO (Criminal Anti Social Behaviour Order) is needed. It also provides guidance on applications for crack house closure orders and dispersal orders, as well as other tactical options. In 2008 a number of ASB presentations were given by a Force Community Safety Bureau (CSB) Inspector to frontline BCU staff to introduce the updated ASB Policy.

The Hate Crime Policy was updated in October 2007. This update amalgamated the existing 'Police Response to Racist and Religious Incidents' and the 'Police Response to Homophobic and Transphobic Incidents' policies and incorporated the strands of hate crime not previously covered (e.g. disability) into one overarching Hate Crime Policy. This was implemented throughout the Constabulary in December 2007. The Hate Crime Policy raises the importance of hate crime or hate incidents and creates Crime and Intelligence System (CIS) recording procedures for both. It places strict time limits on investigations, as well as providing guidance to supervisors on what actions should be taken. Each BCU has a dedicated Hate Crime Officer whose remit is to ensure an effective and co-ordinated service to the victims of hate crime who are vulnerable through age, gender, race or religion, sexual preference or disability. They liaise with victims, witnesses, investigating officers and other agencies to support and facilitate appropriate resolution for victims of hate crime.

3.9.3 To ensure that processes are in place to identify potentially vulnerable ASB victims.

As stated, over 2000 colleagues have received training with regards to identification, training and officer awareness for identifying potentially vulnerable people. The Constabulary currently has a Vulnerable and Intimidated Victims and Witnesses Policy which was implemented in August 2002. The Policy provides guidance to all officers on supporting and enhancing the quality of evidence given by vulnerable and intimidated victims and witnesses who enter into the criminal justice process. This includes the provision of video recorded interviews, special measures at court, victim personal statements and social support for such witnesses. The review and re-writing of this policy is on-going and awaiting national guidance as a result of the case R v Rochester, which relates to all vulnerable and intimidated victims and witnesses now having access to all forms of special measures.

3.9.4 To review Leicestershire Constabulary's policy on race hate crime to ensure that disability issues are appropriately identified and to ensure compliance with the latest legislation.

This has been addressed in response to action point 2. As part of the ongoing organisational review we are actively seeking to merge the diversity and community cohesion and hate crime units together to provide greater focus and joined up working.

3.9.5 To ensure that a mechanism is in place within area CSBs to flag vulnerable victims on a daily/case-by-case basis.

Each area has put in place extremely robust systems and processes that are tailored to local needs. Whilst the Constabulary is improving how we recognise issues of vulnerability, there remains the requirement to establish in a consistent format the procedures for securing partner agency support.

3.10 At the conclusion of the inquest the jury delivered a narrative verdict We would invite members of the Authority to read the summary in full (Appendix D refers) which in summary indicated three agencies displayed some failings which contributed to the decision of Miss Pilkington to take her own life. The jury also highlighted other difficulties in Miss Pilkington's life, such as anxiety over Francessca's future, her poor coping policies and a refusal of help, all of which played a part.

4. Safeguarding Adults' Board

4.1 As well as carrying out its own thorough internal review the Constabulary also took part in a serious case review as a member of the Safeguarding Adults' Board. The

Board agreed with all of the recommendations set out within Operation Teak. In addition, it made further recommendations in respect of partnership arrangements.

5. The Barwell Experience

- 5.1 Barwell and Earl Shilton are two adjoining villages north of Hinckley on the main A47 thoroughfare to Leicester. The community has a diverse range of family households and there have been a number of new builds over the recent years.
- 5.2 It was recognised that Community facilities were limited but there are current programmes in both villages to build new community centres to bridge this gap.
- 5.3 Partner organisations are actively involved in addressing the social needs of the community in recognition of the deprivation issues and the communities' feeling that the villages need a more solid infrastructure.
- 5.4 The key factors influencing Barwell Neighbourhood 2006-2009 are: -
 - 2006 – Following the adoption of CRAVE. Early indications from those surveyed in the Barwell area demonstrated that people disagreed that Police were dealing with crime in their area.
 - 2006 – Beat 27 (Earl Shilton and Barwell) – A dedicated neighbourhood team comprised of 3 dedicated Police Constables and 2 Police Community Support Officers was assigned.
 - 2006 – Beat 27 identified through County Council as a priority area – subsequently Neighbourhood Management structure adopted to enhance community. Governance through LAA and Neighbourhood manager appointed.
 - Oct 2007 – Op Teak **CIA - Op Teak.**
 - Dec 2007 - the South SMT provided a Priority Neighbourhood Delivery Plan to tackle issues surrounding criminal activity and ASB across Earl Shilton and Barwell. This included having a dedicated neighbourhood sergeant for the beat, a team of 8 officers (4 x PC's, 4 x PCSO's), to engage with partner agencies for development of the beat and to provide a "One Stop Shop" for all matters with the introduction of community houses to a wider audience.
 - Sept 2008 – Community House opened in Earl Shilton.
 - 2008 – Continued focus by beat team to target ASB issues in the Barwell area (captured in CIA).
 - July 2009 – Community House opens in Barwell.
- 5.5 Below is an overview from the Neighbourhood Sergeant of positive work achieved in the Barwell Community:
 - 5.5.1 Street Surgeries – Positive Feedback
 - Beat team and partners visit the community personally to engage with the residents of Bardon Road
 - 60 residents per month have been spoken to in August and September to voice their concerns for the area

- Concerns highlighted were Litter/Dog Fouling/ASB/Speeding
- All matters have been referred to the relevant partner agencies to deal with issues as they arise and are captured with the community impact assessment log.

5.5.2 Barwell Community House – Bradgate Road, Barwell

- Opened 1st July 2009 – initial staffing problems but now fully opened
- Provides information and support groups to families in the Bradgate/Bardon Road areas
- The community house will provide activities for children in the summer months when ASB tends to peak nationally
- The elderly are invited on day trips to attractions around the country
- Will be a base for all agencies to engage with the public over any issues surrounding welfare/lifestyle
- Based on successful work conducted by the Earl Shilton Community House in Peggs Close, Earl Shilton where all agencies come together in one place.

5.5.3 Jaqual Team (Joint Action Quality of Life Team – Council officers/PC/PCSO/civilian staff)

- Tackling ASB issues within communities by recording and highlighting problems
- Directing resources into the right areas at the right times to deal effectively with those problems
- Identifying vulnerable members of the community and linking with partners to provide support
- Taking positive action through stages of Warning letters, ABC contracts and ASBO's/CRASBO's to individuals and families
- Linking actions taken by all partners to co-ordinate the appropriate response.

5.5.4 Environmental action – community issues

- 'Love Your Neighbourhood Week' + 'Not in our Neighbourhood week' include partner agencies working to improve the environment (e.g. street cleaning, jitty clearing, refuse removal, Fire safety, voluntary groups, ASB patrols)
- Positive work surrounding drugs issues highlighted by the community with enforcement by Police
- Continued effort to engage the community with Neighbourhood Watch schemes
- Involvement of youth groups from all agencies to engage in meeting areas where ASB is reported.

5.5.4.1 Between October 2007 and October 2009 a comprehensive community impact assessment has been maintained detailing the extent of activities that have been completed in the area. A detailed analytical chart is attached at appendix E (to follow).

5.5.5 Furthermore, prior to 13th October members will be provided with a detailed breakdown of calls made by Fiona Pilkington between 1997-2007 (Appendix F - to follow).

5.5.6 In addition to this analysis a further breakdown of volume, frequency and known risk will be provided prior to 13th October 2009. This will outline calls year by year and place them into context of other demands facing us at that time.

5.5.6 To ensure the community continues to prosper, a high level strategic group has been established to develop a joint strategy to ensure a continued focus for improvement for Barwell exists. This includes senior representatives from Police, District and County Council.

5.5.7 During 2009 Hinckley and Bosworth council were awarded a beacon award for their innovative approach to tackling night time economy and reducing violent crime.

6. Leicestershire's Progress Over Safeguarding Vulnerable Adults

6.1 During 2007/2008 the Force engaged in several serious case reviews and internal enquiries that highlighted the need to increase its working in relation to safeguarding vulnerable people.

6.2 A sequence of high profile cases such as 'Baby P' also raised the profile of the importance of Police procedures and our contribution to multi-agency safeguarding. This resulted in a number of strands of work to respond to the situation as outlined below.

6.3 *Clearer Accountability*

6.3.1 The Force clarified its allocation of responsibilities. Staff at all levels have been given a clearer understanding of their roles responsibilities. The ACCs roles were defined and this fed down through the Departments and BCUs. The ACC crime chaired a sequence of Gold meetings to which departments and BCUs reported. This structure was used to clarify procedures and practices.

6.4 *Intelligence Handling*

6.4.1 A recurring message was the importance of having quality information systems which allow the force to learn from its collective experience and equip officers to respond to new events based on the best information available. This includes embracing recording standards and the MOPI principles. The Force has significantly improved its recording of information, its assessment of the risks and the identification of the vulnerable. There remains the need to continue to develop dynamic multi agency information sharing with particular emphasis on personal data. Investment in systems such as Genie 2 and mapping software has allowed analysts and beat officers to assess issues quickly and to be more information led.

6.5 *Culture / Training*

6.5.1 A training programme has been implemented to develop officers awareness of vulnerability and promotes the culture that they need to accept the responsibility to make a difference. In excess of 2000 staff have now received this training. The number of referrals to other agencies and incidents recorded appropriately as hate crimes or racist incidents are increasing in line with their greater awareness. Further training is being developed and will be aligned to the 3 C's message of understanding context.

6.6 *Internal Review*

6.6.1 The Force's internal review capability has been reviewed and developed and linked to the review of serious cases where safeguarding is an issue. The Review and Good Practice unit now provides an independent review service to Departments and BCUs in the wake of a serious incident. This promotes a culture of development, scrutiny and accountability.

6.7 *Partnership Development*

6.7.1 Since 2007 we have established a Detective Chief Inspector post to engage with the Children and Adult Safeguarding Boards. A consistent specialist contribution to the Boards is beginning to professionalise our involvement and ensure that the Police perspective is appropriately recognised within their business plans. The quality of the cooperation and the subsequent improvements in partners' working practices has notably developed the team work and procedures. New Policy and improved practices are now in place at the leading edge of national development. Examples are MARAC, MAPPA, Child Death Overview Panel (CDOP), Serious Sexual Offences Strategic and Operational groups. The contacts developed through this work are regularly problem solving difficult operational cases and safeguarding vulnerable people.

6.8 *Serious Case Reviews*

6.8.1 Serious cases are an opportunity for the Force to learn significant lessons about its performance and practices. To successfully achieve this they need to be consistently conducted in a genuinely constructive manner. Balancing the conflicting demands of criminal investigations, coroner's enquiries, and civil care proceedings with the interests of organisations and vulnerable families is difficult but achievable. The addition of a Chief Inspector's post has improved the quality and consistency of this approach and allows the Force to identify with greater clarity the lessons to be learnt. This is being achieved through action plans responding to the reviews' recommendations which are presented and monitored at ACPO level.

6.9 *Quality Assurance*

6.9.1 The Children and Adult Safeguarding Boards have significantly improved their quality assurance information provision. This is being revitalised to ensure that the recognised best practice that had been developed is fully implemented. This is intended to provide regular and intrusive performance indicators which will allow the board and its partners to ensure that their safeguarding arrangements are effective. This work has also been extended to the MAPPA project.

6.10 *Customer Surveys*

6.10.1 Departments and BCUs have improved our customer survey capability to ensure that we are able to survey vulnerable people and those subject of serious crime. This is sensitive work which is being carefully developed to ensure that the survey work does not re-traumatise the victims or highlight their vulnerability.

6.11 *Risk Reduction / Assessment*

6.11.1 The Force is engaged in a range of work to revisit and link where appropriate its risk assessment tools. These are being monitored by improving performance indicators which ensure that an understanding of the risk is achieved and anomalies in performance are highlighted. A risk based performance package is being developed to promote our ability to process and mitigate risk. This package monitors caseloads and timeliness to ensure that quality can be achieved.

7. Strategic Challenge

7.1 This section seeks to reflect on the lessons learnt from this case and consider them against our current position. It will demonstrate that whilst there has been an intense external focus on ASB, this case presents far greater challenge for the service than merely introducing a set of standards for ASB, albeit these are being formalised. The

first challenge is that of volume. Currently the Police service nationally receives approximately 80 million calls per year that do not require a 999 response, with a further 12.5 million calls that do require an urgent response.

- 7.2 To place this into local context, in Leicestershire we have 1.1 million calls per year which includes 790,000 incidents requiring a Police response, of which approximately 96,000 relate to crimes and 55,000 relate to calls of ASB. It is estimated that there are between 26,675 and 33,026 members of the public that are registered as having some form of mental illness. We have currently identified significant numbers of callers who have higher than average contact with the constabulary who we consider may be vulnerable. We are the only 24/7 365 day a year service and are often contacted as first point of contact when seeking assistance.
- 7.3 In considering our response to either crime or ASB one size does not fit all and historically this has been proportionate to the level of severity. Since the introduction of the confidence target there has been a considerable momentum toward tackling ASB and its importance has been elevated considerably. Whilst we must continue to strive for improvements in how we manage ASB, the learning from this case demonstrates the new complexities of frequency and vulnerability. In both cases this requires greater connectivity of data and information sharing and sound professional judgement on the behalf of front staff.
- 7.4 Both frequency and vulnerability assessments are dynamic as they are affected by the circumstances at any given time. How high do we set the bar? The definition of 'vulnerable' is extremely wide and inclusive. Already existing paradigms in diagnoses and treatment are equally challenging across health organisations. Timely good physical and mental health assessments are essential. How capable are our partners to assist if a considered proportionate response is not applied? Whilst great progress has been made around front line officers recognising vulnerability, if we are to be truly effective it is essential that all those considered vulnerable are made known to us by other agencies holding information, not solely rely on Officers' intuition.

8. Way Forward

- 8.1 The introduction of the case management system for ASB should be prioritised and supported by minimum standards for officers when dealing with ASB related activity.
- 8.2 Internal inspection of ASB policy and ensuring compliance and proportionate use of powers.
- 8.3 Explore the feasibility of mandatory ASB referral to victim support.
- 8.4 A review of Repeat Victimisation Policy and compliance.
- 8.5 IT upgrades have been explored to enable caller ID and history to be flagged to call takers. This would enable historic callers to be quickly identified and incident linked.
- 8.6 Nationally the concept of vulnerability is in its infancy across Forces and there is the suggestion of pilot Forces being selected to better recognise and respond to mental health issues. The Bradley Report recently published provides a clear opportunity for Leicestershire to embrace this agenda and demonstrate our commitment to vulnerable people.
- 8.7 At the CSPB on 29th September 2009, it was agreed to develop a senior multi agency group to define common definitions and responses.

- 8.8 Improved multi agency information sharing arrangements with particular emphasis on personal data.
- 8.9 To improve the IT systems to enforce policy through mandatory fields and enhanced monitoring of risk.
- 8.10 To automatically highlight vulnerable people through analysis of frequent service users. People who disproportionately call upon Police services may be highlighting their vulnerability and their lack of support through other organisations or networks.
- 8.11 Joint referral work with partners to ensure that when vulnerability is referred to them it is acted upon in a consistent and predictable manner. This work is in progress but there are exciting national developments towards joint referral desks which would contribute to our local development.

9 Conclusion

- 9.1 The tragic death of Fiona Ann Pilkington and Francecca Hardwick has been extremely distressing for communities and the Service alike. This report has demonstrated the challenge of interdependent factors that need to be understood and managed. Whilst significant progress and commitment has been demonstrated over recent years, there remains considerable challenge not merely for Leicestershire Constabulary but for partners and the Police Service nationally. Proactive steps have been and continue to be taken to ensure that victims of ASB, hate crime and repeat victims receive a better quality of service.

10 Recommendations

- 10.1 To note the contents of the report.
- 10.2 To endorse the recommendations at point 8.

11. Officer to Contact

Chris Eyre, Temporary Chief Constable, tel: 0116 2222222 ext 2005
Chief Supt Rob Nixon, tel: 0116 2222222, ext 5769

Implications

Financial and Legal: implications throughout the Report. Diversity: see issues of vulnerable victims in the Report. Risk Management: issues of this sort can affect resources and reputation.

Background Papers

Links at appendices B and C.

Below are specific examples of our innovation and commitment:

1. CRAVE (Confidence, Reassurance, Accessibility, Visibility, Evaluation)
 - 1.1 During 2005/2006 Leicestershire Constabulary identified that there was a need to understand in greater detail than previously available through the BCS or other means, the qualitative aspects of local policing and as a result the CRAVE survey was developed. During 2009 the CRAVE survey was further expanded to become a partnership approach to understanding public perceptions around crime and ASB. We now undertake monthly surveys totalling around 7500 per annum, the results from which are shared with partners and supported by monthly analysis which is linked to tasking and deployment of Force and partnership resources.
2. Pilot of the Leicester 101 Framework
 - 2.1 In December 2006 both the City BCU and Rutland CDRP areas became pilot sites for the national roll out of the 101 single non emergency number with further pilots being launched in Melton and Market Harborough during 2007. As part of this process ICSBs (Inter Agency Community Safety Bureau) were introduced.
3. The Interagency Community Safety Bureau (ICSB)
 - 3.1 Prior to the introduction of 101 and subsequent ICSB, reports of anti-social behaviour were received through the Police non-emergency number and the council switchboard or hotlines. There was no analytical function dedicated to anti-social behaviour. The analysis and intelligence gathering was fairly limited. For example, the council employed Development Officers for the four key priorities identified by the local CDRP. The analysis responsibility of this role primarily constituted providing basic statistics in line with CDRP performance regimes. There was limited analytical capacity to deal with other problems. In terms of the Anti-Social Behaviour Unit, the primary intelligence was received from the dedicated anti-social behaviour hotline, which was not sufficiently widely used to provide a comprehensive picture of problems.
 - 3.2 Following the removal of the 101 Pilot Leicestershire invested additional resources to form The ICSB Concept. This retained the analytical capability and began to roll out across the entire county. The ICSB develop a multi agency tactical assessment which informs the Joint Action Group and other appropriate forums within the local authority, the Police and other partner agencies. The Tactical Assessment and associated problem profiles are fed into existing tasking structures.
 - 3.3 The benefits believed to have been realised by introducing the ICSB process include:
 - Increased analytical capability – better intelligence, better problem-solving and better tasking.
 - Increased customer satisfaction through improved response and problem solving
 - Improved systems of accountability leading to better overall performance as agencies share the issue.

4 IR3

4.1 During 2007/08 we installed *IR3* on all patrol cars to provide the control room with real time information on the location of units. We have linked *IR3* with local crime analysis data to help determine future patrolling requirements, address hotspots and aid officer tasking. *IR3* now offers two main products, "real time" vehicle location and tracking and retrospective management reporting linked to Neighbourhood Policing and Resource Management. All BCUs now apply way markers to key locations identified as requiring increased Police focus which has seen a significant increase in patrolling in key locations.

5 Task Master

5.1 In May 2009 the Force launched 'Taskmaster' a web based electronic briefing and tasking systems to enhance the daily management meeting, daily briefs, and provide an auditable record of tasks resulting from the tasking and co-ordination process. This enables us to link and co-ordinate all NIM led action from the Strategic Assessment, through the Tactical Tasking elements to the Neighbourhood level. Enhancements are under way to link all NHP profiles into an electronic format that will be accessible across the partnerships at neighbourhood level. We have sought to ensure we have:

- A searchable record of all briefs, linked tasks and corresponding results in proportion to the prevailing assessment of threat and risk.
- A searchable repository providing the potential to identify 'lessons learnt' and 'best practice'
- The capability to establish an 'Organisational View' of intelligence led activity at any given time
- Increase the accountability and productivity of tasking through being clearly owned and assigned to an individual
- Ability to identify the gaps in tasked activities, and address at an early stage the cause of such gaps

6 Genie 2

6.1 In December 2008, we launched Genie 2.0 a second generation of a Leicestershire Police search engine designed to search across multiple Force systems for People, Addresses, Vehicle and Telephone numbers. The system is accessible by both Desktop terminals and vehicle Mobile Data Terminals (MDT's). At present it searches across 16 systems with direct links to 6 of them. Its expansion of use across the various business areas means that its usage is now reaching 6000 searches a week, which will increase further with its adoption in other business areas and its connection to other systems. Whilst still work in progress, the introduction of this technology has allowed more dynamic searching across multiple systems. Feedback from frontline staff suggests that the volume of information is often overwhelming and unhelpful when responding quickly to incidents and developments are intended to link the Genie interface with mainstream intelligence with some pre determined search criteria based on risk, threat and harm.

6.2 At present the Force is developing the ability for Genie 2.0 to also search PNC, HOLMES and Micro Crime (Crime records pre the current CIS). Work is also being carried out to look at how Genie 2.0 can be further developed to flag Vulnerable/ At Risk persons.

7 Flanagan

- 7.1 Leicestershire took a lead role in developing restorative justice approaches in neighbourhoods. All Neighbourhood officers and PCSOs were trained to deliver RJ as an alternative option to low level sanctioned detections. This step was taken to enable officers to better engage with victims and users to seek a resolution to their problem rather than follow a mechanistic process which often for low level crime was seen as highly bureaucratic, slow and failed to meet the victim's expectations.

Our approach to restorative justice went live in July 2008 and to date around 5000 offences have been resolved using this approach, and victim satisfaction for these disposals stands at around 90%. Chief officers personally held roadshows with every Sergeant and Team Leader in the force prior to it going live.

8 Commitment to Tackling Anti Social Behaviour

- 8.1 The Force continues to build upon the innovative approach to partnership working and problem-solving in particular ASB issues. The Force continues to support a dedicated ASB Inspector now integrated within the Neighbourhood Improvement Unit (Force CSB). It is acknowledged that there are strong links between local priorities and ASB delivery. ASB is included in the strategic assessment and have a senior lead appointed who chairs a control strategy meeting focusing on improving ASB. The Force has developed a joint agency training programme aimed at practitioner level and leads a multi agency ASB improvement group. We have jointly with the county council introduced an impact team which is tasked by the partnerships to work in areas of identified ASB and engage proactively with the local youths to reduce occurrence.
- 8.2 In 2009 we sought the assistance of a dedicated ASB lawyer to give refresher training about powers and legislation relating to offenders. We have run a series of high profile ASB campaigns with partners and have successfully negotiated that top ASB offenders will be categorised as priority offenders within the Integrated offender management arrangements, thereby ensuring a premium service across all aspects of the CJS.

9 Service Excellence Training

- 9.1 Between January and August 2009 the Learning and Development Department ran a series of 41 Quality People workshops for both first and second line Police managers and their Police staff equivalents. 508 managers attended this mandatory training.
- 9.2 The aim and objectives of these workshops were to:
- identify a clear direction for building public confidence
 - examine how service delivery affects public confidence
 - compare the performance culture with the emerging culture around delivering service excellence
 - ensure participants could identify and define their priorities for delivering service excellence.
- 9.3 In 2009 we introduced sergeant call-backs where sergeants and team leaders call back users of our service to ensure a high level of satisfaction in the service that has been provided.

10 The Place of Safety Assessment Unit (PSAU) – Glenfield Hospital

- 10.1 Prior to 2004 it was normal practice in Leicestershire and elsewhere that persons detained under Section 136 of the Mental Health Act were taken to Police Custody Suites as a “Place of Safety” where they could be assessed by a Doctor and social worker.
- 10.2 Reports by the Royal College of Psychiatrists and the IPCC were critical of this approach as it was considered that a Police station was not a suitable place for a person who was basically ill. Links with mental health to deaths in custody strengthened this argument.
- 10.3 Work then began with funding from Central government and through a multi agency working group to create a solution. The PSAU opened in 2008 and is adjacent to the Bradgate Mental Health Unit. It provides a safe and calm environment for assessments and direct routes into care where appropriate. The PSAU is the preferred option for all Mental Health Detainees except those that are violent or who need urgent medical attention.
- 10.4 As recently as Tuesday 29th September 2009 the PSAU was visited by the IPCC.

11 Introduced a Service Excellence Directorate

- 11.1 Leicestershire Constabulary employs a dedicated Service Improvement Manager (retired Ch Supt) who heads a team of staff whose primary aim is to identify opportunities to enhance the level of service provided to the public either through innovation or by challenging current practice and procedures. In late 2008 the Constabulary also invested in a dedicated Service Excellence Directorate headed by a Chief Superintendent. The role of this unit has primarily been to drive forward further service improvement and explore opportunities to increase public confidence. A significant amount of this unit’s time has been spent on implementing the Policing Pledge and the new crime and incident policy.

12 Regional Citizen Focus Forums

- 12.1 Leicestershire took a lead role in chairing a regional citizen focus forum to draw together good practice across the region and ensure Leicestershire was at the forefront of developments around the citizen focus agenda.

13 Changes in Crime and Incident Response Policies

- 13.1 Since 1st June 2009, the Contact Management Centre has changed its response policy, removing all non attendant crime, recognising the vulnerability of victims and taking into account the needs of the caller, crime, context and community. This has led to training for all staff and systems have been put in place for call takers to use a facility on the command and control system to highlight specific incidents/callers. The analyst also identifies regular callers by volume of calls. This is passed to the intelligence officer to develop. The CMC do not sign post callers of note to other agencies. Any callers of note identified will be passed to the BCU and a designated local officer will investigate and make any necessary multi-agency referrals. These callers are then placed on our internal briefing system ‘Taskmaster’ which will raise the department’s awareness and instruct staff on how to handle the call. History markers are also placed on the caller’s telephone numbers/addresses to assist staff to easily identify them.

13.2 Developments are being pursued to introduce an additional bolt on facility that would link previous call history and alert caller takers to previous dealings.

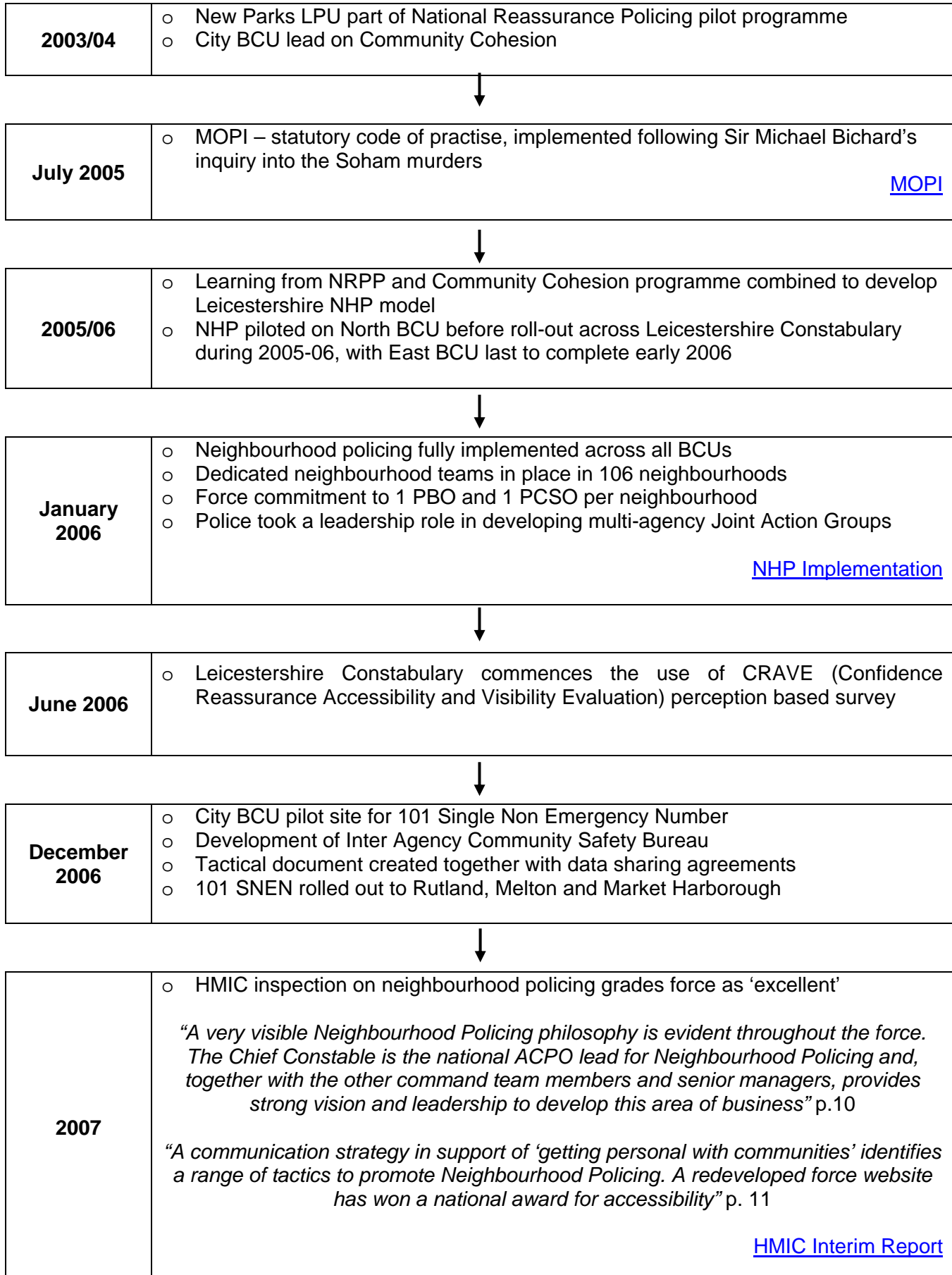
14 Strategic Commitment - Community Safety Programme Board (CSPB)

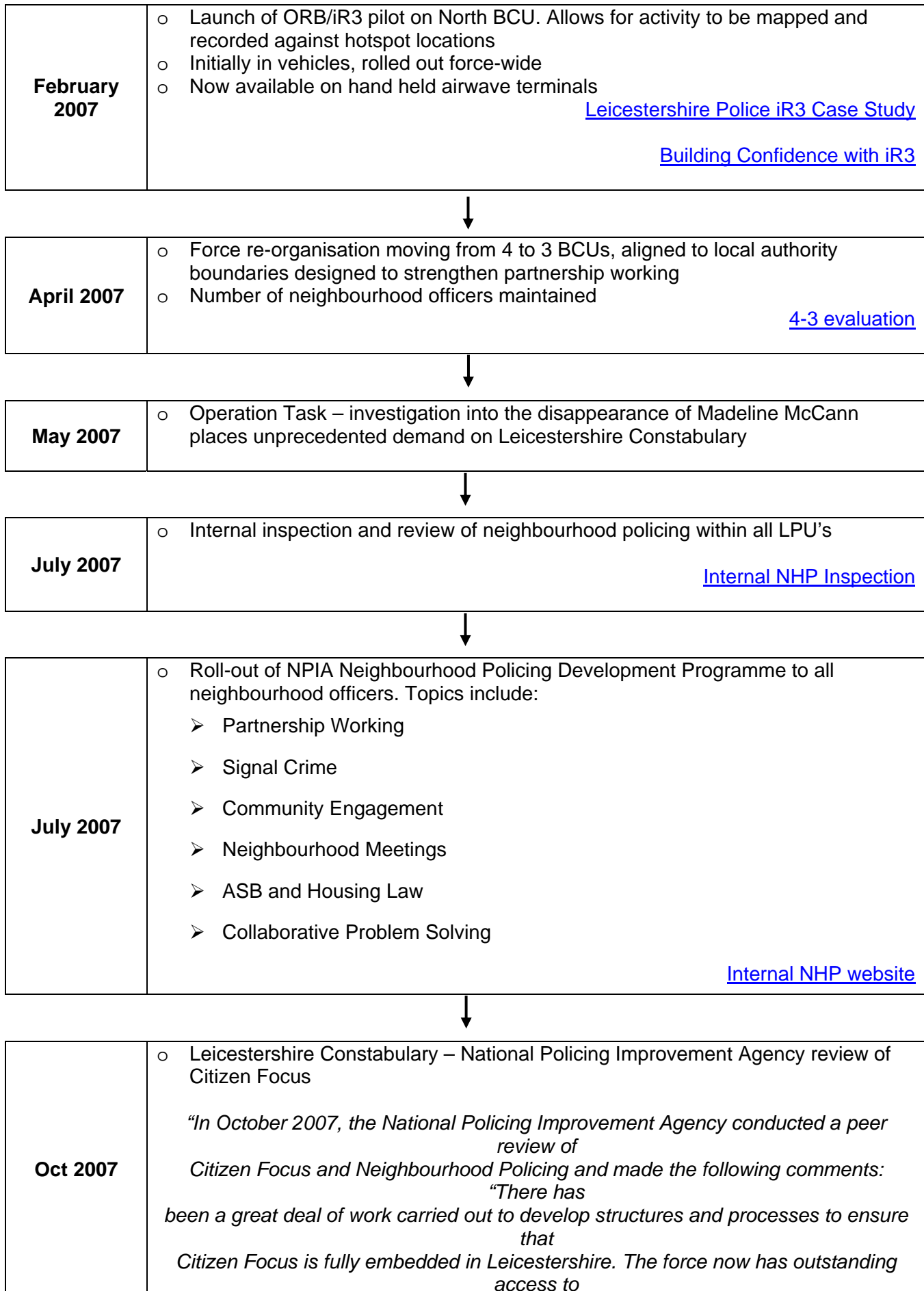
14.1 The Leicestershire Constabulary, along with local authorities and other major community safety partners, are active members and contributors of the CSPB. The forum sets the broad strategic direction for community safety under the chairmanship of the Chief Constable.

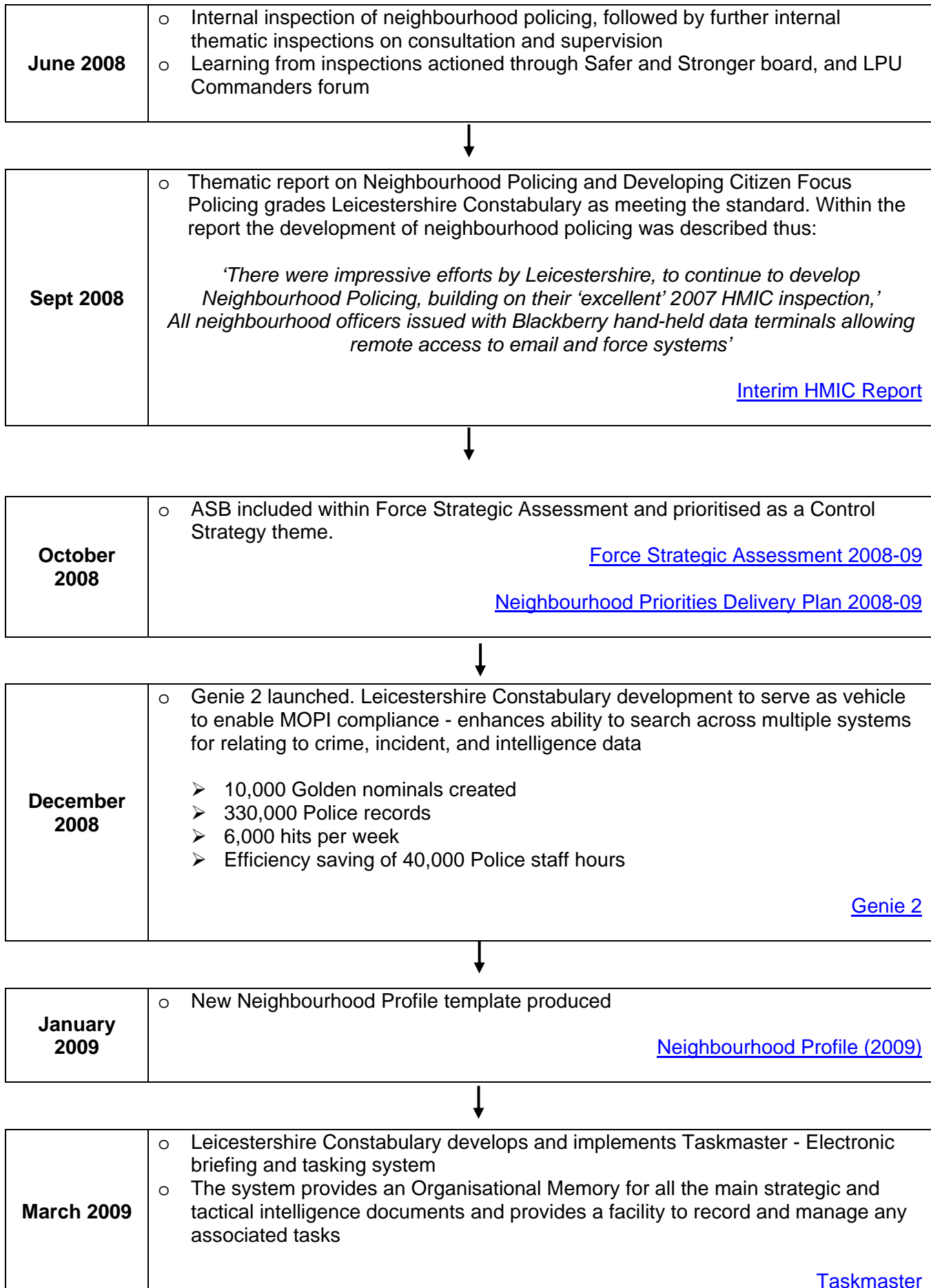
14.2 Anti social behaviour was agreed as an overarching strategic priority and forms a major part of its business along with other priorities including offender management, crime and satisfaction performance and drugs and alcohol.

14.3 The anti social behaviour strategy is defined by a force wide multi agency delivery group which was first formed two years ago. Since its formation the delivery group has sanctioned new practices and policies, promoted good practice and has armed practitioners and ASB specialists with support and advice.

Appendix B - NEIGHBOURHOOD POLICING TIMELINE









April 2009	<ul style="list-style-type: none">○ CRAVE survey goes monthly○ Provides a source of data that can be analysed alongside other information, in particular levels of crime & anti social behaviour incidents○ The annual programme consists of 7,500 surveys to provide results that will be statistically reliable at the end of March 2010 with a confidence interval of +/- 4% at the 95% confidence level for each of the 9 crime and disorder partnerships (CDRPs) in Leicestershire, Leicester and Rutland <p style="text-align: right;">Utilisation of CRAVE.doc CRAVE presentation.ppt</p>
-------------------	--



April 2009	<ul style="list-style-type: none">○ Implementation of the 'policing pledge' <p style="text-align: right;">Policing Pledge website</p>
-------------------	---



April 2009	<ul style="list-style-type: none">○ ASB delivery plan 2009/10 produced <p style="text-align: right;">ASB Delivery Plan 2009-10</p>
-------------------	--



June 2009	<ul style="list-style-type: none">○ Standard Consultation Survey launched.○ Survey used for recording all consultation with communities - 2,500 completed to date○ Can be completed using an MDT terminal, or on paper○ Information gathered from the questionnaires is mapped and analysed, and assists neighbourhood teams in identifying key hot-spot locations/problems & for formulating neighbourhood priorities <p style="text-align: right;">Standard consultation survey</p>
------------------	--



July 2009	<ul style="list-style-type: none">○ New Police / CPS CRASBO protocol launched○ Internal ASB web site re-developed <p style="text-align: right;">ASB website & protocol</p>
------------------	---



Sept 2009	<ul style="list-style-type: none">○ New crime and incident policy launched - we will now attend all reported incidents○ Emergency within 15 minutes○ Otherwise a negotiated response, either a response within 60 minutes, or if preferred a scheduled response at the time and location suitable to the caller <p style="text-align: right;">Crime and incident policy (Context) Crime and incident policy</p>
------------------	---



Sept 2009	<ul style="list-style-type: none">○ Recommendations made to increase neighbourhood supervision capacity and realign neighbourhood boundaries to wards <p style="text-align: right;">Neighbourhood Review Paper</p>
------------------	--



October 2009 & onwards	<ul style="list-style-type: none">○ Force-wide review of Joint Action Groups, in particular:<ul style="list-style-type: none">➤ Ensuring JAG Tactical Assessments are more intelligence focussed around threat and risk (standardisation)➤ Review of group membership➤ Integration of Taskmaster
-----------------------------------	--

Appendix C – HATE CRIME TIMELINE

1995	<ul style="list-style-type: none"> ○ Disability Support Network founded
↓	
2001	<ul style="list-style-type: none"> ○ Disability & Equality Action Group now Strategic & Equality Confidence Board
↓	
2005	<ul style="list-style-type: none"> ○ Disability access review - both physical access to Police buildings and practical access to services
↓	
2006	<ul style="list-style-type: none"> ○ Leicestershire Constabulary took a lead role in writing and publishing the 'Disability and Equality' scheme consultation process (service users involved across a range of disabilities) - we paid for transport & supplied sign language interpreters ○ Leicestershire Constabulary joins the 'Employers Forum on Disability' - invites external scrutiny of our commitment as an employer (only three Forces in this) <p style="text-align: right;">Employers Forum on Disability Website</p>
↓	
2007	<ul style="list-style-type: none"> ○ Hate Incident Monitoring Project (HIMP) with Leicestershire County Council (they report hate incidents to us as a backup to our recording processes) ○ Citizen Focus Workshop – half day on hate crime, including disability ○ Hate Crime Officer (PC Bumpuss) starts programme of hate crime awareness training for Leicestershire County Council managers and Housing Associations – this is ongoing ○ “Hidden Disability” training for managers on dyslexia and dyspraxia ○ Employers Forum on Disability gives Force a Diamond award ○ 'Easy Read' complaints form made available ○ Disability hate crime recorded on CIS <p style="text-align: right;">HIMP Training & HIMP Report Citizen Focus Workshop Presentation Training PowerPoint</p>
↓	
2008	<ul style="list-style-type: none"> ○ Repeat consultation exercise for our service users ○ Hate Crime Scrutiny Panel (HCSP) - Leicestershire / Nottinghamshire Constabulary & CPS open hate crime files for public scrutiny (half yearly) ○ Keep Safe cards issued in partnership with Leicestershire County Council – this enable people to describe their disabilities – 3,000 distributed ○ Hate crime awareness at Sixth Form colleges ○ Leicestershire Constabulary subscribes to 'Change' picture bank – gives access to symbols used for people with learning difficulties ○ Call Management Centre rolls out SMS text messaging facility – example were

	<p>used related to a deaf lady who was trapped in a public toilet</p> <p>HCSP Presentation.ppt & CPS Disability Hate Crime Presentation</p> <p>Keep Safe card & Keep Safe Presentation</p> <p>Educational Presentation</p> <p>Service Delivery Codes of Practice</p>
--	--



<p>2009</p>	<ul style="list-style-type: none"> ○ Protecting vulnerable people training - 1 day - all frontline staff ○ Disability Independent Advisory Group (IAG) formed ○ Hate Crime Officer (PC Bumpuss) gives awareness training to NHS A&E staff ○ True Vision reporting form launched – enables people with learning difficulties to report crime ○ Leicester City hosts the Special Olympics ○ Leicestershire Constabulary Hate Crime Policy yearly update ○ Vulnerable Victims Officer appointed on the South BCU <p style="text-align: right;">Internal Training Presentation</p> <p style="text-align: center;">Disability IAG Presentation & Disability IAG Minutes - 19 June 2009</p> <p style="text-align: right;">NHS Presentation</p> <p style="text-align: right;">True Vision</p> <p style="text-align: right;">Special Olympics Website</p> <p style="text-align: right;">Hate Crime Procedure 2009</p>
--------------------	--

Notes on Inquest Verdict - Fiona Pilkington

The Jury delivered a narrative verdict. It is quite usual for Juries at inquests to deliver verdicts in this way after being asked a series of questions. The Jury recorded that Fiona Pilkington had died by means of suicide and also carried out the unlawful killing of Francecca Hardwick.

They recorded that she started the fire in the car and intended to cause her death. They stated that she intended to cause her own death because of stress and anxiety regarding her daughter's future and anti social behaviour issues.

They recorded that the Police response to calls made to them by Fiona Pilkington and her family contributed to her decision to take her own life. They stated that the Police had not linked or prioritised the calls.

They also stated that the response of Hinckley and Bosworth Borough Council to complaints made by the deceased contributed to her decision to act as she did. They stated that before February 2007 actions to control anti social behaviour were not evident.

They also found that the response of Leicestershire Adult Social Care Services to information that Fiona Pilkington had expressed suicidal thoughts contributed to the decision she made. They stated that a referral was not made for a professional assessment of her state of mind.

The Jury, however, concluded that the management of the transition of Francecca Hardwick from full time education to a placement beyond did not contribute to the decision because an adequate plan was in place.

The Jury went on to state that information sharing between the agencies was not sufficient. They also believed that Ms Pilkington's coping strategies and the fact that help was not sought or accepted also caused her to act as she did.

A Coroner is also able to write to persons under Rule 43 of the Coroner's Rules where they believe that actions should be taken to prevent the occurrence or continuance of circumstances that have led to the death. She stated that she was going to write such a letter to Hinckley and Bosworth Borough Council expressing concerns about their systems for gathering information from victims of anti social behaviour. She also had concerns about how they monitored information from people. She stated that this was the only such report that she was making and that she would not be writing to the Chief Constable about this.

In summary, then, all three public authorities involved have been criticised. The verdict sates the failings of these three authorities contributed to the decision of Miss Pilkington to take her life. The jury also highlighted other difficulties in Ms Pilkington's life such as her anxiety over Francecca's future, her poor coping policies and refusal of help.

The Coroner has, however, only chosen to write to Hinckley and Bosworth Borough Council expressing concerns about their present systems. The Coroner was, therefore, satisfied that the steps already taken by the Chief Constable to review and then address the failings highlighted by this case, are sufficient.