

**Devon and Cornwall Police and
Crime Panel**

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DEVON AND CORNWALL POLICE AND CRIME PANEL

Friday 7 July 2023

10.30 am

Council Chamber, Council House

Members:

Councillors Alvey, Chopak, Croad, Ewings, Goodman-Bradbury, Hackett, Haydon, Leaver, Loudoun, Minty (Independent Member for Cornwall), Penberthy, Rodgers, Thomas, Tilbey, Toms, Towill, Tyreman, Wright, Mid-Devon District Council Vacancy & Independent Member for Devon Vacancy.

Members are invited to attend the above meeting to consider the items of business overleaf.

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Tracey Lee
Chief Executive

Devon and Cornwall Police and Crime Panel

- 1. Appointment of the Chair for Municipal Year 2023 - 2024:**
- 2. Appointment of the Vice-Chair for Municipal Year 2023 - 2024:**
- 3. Apologies**

To receive apologies for non-attendance submitted by Members.
- 4. Minutes** **(Pages 1 - 10)**

To sign and confirm as a correct record the minutes of the meeting held on 27 January 2023.
- 5. Declarations of Interest**

Members will be asked to make any declaration of interest in respect of items on this agenda.
- 6. Public Questions**

To receive questions from (and provide answers to) members of the public that are relevant to the panel's functions.

Questions should be no longer than 100 words and sent to Democratic Support, Plymouth City Council, Floor 3, Ballard House, West Hoe Road, Plymouth, PL1 3BJ or democratic.support@plymouth.gov.uk

Questions must be received at least 5 complete working days before the meeting.
- 7. Devon and Cornwall Firearms Licensing:** **(Pages 11 - 16)**
- 8. Community Recovery Activity in Keyham:** **(Pages 17 - 46)**
- 9. Update Report on Contact Services within Devon and Cornwall Police:** **(Pages 47 - 54)**
- 10. Commissioner's Update Report:** **(Pages 55 - 70)**
- 11. Draft Annual Report 2022/23:** **(Pages 71 - 104)**
- 12. Complaints against The Police and Crime Commissioner received under The Police Reform and Social Responsibility Act:** **(Pages 105 - 106)**

13. Work Programme:

**(Pages 107 -
108)**

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Devon and Cornwall Police and Crime Panel

Friday 27 January 2023

PRESENT:

Councillor Croad, in the Chair.

Councillor Towill, Vice Chair.

Councillors Alvey, Atiya-Alla, Dewhirst, Hackett, Knowles, Loudoun, Reilly (substitute for Councillor Penberthy), Salmon (substitute for Councillor Pengelly), Samuel, Tilbey, and Wright.

Apologies for absence: Councillors Biederman, Chopak, Hopwood, Penberthy and Pengelly.

Absent: Sharon Minty and Councillors Fitter and Rodger.

Also in attendance: Alison Hernandez (Devon and Cornwall Police and Crime Commissioner), Frances Hughes (Chief Executive for OPCC), Nicola Allen (Treasurer) Felicity Ridgway (Director of Operations for OPCC), Pierre-Michel Doutreligne (Strategy, Planning and Meetings Officer for OPCC), Ross Jago (Head of Governance, Performance and Risk) and Jake Metcalfe (Democratic Advisor).

The meeting started at 10.30 am and finished at 1.00 pm.

Note: At a future meeting, the Panel will consider the accuracy of these draft minutes, so they may be subject to change. Please check the minutes of that meeting to confirm whether these minutes have been amended.

112. **Minutes**

The minutes were agreed as a true and accurate record subject to the following amendments:

- 106 (f) The Commissioner requested a reduction to 10 seconds rather than a 10 second reduction
- 106 (f) should read P1 rather than P2
- 106 (a) correction to spelling errors from Temporary Chief Constable Jim Colwille to Colwell.

113. **Declarations of Interest**

There were no declarations of interest.

114. **Public Questions**

There were no public questions.

115. **Proposed Precept, Budget and Medium Term Financial Strategy (MTFS) 2023/24 - 2026/27**

Alison Hernandez, Devon and Cornwall Police and Crime Commissioner introduced this item and provided context for the proposed precept highlighting the following key points:

- a) The proposal had been below inflation tax rise and the force, as with many services had been struggling with inflation which would continue throughout the year. Work would continue to ensure that the budget would be sustainable in the future and the organisation would be working to be more efficient and smarter;
- b) The Commissioner acknowledged the national events in policing that occurred in the previous year around police officers committing crimes nationally and had included Devon, Cornwall and the Isles of Scilly. The Commissioner reiterated her zero tolerance stance on those officers and requested help from the majority of the decent, hardworking and high integrity police officers and staff to uncover and expose those officers/staff that should not be present in the organisation;
- c) The Commissioners Annual budget survey to constituents highlighted that confidence in policing for Devon and Cornwall Police force had increased. The Commissioner acknowledged that the survey had been conducted prior to national revelations and advised that she was unsure constituents would have the same level of confidence;
- d) The plan had been to build trust and resilience to ensure the region would be safer and that the foundation of creating a force where people were motivated and better connected to constituents. During times of economic hardship there had been a corresponding increase in crime, the Commissioner made her case for what she believed was required to ensure communities could be safer today and into the future;
- e) The force would be opening new police stations across the region to build on connected good policing. The force would also be implementing a new crime recording system to achieve justice for victims however was acknowledged that the implementation phase would cause some issues over a number of months before the positive impact could be realised;
- f) The survey had been conducted online over a month period, constituents could ring the Office of the Police and Crime Commissioner and undertake the survey with staff. 7,318 people responded to the survey with 2,617 responding just to the budget. 4701 responded to the police station front desk survey. The survey respondents had influenced the budget and how the force would work with them going forward;
- g) More people considered the council tax precept as value for money;

- h) Police stations had provided a positive impact on community cohesion and had provided places of safety where people could engage with neighbourhood teams via email web chat. 70% of survey respondents agreed that investments should be made to open more police stations. 86% of respondents advised that they wanted to use police stations as places to record crime and 65% would like to share information with the police about what's going on in their communities. In response to this feedback the Commissioner would be opening 6 more police stations which would add to the six already opened in Tiverton, Bude, Newton Abbott, Falmouth, Penzance and Newquay;
- i) The Commissioner advised that she had honoured her pledge from the last precept meeting in January 2022 to see the largest recruitment drive in years, creating a new pipeline for the front line. In February 2023 the force would see its highest number of police officers recruited into the force of 3610 and since 2016 the force had increased its officers per 1,000 population from 1.8 to 2.02;
- j) The proposed precept would see investments made for a dedicated team exploiting technology to deploy enhanced officers more effectively and the precept would see £200,000 allocated within the budget;
- k) There would be investments made in firearms licensing due to the region having had the highest number of legally held firearms in Great Britain with no local powers to set the fee for the service;
- l) The Commissioner would be seeking investment to lock in the temporary investment that had already been made into firearms licensing to make it permanent. This investment was being made on the back of the Keyham tragedy and also due to the new government guidance that was released in October 2022 which required more checks and improved process. The investment in the budget would amount to £600,000;
- m) An investment of £262,000 a year was proposed with increases in the medium term into digital forensics which would provide the ability for the police to investigate crime effectively and efficiently to minimise the length of time victims, suspects and families were awaiting justice;
- n) The Commissioner highlighted the forces effective response to drugs in the region which had seen the force collaborate across the southwest region. Operation Scorpion had seized suspected drugs worth an estimated £797,000; £363,000 of cash; 391 arrests; weapons seized and destroyed. 85% of respondents in the survey were supportive of further investment in those joint operations between southwest forces to tackle drug dealing in the region;
- o) The Commissioner had been impressed with Operation Medusa and had wanted to invest in order to secure a closer working relationship with both the police and crime commissioner and police force in Merseyside to tackle county lines coming from Liverpool and the surrounding area;

- p) The focus on the four priorities would see the budget for those areas increase to £9 million due to increases in grants from the Government for victims and violence;
- q) The Commissioner acknowledged that her precept request had been in the context of unprecedented pressure for all constituents and local authorities with limited resources. The force had driven £8.6 million in efficiency savings but with inflation levels running above 10% and the rising costs of energy, the Police would not be able to maintain services at its January 2023 level without the use of £3 million of reserves as well as the increase in council tax. The alternative would be to cut the number of police officers and staff;
- r) The Commissioner requested the Panel to support the precept of 6.8% equivalent to £15 for a Band D property or £1.50 if paid over 10 months by direct debit;

Nicola Allen, Treasurer for the Office of the Police and Crime Commissioner (OPCC) presented a detailed report to the Panel and highlighted the following key points:

- s) Grant levels would remain the same but that £15 council tax flexibility would be applied for 23/24 instead of the assumed £10;
- t) It had been assumed last year there would be a 2.5% pay award for police staff, however this had increased to 5% which equated to £7.8 million. The Home Office provided grant funding but it had covered half which meant Devon and Cornwall Police had to cover the shortfall;
- u) Inflation had been the biggest issue on the budget, it was assumed to be 5% but due to energy rises this had now increased to 11.1%;
- v) As part of the consultation, responses had been due on 30th January 2023 and all Police and Crime Commissioners were expected to provide details on efficiencies and productivity included in their budgets to demonstrate that they weren't just looking for council tax increases as the first point of call. The Devon and Cornwall Police and Crime Commissioner responded highlighting opportunities for the government to look at national barriers they could help the region with and to support the force in getting over those barriers;
- w) Overall the Police had been looking at additional funding of £523 million which had come through to policing;
- x) £174 million had been announced as an increase to grant. The CSR in 2021 announced £100 million so the Police would receive an additional £74 million than expected. The force had been given monies to support the pay award for 22/23 however were deducted £70 million due to the reversal on the National Insurance that had been done in Autumn 2021;

- y) The additional funding had been dependent on the national uplift in police officers of which totalled £275 million of specific grant. This had increased by £140 million which £6.5 million would be at risk if the force did not maintain police officer levels;
- z) £349 million had been assumed as the council tax flexibility, the figure assumed that all commissioners would take the £15 flexibility available to them. Overall the increase as published for Devon, Cornwall and the Isles of Scilly would be 4.3%;
- aa) For Devon, Cornwall and the Isles of Scilly's provisional settlement this meant there would be provisions for a 2% pay award for police officers and staff. For every 1% on the pay award in equated to £3.3 million for the force per annum;
- bb) The National uplift in officers needed to be maintained until at least 2024, the force did not know what the requirement would be to maintain officers in 24/25 but if officers numbers were not maintained £6.5 million would be at risk;
- cc) Continuation of the pension fund had been agreed at a total of £153 million and for Devon and Cornwall Police this equated to £3.3 million. This had been agreed the last time police officers received a re-evaluation of their pension scheme and this had been a specific grant since;
- dd) The Home Office had ceased capital grant money for 22/23 which would not be reinstated in 23/24;
- ee) The proposal before Panel would see the grant requirement increase to £384.4 million which would be an increase of 12.8 million on 22/23;
- ff) A capital programme of £71 million over 4 years and covered vehicles, estates, IT and equipment;
- gg) There would be increased funding of £16.1 million (4.3%);
- hh) Staffing equated to 85% of the overall budget which had been a major risk factor, 58% had been for police officers, 27% for police staff. If the force required to maintain police officer numbers the majority of savings would need to be found on 42% of the budget;
- ii) There had been pressures of £23.9 million on pay and inflation and when put against the additional funding of £16.1 million it represented a gap of £7.8 million. Within that the force had been looking at £4.6 million for gas and electricity with increases of both over 100% compared to 22/23. This increase had been due to a cease of being on a fixed contract which would end on 31 March 2023;
- jj) Pay increases were expected to be £19 million which had been due to an increase in the base for 21/22 which would be caught up on for 22/23 prior

to provision for 23/24. Within Pay and inflation, pension re-evaluation had been included for the Local Government Pension scheme which had seen Devon and Cornwall's fees increase by £1.8 million for next year;

- kk) The force would be looking at savings and efficiencies of £8.6 million of which £3.9 million of efficiency savings, planned reductions for temporary teams and other mitigations such as cost reductions, holding police staff vacancies and workforce flexibility;
- ll) Within the proposals it was not being forecast to do any external borrowing in 23/24 but it was noted that it would be likely the need to do some in 24/25;
- mm) Inflation in November 2022 was recorded at 10.7%, November 2021, 5.1% and in November 2020, 0.3%. Electricity costs would go up by 103% and cost £2 million for 2023/24 with gas at 129% or £800,000. Fuel had remained fairly static, fuel estimates had been based on the service having to do 15 million miles a year, this is not a service which could be reduced;
- nn) People and companies had become more selective about the tenders that they were bidding for and were only interested in tenders that were negotiated rather than fixed with the reason being due to inflation. The building costs index for inflation had been 7.4% but this had increased in the southwest up to 11.1% this figure did not take into account the delays in supplies;
- oo) The council tax base had increased by 1.36%, it had been estimated to be 1.5% with the decrease due to collecting authorities raising the cap for supporting working families from 80-100%;
- pp) There would be a surplus of £1.6 million and this would be the final year in which the force would pay £863,000 back on the deficit;
- qq) Additional tax support would be available for Devon, Cornwall and the Isles of Scilly at a total of £3.3 million;
- rr) The Independent Audit Committee reviewed the reserves strategy and they had not brought forward any issues.

In response to questions raised it was reported that:

- ss) A contingency budget had been built into the net revenue budget to take into account inflation and contract awards in general which totalled approximately £3.5 million. The force had reviewed its capital programme or work that had been underway and put those projects on hold. The force had been in discussions with the Home Office and other Commissioners and the forecast of a 2% pay award had been in line with expectations nationally;
- tt) The Pay award for Police officers and staff would be on the 1 September and if there were any increases agreed for 22/23 the impact on 23/24 would be

for 7 months and not twelve. It was commented that organisation had been structurally constrained this year and future years in that the force needed to maintain police officer numbers but some areas of the organisation required police staff rather than officers;

- uu) From the 1st April 2023 and after the implementation to the changes in rules surrounding second homes. Cornwall Council would be doubling the council tax on those homes. The Devon and Cornwall police force would not see any increase in the council tax base until 24/25 year;
- wv) There hadn't been an estate in Paignton to open an enquiry office but the Commissioner had been looking at other options for the Paignton community;
- ww) The Chief Constable advised members that bureaucracy had been stripped back within the force and would continue to do so to deliver a good basic community service that would see more police officers in the community;
- xx) The OPCC would begin reporting within the performance scorecard at future meetings the footfall to public enquiry offices. The Commissioner advised the Panel that this wasn't the main measure to determine whether it was value for money as there had been wider challenges in relation to trust and confidence in policing and challenges on the 101 phone line. It was a requirement to show the public that the police were on their side and the ability to enable the public to access places of safety;
- yy) The overall staffing numbers for the organisation equated to 3,610 police officers, 193 PCSO's and 2,298 members of police staff;
- zz) Since the Commissioner took office there had been an increase in the precept by £88.72 or 51.33% increase;
- aaa) For Plymouth the rise in the precept would help to increase and maintain police officer numbers. The Chief Constable would like to see areas in which there had been Safer Streets funding more police officers for those areas. The Commissioner would be seeking the opening of the Devonport front desk which could bring front desk numbers in Plymouth to three.

The Panel agreed to:-

- I. Accept the council tax precept proposal.

For (13)

Councillors Alvey, Atiya-Alla, Croad, Dewhurst, Hackett, Knowles, Loudoun, Salmon, Samuel, Tilbey, Towill, Wright.

Against (0)

Abstain (1)
Councillor Reilly.

Absent/Did Not Vote (0)

(Please note that Councillor Reilly informed the officer during the meeting that she had pressed the wrong button during the vote and she had voted Abstain)

116. **Update Report on Contact Services within Devon and Cornwall Police**

Alison Hernandez, Police and Crime Commissioner, introduced the report and highlighted:-

- a) The data was unstable and was yet to be confirmed as sustainable, but 90% of 999 calls had been met within 10 seconds;
- b) The P1 and P2 phone lines were both being triaged so that people spoke to someone 'real' before they got put into any queues;
- c) The AACCC7 call back function was still experiencing issues but was being looked at as a priority and a substantive update would be given at the June 2023 meeting;
- d) 6 front desks had been re-opened and 6 more locations would be re-opened as the budget had been approved.

The Panel agreed to note the report.

117. **Commissioners Update Report**

Alison Hernandez, Police and Crime Commissioner, introduced the Commissioners Update report and highlighted:-

- a) That the Westcountry Women's Awards were held in Plymouth in December 2022 and the Police and Crime Commissioner had sponsored the Violence Against Women and Girls Category, and the shortlisted women had been invited to a meeting with the Police and Crime Commissioner to discuss how the dignity of women could be improved throughout the criminal justice system.

The Panel agreed to note the report.

118. **Police and Crime Plan 2021 - 25 Scorecard**

Alison Hernandez, Police and Crime Commissioner, highlighted the following point:-

- a) The number of ASB incidents reported in the Police were on a downward trajectory but it was known that the data integrity around ASB could have been better and was not being recorded correctly and so she did not want to put a direction of travel on that item and would report to the next meeting with a better way of recording this;
- b) An update would be provided at the June 2023 meeting on the impact of crime on young victims and their lives.

Councillor Roger Croad (Chair) added:-

- c) It was of deep concern that domestic violence was increasing, although this could be due to more people coming forward and reporting it and emphasised the need for everyone to do all that they could to reduce it;
- d) Thanks to the OPCC for making the scorecard and the data clear and easier for members to understand;

In response to questions it was reported:-

- e) The number of hate crimes had increased by nearly 1000 over a 12 month period;
- f) The Police and Crime Commissioner would not be adding another pledge to reduce hate crime as this was encompassed in a pledge as a mission critical indicator in the Police and Crime Plan Monitoring, so whilst it wasn't one of the four priorities, it did come under violent crime;
- g) The Police and Crime Commissioner was trying to assess the hypothesis "Are you safe walking down the street in Devon and Cornwall, without being targeted because of who you are?" and some initial data had been collected and scrutiny was to be undertaken on it, the outcome of which would be reported to the committee at the June 2023 meeting;
- h) The focus when looking at hate crime would be race and sexuality;
- i) It was important that hate crime was reported so that people could be supported and a clearer picture could be seen;
- j) Tackling hate crime was a priority for the Chief Constable.

The Panel agreed to note the report.

119. **Complaints Against the Police and Crime Commissioner Received Under the Police Reform and Social Responsibility Act**

Frances Hughes, Chief Executive at OPCC, provided an update to the panel and highlighted:-

- a) There had been one new complaint against the Police and Crime Commissioner and the report suggested that the matter had been resolved, but in the days before the meeting, correspondence had been received, so she would be speaking to the Chair of the Panel shortly regarding it.

In response to questions it was added:-

- b) It is possible to get data on upheld complaints from other areas across the country, but they were dealt with differently in different areas, however data would be provided at the next meeting.

The Panel agreed to note the report.

120. **Work Programme**

In response to questions on the work programme it was explained:-

- a) Members would continue to get an update at each meeting on steps being taken to improve the I01 service until there was more confidence in it.

The Chair encouraged members to contact him or Ross Jago (Head of Governance, Performance and Risk) if they had anything further they wanted to add to the work programme.



Devon and Cornwall Police and Crime Panel

7th July 2023

Devon and Cornwall Firearms Licensing

1. Introduction

This report provides the Police and Crime Panel with an overview of the actions taken by the Police and Crime Commissioner as part of her duties to hold the Chief Constable to account since the shootings in Plymouth in 2021.

The report is delivered to the Panel alongside a separate report outlining the Keyham Recovery work which has been funded by the victim care grant and additional funding from the Home Office as part of the Commissioner's duties to support victims of crime.

2. Background

Devon and Cornwall's Firearms Licensing Unit (FELU)

- Devon and Cornwall Police manage the highest volume of firearms certificates and licenses of all forces due to the rural and agricultural nature of our communities, with around 40,000 licences managed across the two counties.
- The cost of a certificate is £79.50 for a shotgun certificate grant, and £49.00 for a renewal, or £88.00 for a firearms certificate grant or £62.00 for a renewal. A certificate usually lasts for five years, and the fees are set nationally.
- The department was brought into an Alliance Unit with Dorset Police in March 2015, previously having operated as two separate units in the two force areas.

In March 2023 the Coroner published a Prevention of Future Deaths Report following an inquest into the deaths of Maxine Davison, Lee Martyn, Sophie Martyn, Stephen Washington and Kate Shepherd, who were killed in August 2021. The Chief Constable issued a response to the findings of the Coroner which was published in May 2023, alongside responses from other Interested Persons: <https://www.judiciary.uk/prevention-of-future-death-reports/maxine-davison-lee-martyn-sophie-martyn-stephen-washington-and-kate-shepherd-prevention-of-future-deaths-report/>



Since August 2016 the Commissioner has been actively engaged with the Chief Constable and his team in ensuring that Devon and Cornwall's Firearms and Explosives Licensing Unit (FELU) was effective as an Allied department. Since 2021 the Commissioner has worked with the Chief Constable to ensure that the lessons have been learnt within policing and that processes and procedures are put in place to reduce the risk to the public of firearms held within communities.

The Commissioner has actively supported, encouraged and engaged in external review activity, which remains ongoing as we seek to deliver the improvements required to ensure a safe and robust licensing system, and future customer service improvements. A significant number of changes have been made in the management of licences through the FELU. Whilst the Commissioner recognises that delays in processing at this time continue to affect customer service, the service has delivered significant improvements in relation to risk and decision making.

The inquests have also examined issues which extend beyond Devon and Cornwall Police and a number of recommendations have been made to Government regarding national changes. The Commissioner and Chief Constable advocate national action to review legislation and processes and improve national training standards for firearms licensing.

3. Local improvements and oversight

The Coroner's Prevention of Future Deaths Report identified significant failings by Devon and Cornwall Police in the handling of the initial shotgun license issued to the perpetrator of the Keyham murders, and subsequent review of that licence. The Commissioner worked with the Chief Constable at that time to gain assurance that immediate necessary steps to ensure safety were implemented and has continued to hold the Chief Constable to account for delivery of service and improvements since this time.

The Commissioner appointed a new Chief Constable, Will Kerr OBE KPM, who joined Devon and Cornwall Police in late December 2022. The Chief Constable has spoken publicly and set out his view that Jake Davison should not have had a shotgun licence, that it was clear that he should not have been issued one when he applied in 2017, and that he should not have had it returned to him in 2021 following an assault the previous year.

As part of setting the budget for 2023/24 and beyond the Commissioner has invested an additional £750k to increase the resources in the Firearms & Explosives Licensing Team. Over and above this investment additional police officers have been deployed into the team to provide further resilience.

Improvement Journey

- During 2022 the Firearms Licensing and Explosives Licensing Unit were subject to reviews and inspections from Durham Police (Peer Review requested by the Commissioner), the Independent Office for Police Conduct (IOPC), and the South West Audit Partnership. In 2023 the Commissioner supported the Home Secretary to instruct a further HMICFRS inspection of the FELU, with further IOPC and local review activity ongoing.
- Both the Peer Review and IOPC investigation identified that FELU were not appropriately balancing demand management and risk management. This was

immediately addressed locally by the Chief Constable and reinforced through subsequent additional Home Office guidance, and the service has since rightly prioritised risk management and robust, safe decision making.

- The consequence of the application of this new guidance combined with the continued volume of applications is that a significant delay in workflow has been experienced, and there are now substantial delays in completing both grant and renewal applications.
- A Devon and Cornwall Police FELU Strategy is now in place and sets out further continuous improvements, in particular to address delays in the processing of renewal applications, whilst maintaining a secure level of robust and safe decision making.

Performance oversight

- The Commissioner has monitored the FELU improvement journey which is regularly reported to the Policing and Crime Joint Executive Board¹ and the Working Together Board². This has already demonstrated a level of acceptable service in terms of safety and risk management, but further improvements are required to deliver the required level of customer service standards on timeliness.
- The Commissioner monitors the numbers of delayed renewals and timeliness of firearms license via reports into her office from FELU on a monthly basis, and reports this to the Policing Minister.
- Devon and Cornwall Police identifies and forecasts key risks within its services through a combination of processes including the development of a Force Management Statement (FMS) and risk register. Prior to the events of August 2021 significant risks associated with FELU were not identified. At time of writing, firearms licensing remains a substantial risk due to the volume of workflow, rather than performance and capability.

Accountability

- The level of transparency to the Commissioner by Devon and Cornwall Police on the events of August 2021 was restricted due to the Coronial processes which have taken precedent, and the lack of a legal requirement for the IOPC to provide their draft investigation documents to the Commissioner.
- The time taken for the Coronial processes to conclude and the IOPC investigation meant that it was only by hearing the evidence given as part of the Coronial process that the Commissioner was able to have full oversight of the events and police actions.
- Since the events of August 2021, there have been three Chief Constables – two substantive and one Temporary Acting Chief Constable, all responsible for Firearms Licensing. Each Chief Constable retains operational independence from the Police and Crime Commissioner in accordance with the Policing Protocol.³

¹ Policing and Crime Joint Executive Board is the monthly meeting where the Executive Teams from OPCC and Devon and Cornwall Police come together. The Police and Crime Commissioner and Chief Constable are present at this meeting, which is alternately Chaired by the OPCC Chief Executive and the Deputy Chief Constable.

² Working Together Board is the primary board which oversees the Alliance between Devon and Cornwall Police with Dorset Police. All four corporation soles are present – both Police and Crime Commissioners and both Chief Constables. It is alternately Chaired by the respective Chief Constables.

³ Policing Protocol is made under section 79 of the Police Reform and Social Responsibility Act 2011 requires the Secretary of State to issue a Policing Protocol, namely a document setting out, or otherwise making provision about, the ways in which relevant persons should exercise or refrain from exercising functions so as to encourage, maintain or improve working relationships or limit or prevent the overlapping or conflicting exercise of functions.

- The Commissioner has jointly funded with the Policing Minister an inspection by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMISFRS) for assurance purposes. This inspection is looking at the leadership and governance of the unit, the resourcing of the unit to meet its demand, policies, processes and training, and is expected to report to the Commissioner in July.

Public insight

- The Commissioner has maintained a dialogue with BASC and the Gamekeeper Association throughout and regularly receives updates from these organisations and other licensed firearms holders about the level of service and frustrations that there are from an applicant's perspective.
- The Commissioner receives and reviews regular correspondence from license holders seeking renewals and applicants, and particularly acknowledges the impacts that delays and temporary permit arrangements can have on businesses and sole traders whose industry relies on safe, legal use of a firearm.
- As Vice-Chair of the Association of Police and Crime Commissioners (APCC) the Commissioner led a national survey into the effectiveness of the firearms licencing regime in late 2021. This received 24,430 responses and established that most consultees were broadly assured about the effectiveness of the firearms licensing regime, and that many supported fee increases.
- In May 2022 the Commissioner led a local survey of Devon, Cornwall and Dorset FELU customers, alongside David Sidwick, Police and Crime Commissioner for Dorset. A total of 1,173 people from Devon and Cornwall took part in the survey, which concluded in June 2022. The survey showed that 43.4% of respondents felt the service had declined after it became an alliance department in March 2015, while 2.6% said they believed the service had improved in the seven years since it was formed.

Alliance arrangements

- The Firearms and Explosives Licensing Team is part of the Alliance delivery arrangements with Dorset Police and therefore some of the decision making to date has been made in this context as it is a single FELU covering both police force areas.
- The Alliance governance arrangements have not enabled the Commissioner to hold the Chief Constable to account in a clear and unequivocal way as the duty is shared between Devon and Cornwall and Dorset Police.
- Following extensive review and a public survey a decision has now been taken by the Police and Crime Commissioners and Chief Constables of Devon and Cornwall and Dorset to separate the Alliance Firearms and Explosives Licensing Unit (FELU) into a unit for each force area. The Commissioner is seeking to enact this change as swiftly as feasible following appropriate HR processes, in order to reaffirm local accountability for the people of Devon, Cornwall and the Isles of Scilly.

4. National improvements

The Coroner's Prevention of Future Deaths Report also identified a serious failure at a national level, but the government, Home Office and National College of Policing to implement previous learnings and recommendations in relation to firearms licensing. The College of Policing issued a response to the findings in April 2023 confirming that

professional practices and national training will be implemented. The Home Office have not yet responded to the Coroner's findings.

The Commissioner has written to the Minister for Policing to raise her concerns following the findings of the Inquest, and to advocate for national changes. The Commissioner has raised the following key areas for consideration:

Legislative Framework

- The existing legislation for firearms licensing is complex and fragmented. The legislation requires a legal presumption in favour of granting certificates for both firearms and shotguns.
- It is clear that there are many cases in which a firearm may be requisite for an industry or occupation, but in most cases possession should be a privilege rather than a right.
- The Commissioner has therefore asked the Minister for Policing to review legislation in order to better enable police forces to undertake more robust decision making where required, both in relation to initial grants and revocations.

National consistency and standards:

- The Commissioner has called for greater clarity and consistency on competency, practice and standards.
- This has including recommending to the Minister for Policing that the government should consider whether there is a case for moving to a new national licensing unit rather than the current force level model.

Firearms Licence Fees

- It is broadly accepted by the Home Office that the current licence fee structure for firearms and shotguns is not representative of the costs faced by police forces in managing firearms and shotguns.
- The fees for a licence are set nationally at £79.50, with a license grant lasting for 5 years. This fee level does not reflect the costs associated with assessing, granting, managing, renewing and revoking these licences and certificates.
- It is essential that the costs for obtaining a firearms licence or shotgun certificate are reflective of the true costs faced by police forces and the Commissioner has called for a national review of fees.

The role of wider agencies in securing public safety

- The Commissioner has identified the need for an improved system-wide approach to the societal risks arising from the legal possession of weapons.
- It is essential that wider agencies within the system are supported, empowered and in some cases required to provide key information to the police to enable them to assess risk and act upon that assessment, at the point at which initial grant is being considered and dynamically during its possession.

Following extensive engagement and oversight the Commissioner is assured that the Chief Constable has taken appropriate steps to respond to risk since the Keyham shootings and to the findings of the Prevention of Future Deaths Report. However, the Commissioner will

continue to monitor performance and improvement and ensure that Devon and Cornwall Police remain committed to learning from this tragic incident.

The Commissioner will continue to engage with Ministers and national bodies to advocate for national change and improvement in firearms licensing legislation and processes.

The Commissioner's thoughts and those of all representatives of the OPCC remain with the families who have lost loved ones, as well as those who survived this horrific incident. We must ensure that the legacy for all of those who have been so tragically affected is that we deliver effective and enduring changes both locally and nationally to firearms licensing rules, procedures and policies, and build a positive future for the community of Keyham.

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Report prepared on 29th June 2023



Devon and Cornwall Police and Crime Panel

7th July 2023

Community Recovery Activity in Keyham

1. Introduction

This report provides the Police and Crime Panel with an update on the Keyham Recovery work which received additional funding from the Home Office and the Ministry of Justice to support the community on its journey to recovery.

This report will be supported by a presentation from the University of Plymouth on the findings of their independent evaluation of the funded activity being carried out in Keyham.

The report is delivered to the Panel alongside a separate report outlining the actions taken by the Police and Crime Commissioner as part of her duties to hold the Chief Constable to account since the shootings in Plymouth in 2021.

2. Background

On Thursday 12th August 2021 at around 6pm, a critical incident unfolded in the Keyham, Ford and North Prospect area of Plymouth, resulting in the murders of Maxine Davison, Sophie Martyn, Lee Martyn, Stephen Washington and Kate Shepherd, along with two members of the public being seriously injured. Due to the nature of the crime, the time of day and the location, there were a significant number of adults and children who witnessed the events.

Mass shootings in the United Kingdom are incredibly rare, prior to the Keyham critical incident, the last recorded mass shooting in the U.K. took place in June 2010 in the county of Cumbria.

Drawing on experiences from other tragedies and the evidence based on the impacts of trauma, we know that the events of 12th August 2021 will continue to have a profound impact on the community of Keyham for many years. Over the last nearly two years the Keyham Recovery Partnership has worked hard to address the short, medium, and long term needs of the Keyham community.

The timeline below details the strategic decisions and activities that have taken place since 12th August 2021:



Keyham Timeline



3. Initial response

In the immediate seven days following the incident, the Commissioner and staff from the Office of the Police and Crime Commissioner (OPCC) were based within the community engaging with the residents and assessing the community need. As commissioner of services for victims of crime in Devon, Cornwall and the Isles of Scilly the focus as soon as the incident occurred was on ensuring that the right resources were in place so there was support for the victims, witnesses and the community.

As a result of this initial engagement, the Commissioner, working in partnership with Devon and Cornwall Police, Plymouth City Council and Victim Support as our Strategic Delivery Partner, assembled a funding request to the Home Office and Ministry of Justice, outlining the community safety and support needs of the community and a programme of work that sought to:

- **Restore feelings of safety** through a range of initiatives including target hardening, high visibility policing, problem solving approaches and extensive community engagement.
- **Mitigate future and existing harm** through visible policing and safer streets interventions.
- **Advance community action** through investment in empowerment and skills-based engagement, an enhanced youth provision and citizen consultations to lead to sustainable citizen led change.

Funding Award - Home Office:

As previously reported to the Panel, the Home Office awarded additional funding to provide a reassuring additional policing presence in the Keyham neighbourhood. This grant award has been overseen by a Project Manager seconded from the OPCC.

The Keyham Community Policing Team were established in September 2021 and funded by the Home Office until March 2023. The purpose of the KCPT was to provide additional

community policing and community reassurance; a sustained protected neighbourhood policing response for Keyham and the surrounding neighbourhoods. This team was handpicked by virtue of strong community engagement experience and included six Police Officers, managed by a dedicated Sergeant and Inspector¹.

To note, the Keyham policing team were established in September 2021, prior to the Home Office awarding the funding in recognition that they were immediately needed in the community to engage and visibly offer reassurance. The work of the policing team received expert input from policing colleagues including a Specialist Problem Solver, Youth Engagement Lead, Intelligence and Performance & Analysis.

The Chief Constable has agreed to retain the dedicated team, albeit with a small reduction in officer numbers², until Autumn 2023 at the earliest, funded from police core budget.

Funding Award - Ministry of Justice:

As commissioner of victims' services, the OPCC took a leading role in understanding the support need in the community and used its strong contractual relationship with Victim Support to mobilise on the ground support to victims and witnesses within 12 hours of the incident happening. The result of this initial activity informed the funding bid submitted to the Ministry of Justice.

In total £271,922 was awarded to provide the following:

- Extra capacity within the 24/7 Victim Support free telephone support line
- Victim Support presence at the scene in the immediate aftermath
- Two additional Victim Support caseworkers (adults)
- One dedicated Young Devon caseworker (Young People)
- Additional hours of bereavement counselling by Jeremiah's Journey
- Other specialist service provision and support for staff affected
- Co-ordination of service delivery and evaluation of its impact.

This funding was extended to March 2023 to ensure support continued throughout the Inquest period.

Additional funding awarded

In addition to the central government funding, the Commissioner has made a number of funding awards to support the recovery programme:

- £5,000 funding for Keyham Neighbourhood Watch to carry out works under the DaCCWA Feel Safe Scheme in the immediate aftermath of the tragedy.
- The Serious Violence Prevention Programme agreed to fund two further rounds of the Keyham Community Sparks grant scheme at a cost of £50,000 with the aim of supporting further projects in the community.
- The Serious Violence Prevention Programme agreed to fund the continuation of the Independent Academic Evaluation for years two and three at a cost of £25,000 per annum in order to fund a PhD student full-time. The extension of the evaluation

¹ The Inspector and Sergeant were funded from D&C Police core budget.

² 6 Police Officers reducing to 4 Police Officers. The team retains a dedicated Sergeant, with oversight from the Devonport Inspector.

provides a unique opportunity to understand over a longer-term period, as the community recovers, what has worked and fill an evidence gap that exists on UK responses to such instances.

- The Serious Violence Prevention Programme agreed to fund a two-month extension of the Plymouth Together Communications lead (March 2023 – May 2023). The central reason to fund this extension was disbanding this role so soon after the inquest's conclusion would not be helpful for the Keyham community.

4. Learning - University of Plymouth Independent Evaluation

The OPCC and the Plymouth Together partnership have been working with the University of Plymouth who were appointed to undertake an independent evaluation of the funded activity being carried out in Keyham. As part of their evaluation the University independently surveyed the community to understand how they felt a year after the incident and the impact of the funding to date.

The evaluation sought to provide comprehensive answers to the following questions to evidence the impact of the Home Office and Ministry of Justice funded activities. The questions and a summary of their conclusions are as follows:

Has the neighbourhood policing approach in Keyham, including sustained community engagement and consultation, as a restorative and preventative measure taken following the incident helped to restore community trust and confidence?

The research identified that the neighbourhood policing team in Keyham was well funded and well resourced, and that the team understood the principles of neighbourhood policing and its place within a process of recovery for the area. The Keyham Community Policing Team (KCPT) sustained effective engagement and consultation with the local community through application of a 'connectivity plan' and use of a 'tracker' system. The evaluation survey results evidenced positive perceptions of the KCPT by those who had had contact with officers, particularly when they were on patrol and overall suggested that the KCPT had a positive impact in that area.

Have the funded community safety interventions (strengthening the local environment, targeted crime prevention, and assisting the community to reclaim community spaces) in Keyham had any statistically significant impact on crime/anti-social behaviour levels and community feelings of safety, resilience, and recovery?

Crime and ASB levels were low prior to the critical incident and have remained low. It is worth noting that crime rates in the specific Keyham area diminished in the year following the critical incident and thus the funded community safety interventions and KCPT may have prevented crime occurring. However, these results are not statistically significant and represent very small numbers of crime and anti-social behaviour. There is no evidence of displacement of crime and ASB to bordering neighbourhoods. The evaluation survey found that the majority of community members reported feeling safe in their area. Generally, people did not report feelings of unsafety as a consequence of the critical incident, although young people did.

What impact has Victim Support's role and services had upon aiding individuals and the community in Keyham to recover from the trauma they have experienced?

Victim Support's role and services were delivered in the immediate aftermath of the critical incident and throughout the Safer Keyham evaluation period. Victim Support ensured that communities across Plymouth and the wider area were given the opportunity to engage with them to attain support that negated the bounded nature of other service delivery. The evaluation survey found that the community valued Victim Support though they did not broadly access their services. This can be explained in part by community members not perceiving themselves as legitimate 'victims'. A comprehensive outreach programme was delivered by Victim Support to ensure community members were aware of the accessibility of their service, its sustainability, and its wide geographical scope. Professionals noted the importance of Victim Support services in the on-going trauma recovery process.

Which approaches or interventions have demonstrated the greatest evidence-based impact to aid the recovery of the community in Keyham and feelings of safety?

The evaluation survey results indicated that community policing and improvements to public spaces were viewed most positively by respondents in relation to the impact that they had on the community overall. It should be noted that more respondents were aware of these initiatives than of others, and that the changes implemented by them were perhaps the most visible elements of the Safer Keyham recovery programme. Most survey respondents felt that all the funded approaches and interventions were valuable for the area's recovery. Further, as evidenced by the survey results and qualitative interviews, initiatives that had lower levels of awareness and engagement among survey respondents were viewed positively by people who did engage with them, such as those who received home security improvements or personal security devices from the Feel Safe Scheme and those who engaged with Community Sparks Grant funded activities. The evaluation has evidenced how interventions that connected with existing infrastructure were most effective.

Which approaches or interventions (if any) have negatively impacted the recovery of the community in Keyham and feelings of safety?

The research overall found that no specific interventions negatively impacted the recovery of the community in Keyham and feelings of safety. This report has noted a few areas where caution may need to be exercised in the delivery of some activities. While the approach to support and build upon existing infrastructures to deliver interventions evidences good practice, it should be noted that reliance on volunteers can be burdensome for them and conflictual with organisational needs. Further, the reliance on pre-existing structures can serve to reinforce pre-existing inequalities or gaps in provision.

The full report can be accessed via the [Plymouth Together website](#):

The independent insight from the evaluation is invaluable and in particular provides an evidence base on the value and impact of community policing. Recognising that whilst some members of the community may recover in a short space of time, overall community recovery is likely to take a significant period. Whilst police and partners often work in days, weeks, and months sometimes even years the lasting psychological impact of mass trauma incidents may not be resolved for decades in some cases. It is for this reason, through the Devon and Cornwall Serious Violence Prevention Partnership, the Commissioner has agreed additional funding for a full-time PhD student to continue research work for a further two years beyond this initial Year 1 evaluation. The findings above therefore represent the outcome of the first year of a three-year research project.

5. Community Recovery Resource Pack: Learning from Keyham

The response to the events in Keyham, from the community and the wider city of Plymouth and its partners has been inspiring, showing a collective desire to help and support. Whilst we await the long-term evaluation, there are some lessons learnt from the Recovery Programme that can benefit those in emergency and resilience planning and for those who may face similar tragedies. To share our activities and learning, the partnership have produced a Community Recovery Resource Pack, authored by the Project Manager seconded from the OPCC. The purpose of the pack is to have a single document that can be shared nationally for any agency who find themselves in a similar situation to that of Devon and Cornwall Police, the OPCC and Plymouth City Council on 12th August 2021, to aid their response to similar future incidents.

Opening a Public Enquiry Office at Devonport Police Station

Having listened to community feedback and in recognition of the ongoing long-term community recovery, the Commissioner has decided to open a Public Enquiry Office at Devonport police station, geographically the nearest police station to Keyham and where the Keyham Policing Team have been based. Devonport police station does not have an existing public enquiry office in situ but does have an accessible reception area that will be converted. The Devonport front desk will open before the end of 2023.

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Report prepared on 28th June 2023

A Safer Keyham

Independent Academic Evaluation

University of Plymouth

Caroline Watson

Dr Katie McBride Professor Zoë James Dr Daniel Gilling



Research context

- Home Office funding granted in November 2021
- The Safer Keyham and Keyham Community Policing grants collectively sought to:
 - restore feelings of safety through a range of initiatives including target hardening, high visibility policing, problem solving approaches, and extensive community engagement
 - mitigate future and existing harm through community policing and safer streets style interventions
 - advance community action through investment in empowerment and skills-based engagement, an enhanced youth provision, and citizen consultations to lead to sustainable citizen led change
- Ministry of Justice (MoJ) funding: victim support services, including additional caseworkers from Victim Support, Young Devon, and Jeremiah's Journey and extra capacity within Victim Support's 24/7 support helpline

Evaluation aims

Provide an evidence base for responding to a mass shooting from a community policing, community safety, and victim support perspective

Take a trauma-informed research approach to ensure a robust and rigorous evaluation that will effectively identify local lessons and provide national learning

Develop an evidence-based 'menu' of interventions that could inform future community and victim support responses to critical incidents

Research questions

Has the neighbourhood policing approach in Keyham, including sustained community engagement and consultation, as a restorative and preventative measure taken following the incident helped to restore community trust and confidence?

Have the funded community safety interventions (strengthening the local environment, targeted crime prevention, and assisting the community to reclaim community spaces) in Keyham had any statistically significant impact on crime/anti-social behaviour levels and community feelings of safety, resilience, and recovery?

What impact has Victim Support's role and services had upon aiding individuals and the community in Keyham to recover from the trauma they have experienced?

Which approaches or interventions have demonstrated the greatest evidence-based impact to aid the recovery of the community in Keyham and feelings of safety?

Which approaches or interventions (if any) have negatively impacted the recovery of the community in Keyham and feelings of safety?

Methodology

- Secondary data analysis of documents
- Analysis of crime/ASB data relating to Keyham and the surrounding neighbourhoods
- Quantitative and qualitative evaluation instruments:
 - community survey completed by 240 residents of Keyham, Ford, North Prospect, and Morice Town
 - interviews with 23 professionals and 16 community members
 - focus groups with professionals and community members
 - a workshop focus group with young people aged 11 to 18
- Ethical approval from the University of Plymouth ethics committee in May 2022
- Research process informed by a Research Oversight Committee

Findings: Crime and ASB Data Analysis

- These neighbourhoods are not high crime neighbourhoods so small changes in numbers can effect apparently sizeable changes in trends
- Crime and ASB in Keyham have generally both fallen in the period since the introduction of the Safer Keyham programme
- Keyham may be considered to have become a safer place when judged by police recorded crime and ASB incidents
- Reasonable to speculate that introduction of KCPT might have encouraged a higher rate of reporting
- Overall recorded crime has not *increased* – added confidence to suggestion that Keyham is a safer place
- No evidence of geographical displacement to neighbouring areas, although its possibility cannot be entirely discounted

Findings: Community Policing

- Awareness of dedicated Keyham Community Policing Team: 59%
- Valuable for area's recovery: 79%
- Positive impact on community overall: 54%
- Contact with police: 45%

- Perception ratings higher among respondents who had experienced any kind of contact with the police compared to those who had no contact

- Overall confidence score and scores for police treatment and community connectedness higher in Keyham-specific results compared with wider area results

- Overall confidence score for Keyham-specific results and wider area results did not exceed regional or national scores

- Some interview participants felt that seeing more police in their area over a long period of time might increase fear of crime

*"We see them more often, and they stop to talk which gives a sense of security much like the old days, this is so important to the community."
(Survey respondent)*



"Right now, this role that we're in, for me, is an absolute dream world ... We've got all the resources we need ... and we can really focus on specific areas." (P13)

"The importance of seeing them patrolling on foot is very reassuring and is nice to see." (Survey respondent)

"If you have them on the streets in the numbers that were there for two, three, four years, are you then perpetuating the fear of crime, saying crime is so bad in this area we need 10 police wandering around all day." (C4, Keyham resident)

Findings: Youth engagement

- Engagement with young people challenging, partly due to timing of critical incident
- News and social media coverage impacted young people and their families:
 - increased anxieties
 - fear associated with public spaces including parks
- Groups and activities that pre-dated the incident continued to be places of trust, safety, and support
- Young people highlighted the need for more suitable spaces and activities in the local area
- Young people generally unaware of new initiatives and clubs introduced as a result of their contribution to the consultations suggesting a potential gap in terms of how young people were kept informed

*"We used to go [to North Down Park] all the time, but ever since the shooting happened, because obviously I watched it, I don't like going round there anymore ... I don't go into any parks anymore."
(YP)*



"A lot of the feedback from young people, really high numbers, were saying that actually they were scared, and they didn't feel that they could go out in the community, but also that their parents didn't want them going out." (P14)

"Social media confuses everything as well, cos I seen a lot of like 'oh there's two or more shooters' because it happened in different places ... it was the fact that people were on social media lying about it, knowing that I was there and knew what happened." (YP)

"We don't always want a place to talk about issues, we just want a place where we can go, hang out, play games and do something." (YP)

Findings: Community Engagement

- Awareness of Safer Keyham programme: 49%
- Awareness of Plymouth Together website: 46%
- Awareness of other activities such as the Plymouth Together Community Hub and Community Voices, slightly lower
- Safer Keyham programme ensured existing services, partnerships, and networks were embedded into new initiatives
- Took account of key facilitators to community engagement:
 - use of clear goals in its design and implementation
 - investment of time, effort, and resources
 - use of dedicated staff
- Identified existing community spaces, multiple forms of advertisement, and familiar environments to create opportunities for engagement.

“People think everyone’s on social media ... they’re not.” (C2, Keyham resident)

“The leaflet, that physical sort of side of things is what we’ve discovered is what people look for really.” (P23)

“There should be more community consultation, but it’s difficult. If there is a background of people feeling ‘done to’, it’s very difficult to try and get them to be more involved in deciding on things. So in effect, you only get a minority of the population who play a part.” (C14, North Prospect resident)



“I’ve had [leaflets] come through my door. I’m pretty disconnected from it, so as soon as I got it, it probably went in the bin ... I’m not going to lie.” (C15, Ford resident)

“There were pamphlets that came through the door, one side was mental health support, and the other side was a couple of different projects that were ongoing that you could look into ... But yeah, a lot of it was on social media.” (C5, Keyham resident)

Findings: Improvements to Public Spaces

- Noticed consultations and/or improvements to public spaces: 67%
- Valuable for area's recovery: 89%
- Positive impact on community overall: 55%

- Perception ratings of community impact higher among those who had noticed improvements compared with those who had not

- Crime prevention through environmental design cannot ameliorate the underlying issues faced by urban communities impacted by austerity nor individual trauma experienced as a consequence of the critical incident

“Everyone loves their green spaces in Keyham ... I think that was a post-COVID thing and it’s across the city and probably across the country. Everybody loves being outside now.” (P10)



“New play area for children. New trees planted. Wildlife gardens planned. Lovely to see when I take my dogs out. Lovely for wildlife and nature.” (Survey respondent)

“When the trees grow, it’s going to look lovely ... I don’t know ... part of me thinks I don’t know how that makes me feel safer, personally. It’s nice to see trees. I do love trees, but I don’t know.” (C13, Keyham resident)

“It’s great that my local area is being improved, the new pathways, lighting and CCTV make me feel safer.” (Survey respondent)

Findings: Feel Safe Scheme and Crime Prevention Outreach

- Participation in Feel Safe Scheme: 18%
- Valuable for area's recovery: 78%
- Positive impact on the community overall: 43%
- Perception ratings of community impact higher among those who had received free of charge offers as part of the scheme compared with those who had not.
- Feel Safe Scheme demonstrates how interventions put in place in response to the critical incident were also fulfilling previously unmet needs of vulnerable people in the local area.

"I've done the video doorbell ... That kind of makes me feel a little bit more secure with the front of the house and if I'm going away ... yeah, definitely I'm more anxious about home security now in the area and not feeling so safe." (C8 Ford resident)



"We had a gentleman from Neighbourhood Watch I would think ... he put locks on the windows and a new lock on the front door, which was very reassuring." (C6, Keyham resident)

"I saw it as a down-turn of the area, maybe fearful for myself going forward, you know, my own safety as it were and the safety of others around me. It came as a bit of a shock to be fair." (C8, Ford resident)

"I think, like a lot of people, it was a bit of surprise that it was in the area that you lived in because it's the sort of thing you expect to happen somewhere else ... But safety wise, no, I didn't feel any different." (C11, North Prospect resident)

Findings: Community training

- Attended free community training sessions: 2%
- Valuable for area's recovery: 72%
- Positive impact on community overall: 33%
- Multiple training sessions being offered in a short space of time was challenging
- Other barriers to engagement:
 - impact of COVID-19 on in-person gatherings
 - possible uncertainty among community members about the purpose of the training sessions
- Ongoing work around embedding TI practices in the community driven by members of the Plymouth Trauma Informed Network, highlighting role that individuals can play in progressing initiatives

“There was just too much being offered within a really short space of time because by the time we programmed it all in, we only had maybe about three months to deliver it all and it was just too much.” (P10)



“I think a lot of the understanding of what the training sessions were and what they were for from members of the public in Keyham and the Keyham community – I don’t think that they fully understood what the training was being delivered for and that also impacted on timescale with delivery.” (P19)

“I’d like to see the community just empowered really, just awareness training and know how to call things out if they suspect or know of things that are happening that doesn’t fit quite comfortably. It’s just giving people the skills and the confidence to be able to do all of that.” (C1, Keyham resident)

“Winter played a big factor in people wanting to leave their homes to come to training sessions as well as COVID and still that fear of leaving their houses after the incident to come and attend the training sessions in person.” (P19)

Findings: Community Sparks Grants Scheme

- Participated in Community Sparks Grants Scheme: 18%
- Valuable for area's recovery: 72%
- Positive impact on the community overall: 34%

- Interviewees generally positive about the impact of the scheme, particularly those who had engaged with it in some way.

- A small number of interviewees perceived a potential for the participatory voting system to foster competition between projects, which could have a negative impact on individuals who receive fewer votes and thus lose out on funding.

"I think it gives us, as a resident, the opportunity to have our say without having to write a big letter to the MP or anybody ... I think it's valuable, but it needs advertising a little bit more because not many people know about it." (C5, Keyham resident)



"I think the small grants have been brilliant ... I mean 'Keyham Krafties' for instance ... Sometimes people go and they don't do any craft, they just want to chin-wag ... If it allows them to do it, that's exactly what the point of this is." (C1 Keyham resident)

"I think the large grants in the beginning ended up a little bit sort of distasteful ... It became a little bit more of a popularity contest ... [An initiative] didn't get the full amount ... the adverse effect that had on the applicant was horrendous, which really took me aback." (P23)

"'Sparks' money poured in for either the people who were already in there to apply or other people to come in and put stuff on ... It was all really rushed, for me. There was lots that happened at the same time because there was a deadline." (P14)

Findings: Victim Support

- Used VS's services: 6%
- Valuable for the area's recovery: 85%
- Positive impact on the community overall: 49%
- TI approach: requesting direct contact with individuals who had received support from VS not appropriate
- Although many acknowledged the deeply tragic nature of the critical incident, they did not feel closely connected to it and did not perceive themselves as 'victims' in need of support
- 'No wrong door' to support:
 - extensive engagement work within and beyond Keyham
 - ensuring VS support offer was available to anyone affected by crime, not limited to those impacted by the critical incident
- Clear intention for support to be available and accessible in the years following the critical incident

“Obviously it’s going to touch everyone’s lives to an extent and it made me feel saddened for the victims and their families ... You walk around and there’s still reminders ... I wouldn’t call myself a victim, no. I wasn’t directly involved.” (C13, Keyham resident)



“Interestingly, most of the cases I’ve dealt with haven’t needed huge lengthy support, but they need to speak to somebody who isn’t related to it. They don’t want to vicariously traumatise someone else or re-traumatise somebody else who’s already gone through it.” (P2)

“I know what Victim Support is, but I thought you had to of, you know, suffered some form of violence to access it.” (C16, Keyham resident)

“What we wanted was a real legacy that actually it doesn’t matter if you decide in five years’ time you want support, as a result of this you need to know that it’s still available, the team is still here and while that initial rush of attention may well have wandered away, we’re still here.” (P2)

Concluding points

Neighbourhood policing

Sustained community engagement and consultation through a well-resourced team

Evidence of public confidence in the KCPT amongst those who had contact with them

Public confidence scores higher in the Keyham-specific area results, but overall confidence scores for Keyham-specific and wider area results did not exceed regional or national scores

Victim Support

VS ensured engagement with communities across wider area

VS valued though community did not broadly access their services, partly due to not perceiving themselves as legitimate 'victims'

Professionals noted importance of VS services in ongoing recovery process

Funded community safety interventions

Crime/ASB levels low prior to the critical incident and have remained low, and there was no evidence of displacement of crime/ASB to bordering neighbourhoods

Crime rates in the specific Keyham area diminished in the year following the critical incident

Best practice informed community safety interventions, but it was not possible to distinguish between value placed on interventions due to need resultant from critical incident or pre-existing need

Majority reported feeling safe in their area. Generally people did not report feeling unsafe as a consequence of the critical incident, although young people did. Community members did not use the language of 'resilience' or 'recovery'

Impact of approaches and interventions

Impact of most visible interventions viewed most positively: community policing, public space improvements

Interventions that connected with existing infrastructure were most effective.

However, over-reliance can reinforce pre-existing inequalities or gaps in provision, and reliance on volunteers can be burdensome for them and conflictual with organisational needs

No specific interventions negatively impacted the recovery of the Keyham community and feelings of safety

Key learning points

- Funding awards should be long term, sustainable, and flexible
- Existing community infrastructures should be utilised and resourced, and over-reliance on volunteers should be acknowledged. Pre-existing need should be taken account of to ameliorate not exacerbate community tensions
- Proactive deployment of a dedicated community policing team provides a coherent distance between initial response and investigation teams and recovery work. Sustained engagement of community police officers in partnership with community organisations contributes to the building of trust and confidence in communities
- Provision of support should take account of needs that arise from associated anniversaries and coronial inquests
- A dedicated communications lead should oversee production of publications to negate use of language and terminology that may exacerbate trauma. Hard-copy information should be distributed to residents in addition to social media posts
- Impact of critical incidents on young people should be a prominent focus of the recovery process
- Provision of resources and interventions to specific pre-defined geographical areas risks excluding those impacted from equidistant, adjacent, and other areas. Support offers should extend beyond the immediate area of the critical incident and be made available to professionals and volunteers involved in the recovery process



With thanks to the evaluation research participants,
and the Research Oversight Committee

Time for your questions



Devon and Cornwall Police and Crime Panel

7th July 2023

Update Report on Contact Services within Devon and Cornwall Police

1. Purpose

1.1. This report provides an update to the Panel on actions taken by the Police and Crime Commissioner on contact services and performance since the previous reports to the Panel in November 2022 and January 2023.

2. Background

2.1. The delivery of contact services is a responsibility of the Chief Constable of Devon and Cornwall Police who has operational independence in law. The role of the Commissioner is to set the strategic priorities for policing through the Police and Crime Plan and to hold the Chief Constable to account for the delivery of an effective and efficient police service, and to secure resources for policing.

2.2. The provision of efficient and effective public contact management by the police is fundamental to meeting public expectations, to providing good customer service and to the delivery of core police services.

2.3. In February 2022 His Majesty's Inspectorate of Constabulary and Fire & Rescue Services published the findings of the police efficiency, effectiveness and legitimacy (PEEL) inspection of Devon and Cornwall Police. This inspection identified that in the field of "responding to the public" the service was inadequate and recommended that "The force should improve the time it takes to answer emergency and non-emergency calls for service and reduce its abandonment rate".

2.4. The Commissioner has acknowledged that despite continued focus and scrutiny from her office, the Panel and the public, additional investment and repeated activity to improve and maintain service standards, waiting times performance has remained inconsistent and at times poor. There have been periods of considerable improvements in waiting times but it has not been stable or consistent, and the service has not met the needs or expectations of the public.

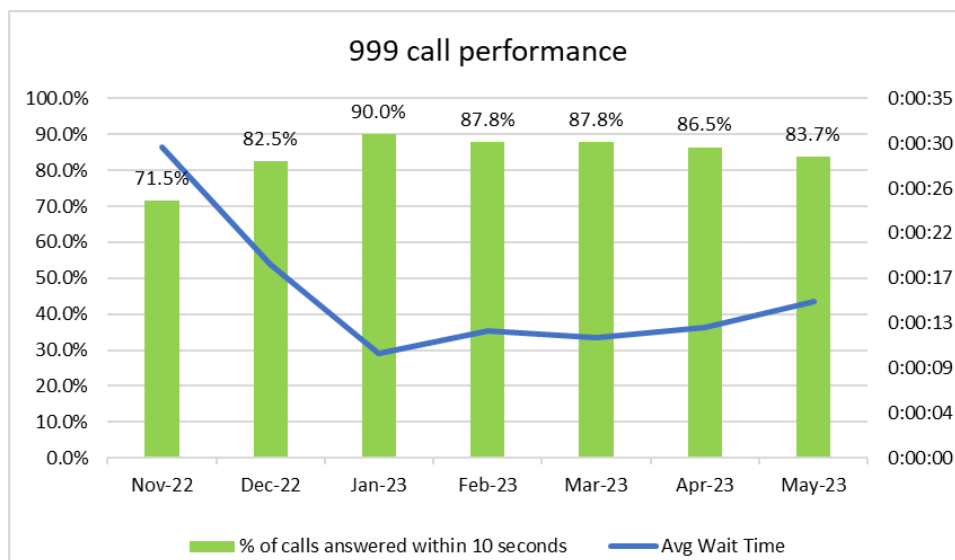
2.5. At its meeting on 25th November 2022 the Panel received a report on key actions taken by the Commissioner in relation to contact services. The report set out



investment and scrutiny activities over the Commissioner’s term of office and future planned activity. The Panel requested that they receive a report at each meeting going forward on contact services and the actions being taken by the Commissioner in this area. The first of those reports was submitted to the Panel in January 2023 and this report provides an update on activity and performance since that time, including the actions that the Commissioner has taken to scrutinise and hold the Chief Constable to account for necessary improvements.

3. Performance: 999

3.1. Since HMICFRS’ inspection in November 2022, improvements in 999 call-handling have been realised. The latest data, covering the month of May 2023, shows the average wait time for answering a 999 call in Devon and Cornwall was 15 seconds. This is half the time recorded at the time of HMICFRS’ inspection in November 2022 (30 seconds) and wait times have consistently remained under 15 seconds since January 2023.



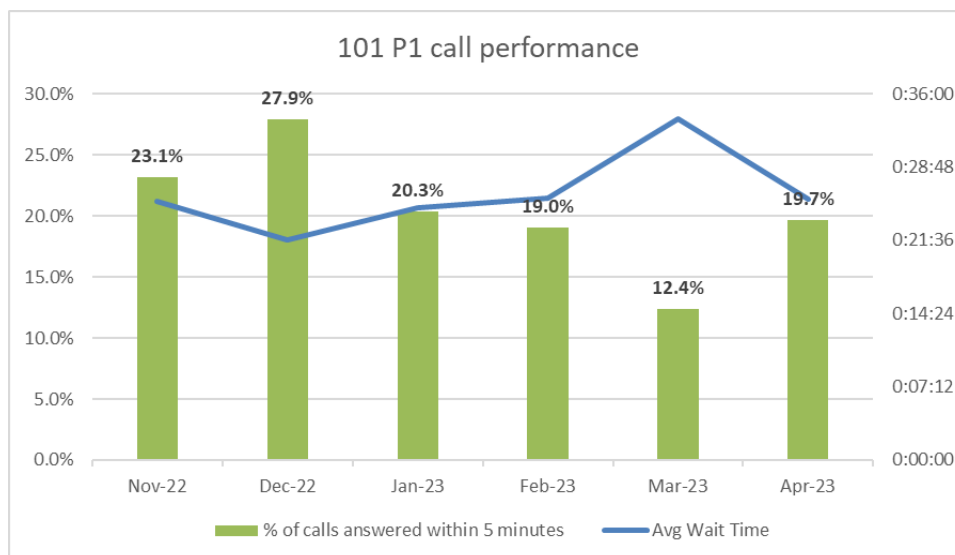
3.2. The target answer time for 999 calls is 10 seconds and nationally all police forces aim to answer 90% of calls within this timeframe. Over the past six months, the percentage of 999 calls answered within 10 seconds in Devon and Cornwall has ranged from 82.5% to 90%. Whilst performance is not consistently reaching 90%, improvements have been realised since HMICFRS’ inspection, at which 71.5% of calls were answered within the 10-second target.

3.3. The demand for 999 has increased locally and nationally during 2023. Some of this increase has been linked to technological changes to certain mobile phone operating systems, making it easier to make an emergency call. This has inadvertently increase accidental calls, which has resulted in the volume of 999 calls doubling nationally since December. In Devon and Cornwall this translates to around 200 additional calls per day. A national fix from the manufacturers is due at

the end of June but requires a manual update from the public. However, during this time Devon and Cornwall Police have not only maintained but improved timeliness of answering 999 calls.

4. Performance: 101

4.1. Whilst some improvements have been evident in monthly 101 call handling performance, overall, wait times have remained stable and sustained improvements have not yet been realised. P1, or priority 1 calls, relate to 101 calls that are identified as urgent. These include calls related to domestic abuse, sexual offences, hate crime, missing persons, and road safety. The latest data covering the month of April 2023 shows the average wait time for 101 calls received on the P1 line was 25 minutes and 36 seconds. This is consistent with the wait time at the time of HMICFRS’ inspection, at 25 minutes and 26 seconds (November 2022).



4.2. The target answer time for P1 calls is 5 minutes. Since HMICFRS’ inspection in November 2022, no improvements have been maintained in the percentage of calls answered within 5 minutes. In the month of April 2023, 19.7% of calls were answered in 5 minutes, compared to 23.1% at the time of the inspection.

4.3. P2, or priority 2 calls, relate to 101 calls that are not identified as urgent. This may include calls relating to anti-social behaviour, or callers requesting updates about ongoing investigations. In the month of April 2023, the average wait time for 101 calls received on the P2 line was 52 minutes and 52 seconds. This is slightly higher than the wait time which was reported at the time of the HMICFRS inspection in November 2022, which was 50 minutes and 15 seconds. Improvements have been evident in the months of December 2022 and January 2023, where average wait times were 36 minutes and 46 minutes respectively, but sustained improvement is not yet evident.

4.4. At the end of April 2023, Devon and Cornwall Police made changes to the routing of 101 calls by simplifying the P1 and P2 channels. All 101 callers now speak to a contact officer who will triage their call based on an assessment of risk. The caller is then routed into an appropriate line following this assessment. To reflect these changes, and the simplification of the routing system, the force is now measuring the wait time of all 101 callers, instead of measuring performance against the P1 and P2 lines. In May 2023, the average wait time for all 101 callers was 27 minutes and 18 seconds.

5. Improvement Activity

5.1. At the November 2022 Panel meeting the Commissioner confirmed the prioritisation of improved performance on answering 999 emergency calls combined with the reintroduction of triage services onto all 101 lines to ensure that people phoning for a non-emergency can speak to an operator early on. In November 2022 the Commissioner had set out her clear expectations in terms of the immediate focus of service improvement in four areas:

- a) 90% of 999 calls should be answered within 10 seconds by the end of 2022
- b) All 101 calls (P1 and P2) should be triaged by the end of November 2022
- c) The call-back function must be delivered as a top priority
- d) Re-opening of front desks with a new plan for the next six locations

5.2. With respect to those four areas:

- a) The percentage of 999 calls which are answered within 10 seconds has improved but is not consistently reaching 90%. In May 2023 Devon and Cornwall Police were answering 75.9% of calls in under 10 seconds, placing the force 28th out of 44 Police Forces in the UK. This demonstrates significant improvement since November 2023 when the force were placed 41st out of 44.

National League Position for D&C	
Oct-22	38 th
Nov-22	41 st
Dec-22	37 th
Jan-23	33 rd
Feb-23	28 th
Mar-23	25 th
Apr-23	27 th
May-23	28 th

- b) The new switchboard triage service for 101 calls was implemented by the end of 2022 with all 101 callers now speaking to a call handler at the start of the

process. As of May 2023, the average time taken to speak to a call handler on Switchboard was 2 minutes and 38 seconds.

- c) The call-back function has been developed and will be introduced for all callers to 101 in early July. An update on this launch will be provided to Panel at the meeting on 7th July.
- d) Six public enquiry offices were opened in 2022/23 in Penzance, Falmouth, Truro, Bude, Newton Abbott and Tiverton. The locations of the next six Public Enquiry Offices to open were announced in March 2023. The six locations are: Devonport, Ilfracombe, Kingsbridge, Honiton, Looe and Okehampton and these offices will open by early 2024. The Commissioner has also confirmed funding for a new police enquiry office in the new Exmouth Police Station.

5.3. These improvements have been achieved through a significant programme of work under the leadership of the Chief Constable, Deputy Chief Constable, ACC for Innovation, Contact and Demand and Head of Estates. The Commissioner receives regular updates on this work through formal reports to the Policing and Crime Joint Executive Board, attendance by the OPCC Executive Team at Force improvement boards and through her regular bilateral discussions with the Chief Constable.

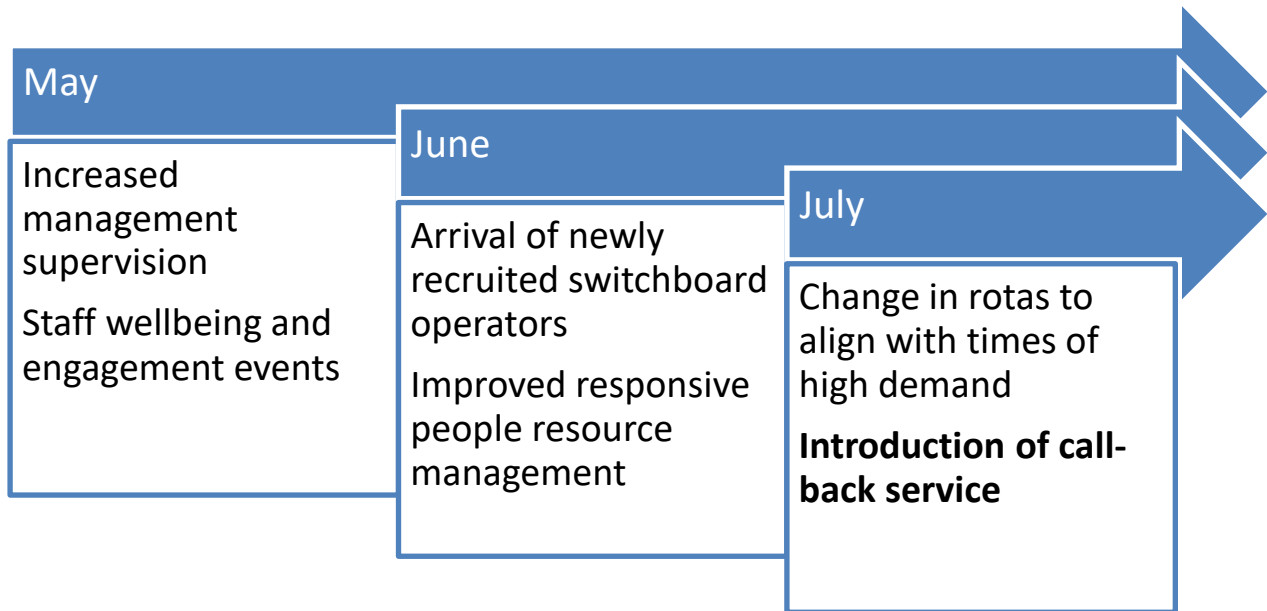
5.4. In addition to the achievements outlined above, the improvement programme has also included:

- Independent reviews from peers in a best practice force, an independent consultancy with a specialism in contact, HMICFRS and the college of policing.
- Enhanced leadership capacity, bringing in additional management and HR support
- Introduction of the new Niche crime recording system and the national Single Online Home webpage to improve data processing capacity
- Reviewed policies and processes to streamline the service, including a review of the handling of abandoned 999 calls
- Recruitment of over 100 new members of staff into the control room, many of whom are now fully trained and in operation.

6. Accelerated Improvement Plan

6.1. Whilst this activity has delivered some improvements, particularly in relation to 999 performance, the Commissioner and Chief Constable have acknowledged that greater levels of transformation are required to deliver the necessary improvements to meet the needs and expectations of the public. As such the Chief Constable has implemented a new Accelerated Improvement Plan from June 2023. This plan set out a series of tangible steps and targets to see demonstrable change in service levels by the end of September 2023.

6.2. The Accelerated Improvement Plan will include changes to processes and systems alongside additional support and development for staff to ensure an engaged and empowered workforce in the contact service. The key areas of change include:



6.3. Within this Plan the Chief Constable has also set out an intention to manage the level of demand into the contact centre, so that available resources can be focused on the greatest need. This will include communications campaigns to reaffirm the role of the police to ensure that the public are aware of enquiries which are not for the police, and staff can signpost to appropriate alternative support services where required.

6.4. The plan is supported by clear targets to deliver improvements by the end of September, with specific aims to reduce the level of inappropriate demand, increase the number of calls answered and decreased abandoned calls and reduce the overall handling times of calls and webforms. The Chief Constable has then committed to ongoing improvement targets each month after September.

6.5. The Commissioner has accepted the Chief Constable's Accelerated Improvement Plan and acknowledged that this represents the most comprehensive plan to deliver the required achievements since she identified concerns with contact performance. The targets agreed in the plan alongside significant changes such as the introductions of call-backs and triage will supersede most of the

recommendations made by the Commissioner in her 101 Scrutiny recommendations (January 2021).

6.6. The Commissioner will continue to monitor performance and the delivery of the Accelerated Improvement Plan and will report to the Panel in September 2023, in anticipation of seeing initial improvements at this point.

Contact for further information:

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Report prepared on 28th June 2023

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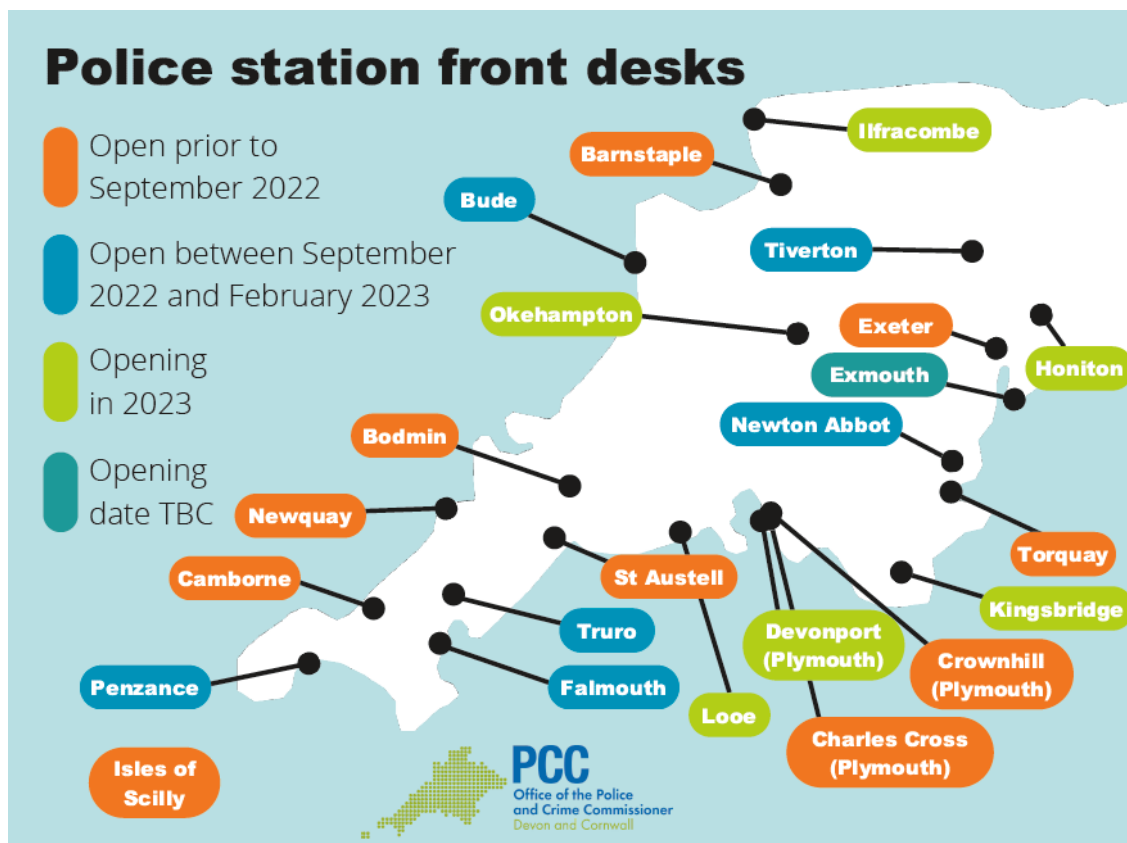
Devon and Cornwall Police and Crime Panel

7th July 2023

COMMISSIONER'S UPDATE REPORT Safe, Resilient and Connected Communities

This is a report of the Police and Crime Commissioner, Alison Hernandez, drawing the Police and Crime Panel's attention to a number of matters that have arisen, or progress that has been made, since the last Panel meeting in January 2023.

1. Six more police station front desks to reopen by April 2024



One of my long-held ambitions is to reopen police station front desks across Devon and Cornwall. Police stations provide a vital place of safety for people and a reassuring presence in both isolated and densely populated locations. They are places where members of the public can directly report crime or seek help from victim services. After many years in the planning, I am delighted to have reopened six Police Enquiry Offices (PEOs) in 2022-23 and have announced that six more will be reopened in the next 12 months. The next phase will see PEOs reopened to the public in Devonport (Plymouth), Looe, Ilfracombe, Honiton, Okehampton and Kingsbridge before April 2024. A further



four PEOs will be reopened at locations to be decided between April 2024 and April 2026.

In addition, Exmouth Police Station in East Devon is being rebuilt as part of a £5m project and the new station is to include a functioning front desk. There is an immediate positive effect of having these stations back open to the public for these communities. But this is more than that – it is about making a long-term commitment to the people of Devon and Cornwall. We want to let them know that the police are by their side, accessible and care about their problems. Twenty-four new police enquiry officer posts were created by the first phase of the project in 2022-23 and more staff will be recruited as stations are reopened. New technology means that, when not dealing with face-to-face enquiries, these staff can reduce demand to the police contact unit by dealing with emails and web enquiries.

The stations opened to date have been accessible to the public six days a week. A full list of PEOs and their opening times across Devon, Cornwall and the Isles of Scilly is available on the [Devon and Cornwall Police website](#).

2. Response to HMICFRS' PEEL inspection report

In February 2023, His Majesty's Inspectorate of the Constabulary and Fire and Rescue Services (HMICFRS) published their report into the effectiveness, efficiency, and legitimacy of Devon and Cornwall Police. This inspection saw Devon and Cornwall Police placed into a period of enhanced monitoring known as 'engage' and the report found the force to be 'inadequate' in three areas, including crime recording, responding to the public, and the management of violent and sexual offenders. The force was also graded as 'requiring improvement' in the investigation of crime, and their management of resources.

The inspectorate's full report and recommendations can be viewed on the [HMICFRS website](#).

In March 2023, I published my official response to the inspectorate's report, and updated the public on progress that has been made by the Chief Constable. There has been a considerable improvement in the force's management of violent and sexual offenders since the publication of HMICFRS' report, with a reduction in officer caseloads and the number of overdue visits.

The force is carrying out regular audits of its crime recording accuracy, and there has been an improvement in compliance since this was reviewed as part of the PEEL inspection. There has also been some improvement in the management of contact services, with a reduction in 999 call waiting times in recent months. 101 wait times remain of concern, and I will persist in holding the Chief Constable to account for performance in this area.

Improvements across the force will continue to be progressed through Devon and Cornwall Police's dedicated action plan and Continuous Improvement Board.

3. Commissioner's Showcase

Commissioning services to help those affected by crime to cope and recover is one of my core roles. My team are dedicated to improving understanding within the force and our communities of the more than 50 support services I will spend over £9m funding in 2023-24.

On 23rd May I held my Commissioner's Showcase which saw around 140 attendees from Devon and Cornwall Police and local authorities get to know the breadth of support available and to celebrate our providers' great work.



The showcase heard from Chief Constable Will Kerr OBE KPM, who welcomed the role our commissioned services play in keeping communities safe in challenging times. My strategic delivery partner Victim Support shared key achievements, including the introduction of a multi-crime service using independent advocates, a specific Anti-Social Behaviour (ASB) support service, the shaping of care for people in the police force who have experienced domestic abuse, and the recent commissioning of a three-year road collision support service.

The event not only helped to raise awareness in the force of services victims are being referred to, but also allowed providers to gain valuable insight into other services with similar objectives and identify opportunities for collaborative working.

4. Addressing the harm caused by substance misuse

On 17th May I chaired our bi-annual substance misuse event “Addressing the Harm Caused By Substance Misuse in the Criminal Justice System” attended by 150 professionals and practitioners. The event provided an opportunity to share best practice and work collaboratively to resolve blockers to achieving our national, regional, and local priorities under the Drugs Strategy, whilst also flagging up emerging threats (such as chemsex crime) so that we are prepared to address these issues head on. We were delighted to be joined by Professor David Best, the world’s first Professor of Addiction Recovery.

You can watch the event [here](#) (part 1) and [here](#) (part 2).

5. Councillor advocates

The devastating consequences of the drugs supply chain, addiction and the efforts being made to tackle criminals and rehabilitate users, were described to councillors from around Devon and Cornwall at my 16th May seminar. Connecting communities is a key principle of my Police and Crime Plan and this scheme is an essential part of delivering on that principle, linking local authority members to their policing teams, the services I commission and our communities. The scheme has approximately 350 members from local authorities from all council tiers across Devon, Cornwall and the Isles of Scilly and is designed to forge greater links between policing, the services I commission and our communities. Councillors were updated on the delivery of my Police and Crime Plan priority of tackling drugs. They heard from Philippa Brown, who presented on Prison and Probation Service efforts to reduce addiction and reoffending rates in Devon, Detective Superintendent Jon Bancroft

in relation to policing efforts to mitigate the risks posed by organised drug dealing networks and former cocaine addict Stewart Lee, who came off drugs with the help of the Amber Foundation, a charity which runs a residential centre in Mid Devon. Seminars on my other Police and Crime Plan priority areas of ASB, road safety and violence are planned. You can find out more about the Councillor Advocate Scheme [here](#).

6. Volunteers Celebration

All of those who volunteer their time to their communities via my office were welcomed to St Mellion Golf and Country Club on 25th March for my annual celebration event. Around 50 Independent Custody Visitors (ICVs) and councillor advocates attended the event and were treated to a cream tea. The event is held annually to celebrate and reflect on the contribution made by these volunteers to creating safe, resilient and connected communities. ICVs carry out an essential scrutiny function, assuring me and the Chief Constable of the quality of service provided by custody units. Councillor advocates provide myriad opportunities to drive engagement between the public and police.

7. Safer Streets Four and Operation Loki

One of the ways I can help our communities is to work with others to help them secure funds for crime prevention from central government. Five bids to the Home Office for communities across Devon, Cornwall and the Isles of Scilly were successful in the latest round of Safer Streets funding, delivering more than £3m in funding, spread over the 2022-23 and 2023-24 financial years and focused on addressing Violence Against Women and Girls (VAWG) and antisocial behaviour (ASB). Projects are now live in Torquay, Truro, Barnstaple, Exeter and Plymouth. Initiatives include increased CCTV and street lighting, a new VAWG rapid response police car in Torquay and development of new safety charters for venues in our night-time economies.

Alongside the Safer Streets initiative, I recently worked with the Chief Constable to support a high visibility operation in these Safer Streets locations alongside Falmouth (which received Safer Streets monies in a previous round) and Paignton. This initiative, named Operation Loki, was designed to reassure communities that police were visible, present and tackling Police and Crime Plan priorities of drugs and ASB. My office's community engagement vehicle was used by the force as a 'pop up' police station in several locations. Operation Loki was well received and will be repeated in communities around the force area. My team is now assembling evidence to support bids for the next round of Safer Streets funding, and will provide a detailed update on this operation at the next Panel meeting once full analysis has taken place.

8. Operation Scorpion

Tackling drugs is a Police and Crime Plan priority because drugs remain one of our communities' most significant concerns, with 59% of people saying drug dealing and abuse are crimes which most need addressing in their community in my most recent survey. Collaborative efforts by myself, the four other South West Police and Crime Commissioners and our respective Chief Constables to reduce drug use and supply in the region has continued in 2023 under the Operation Scorpion banner. Since the Police and Crime Panel's last meeting, two more iterations of this work, phase four (led by Gloucestershire Police) and phase five (led by Avon and Somerset Police), have taken place. Phase four focussed on the violent crime associated with the illegal drugs trade. During Devon and Cornwall Police's week of action officers seized:

- £250,000 worth of suspected class A, B and C drugs
- more than £7,000 in cash suspected to be linked to criminality

- 66 mobile phones suspected to be used in co-ordinating drug deals
- 70 knives and six other weapons

In addition, officers carried out 'safe and well' checks on vulnerable people who may be susceptible to cuckooing, 91 intelligence-led person searches and 41 intelligence-led vehicle searches. Phase five, focussing on the drugs trade's links to modern slavery, is ongoing at the time of writing. The requirement to tackle drugs at a regional level remains front and centre of discussions with neighbouring commissioners.

9. Vision Zero South West Road Safety update

There have been a number of projects and campaigns launched through the Vision Zero South West road safety partnership. As you may know, the aim of the partnership is to reduce deaths and serious injuries on Devon & Cornwall's roads by 50% by 2030. We now publish agendas and minutes of all Vision Zero South West meetings [on the partnership's website](#).

Operation Cossett and motorcycle safety

2022 was a truly tragic year for motorcyclists in Devon and Cornwall with a spike in deaths (16) and serious injuries (187). As a result, a Vision Zero South West multi-agency task group was formed to tackle the issue.

In April the force launched [Op Cossett](#) in which road casualty reduction officers work with the Police Drones team and Fire Service Motorcycle specialists to pioneer the use of drones to detect dangerous driving behaviour from the skies. The operation, launched during National Motorcycle Safety Week, received much fanfare in the national and regional press and is set to continue throughout the summer months.

Op Cossett is just one part of a comprehensive plan to tackle motorbike safety in Devon and Cornwall following last year's terrible statistics. Other projects include:

- a publicity campaign developed with the Cabinet Office's Behaviour Change Team;
- a "Call For Ideas" small grants fund for motorcycle-specific community safety projects;
- a collaboration with Cornish motorcycle YouTube channel BikerCamTV;
- the purchase of a £200,000 state-of-the-art motorbike training simulator – the first of its kind in the UK

Operation Vortex

Officers from the Alliance Roads Policing Team recently conducted Op Vortex, a two-week operation targeting drivers of all vehicles who disregard road traffic laws on roads across Devon and Cornwall. Operation Vortex aims to reduce the number of collisions and casualties, by targeting poor driving as a result of the 'Fatal Five' which consists of careless driving, drink/drug driving, failing to wear seatbelts, using mobile phones (and other in-car distractions) and speeding. However, the operation also uncovered more serious criminality. During week one of the operation officers stopped a total of 98 vehicles. Six drivers were arrested for drug driving as well as seven people for other offences, including aggravated burglary, kidnapping and false imprisonment. A total of 15 drivers have been reported for using mobile phones and nine drivers for failing to have valid insurance. An additional 30 drivers have been caught speeding, five of whom have been reported to court and a number of vehicles have been seized as part of the operation.

Operation Snap



[Operation Snap](#), the scheme which enables members of the public to submit video evidence of driving offences, has reached a significant milestone. The operation has recently surpassed 10,000 submissions, which have resulted in action being taken against 7,000 road users across Devon & Cornwall.

You may have seen the recent [publicity and press coverage](#) of this achievement, and indeed it is the scheme's award-winning promotion through Vision Zero South West that has resulted in a surge of submissions. So many, in fact, that four further members of staff are being recruited to help deal with the back office demand.

Community Speedwatch



Community Speedwatch continues to grow – both in the number of participants and its overall prevalence. The voluntary scheme, which empowers community road safety advocates to monitor traffic speed through their neighbourhoods, has also reached a recent milestone – surpassing 200 active groups across both counties.

Within those groups, Devon and Cornwall Police has currently have 1,271 volunteers who last year conducted 3,123 speedwatch sessions, during which they monitored 411,833 vehicles – and new groups are being formed regularly as interest grows.

I would like to say a huge thank you to all of those volunteers who have given up their time to help make our communities safer.

New high-tech speed cameras

Four new high-tech speed cameras are in the process of being installed on roads in Devon and Cornwall with a history of speeding issues. New bi-directional digital cameras will replace older Gatso cameras on Exeter Road in Exmouth and the A385 Ashburton Road in Totnes. Another two sets of bi-directional cameras are also being erected on the A390 at Drakewalls and St Ann's Chapel near Gunnislake in Cornwall. All four cameras are scheduled to go live in June.

All of these routes have had problems with collisions and speeding vehicles, prompting numerous complaints to local councils and the police from residents. The cameras, which have been funded by Cornwall Council and Vision Zero South West, have been erected on bright yellow posts for maximum visibility and have the ability to enforce speed in both directions simultaneously.

Devon County Show

I was delighted to see partners join forces for the first ever Vision Zero South West Interactive Road Safety Village at the Devon County Show in May.

It saw Devon & Cornwall Police, Devon & Somerset Fire & Rescue Service, the South Western Ambulance Service NHS Foundation Trust (SWASFT), Devon Air Ambulance and National Highways work collaboratively on a collection of road safety-themed stands, all of which had a focus on engagement and interactivity.

Partners engaged with thousands of members of the public, many of whom were signposted towards further training, Op Snap and other initiatives led by Vision Zero South West.

10. Anti-Social Behaviour Case Reviews (formerly Community Triggers)

As part of its recently published Anti-Social Behaviour Action Plan, the Government will be relaunching Anti-Social Behaviour Case Reviews, providing greater clarity for victims on when it can be used.

An ASB Case Review is a multi-agency case review that people who have reported three or more ASB incidents over a six month period can request through their Local Authority. If an individual is not satisfied with the way their request for a review is dealt with, or the way the review is carried, they can escalate the review to my office.

To help support this process, my office has developed an ASB Case Review information pack which seeks to provide transparency on how my office carries out ASB Case Review escalations and to promote best practice to all relevant agencies involved in this process, with the aim of improving compliance and consistency across Devon and Cornwall.

The pack provides key information on ASB Case Reviews and the escalation process, in addition to highlighting statutory duties and setting out my expectations to Community Safety Partnership

(CSP) partners when completing an ASB Case Review. Moreover, it also includes a number of resources which may be used by relevant authorities to facilitate the process – for example:

- a checklist for all evidence and documentation that local authorities are required to provide to my office once a case review is formally escalated;
- a compliance audit checklist for all relevant legislation and statutory guidance.;
- a copy of the assessment document used by my office during the escalation process to assess how the ASB Case Review was carried out (including examples of the methods used by my office to assess actions taken by relevant agencies for each ground for escalation);
- relevant links and contact details.

The information pack has now been published and may be accessed [here](#).

11. Serious Violence Prevention Programme (SVPP)

Together with the Chief Constable and local authority partners, I continue to tackle the root causes of violence and its impacts across the peninsula by funding the Serious Violence Prevention Programme (SVPP).

As outlined in our 2022-23 Annual Report, the programme (now entering its fourth year) is committed to improving both the police and partner response to violence via an expansive portfolio of evidence based work, aligned to the Police and Crime Plan, that's delivered much during this reporting period; ranging from an enhanced focus on restorative justice and reducing re-offending (including a regional conference) to roll-out of an innovative new digital signposting service for frontline officers and the general public.

In March we launched a website created for SVP, providing valuable assets through which to showcase its output and drive engagement with partners and the media: www.preventviolence.org.uk

We have also launched the new Law Enforcement and Public Health Link App (LEPH), which allows officers to connect vulnerable people with appropriate local services, at the touch of a button. Based on the Making Every Contact Count ethos, LEPH was designed by Leeds University as part of a national drive towards public health and evidence-led policing. I'm pleased to say it piloted successfully in Plymouth in autumn of last year, with participating officers (and the general public) welcoming it as a valuable, time-saving and easy to use new tool for the modern policing era ("Quick, easy and empowering to use"). A comprehensive pilot evaluation report will soon be published and made available to national partners, to share learnings about this progressive new policing tool.

I am pleased to report that the SVPP increasingly supports a wide range of improvements across Devon and Cornwall Police, from the use of 'hot spot' policing in high crime areas through to reducing violence against women and girls. Project Night Eye has recently been set up specifically to target sexual predators, with police officers and CCTV operators currently being trained to identify predatory behaviour in the night-time economy. Dynamic police initiatives like this demonstrate – to perpetrators, victims and the concerned public – that sexual violence has no place in our city and town centres, and importantly, will help keep young women safe.

In addition to frontline policing initiatives, the programme continues to directly commission a range of pioneering outreach projects which span community policing and criminal justice, with an evidence-led focus primarily on the vulnerable under 25-year-olds. Current examples of such work include the award-nominated restorative justice (RJ) project for families in Plymouth and Torbay

where specialist family practitioners bring the 'harmed' (victim) and 'harmer' (perpetrator) together in a bid to reach acceptance and move forward. During the reporting year to April 2023, the initiative delivered RJ for 186 victims, achieving a 100% satisfaction rate in evaluation and receiving plaudits such as "brilliant", "amazing" and "really, really helpful".

More widely, I am proud to report that the SVPP continues to receive national recognition for its innovative, partnership work - in pioneering long-term violence prevention via a multi-agency approach. In February the SVP team hosted colleagues from Staffordshire Police and its Police, Fire and Crime Commissioner's Office to exchange best practice and broker relationships. Additionally, Devon and Cornwall's SVP Programme Director, Becky Inskip, presented a keynote address at the Home Office Serious Violence Duty Launch Event in April and at Lancashire Constabulary's Violence Reduction Learning Event in June – showcasing how Devon and Cornwall has enacted a large-scale violence reduction programme without central government support.

And in a boost to the peninsula's finances, the Serious Violence Duty comes with dedicated Home Office funding for financial years 2023-24 and 2024-25. A total allocation of nearly £360k is currently being distributed to Devon and Cornwall's Community Safety Partnerships to support their delivery of the Duty and enhance their local prevention activity. This funding follows an additional £237k of spending, via the SVP Programme, on restorative justice family workers, youth offending services, evaluation activities and education-based programming for local areas.

It is important, of course, that funding streams allow our CSP partners to deliver effectively against local need and match output to high-risk areas - that way, we will continue to see a programme which is fit for purpose across the peninsula but aligned to national priorities. This blended approach will continue to form the basis of our SVP Partnership as we move into the next reporting period, and beyond.

12. Domestic Abuse Perpetrator Funding

My office has been in receipt of Home Office funding to commission services to prevent domestic abuse perpetration for the last two years. During that time, we have been working with our Local Authority partners to deliver a suite of behaviour change interventions, bystander projects and work with families. Following a competitive bid to the Home Office for renewed funding, I was disappointed to learn that we had not been successful in receiving further funding. This was despite strong evidence of need, independent evaluations on the success of our existing work and good partnership engagement in support of the funding. Having planned for this possibility, I have been able to use £200,000 from my reserves to work with partners over the next few months to see if there are possibilities of other funding or the continuation of support to sustain this important intervention.

13. Independent Sexual Violence Advisor Service

It is one of my responsibilities to provide an Independent Sexual Violence Advisor (ISVA) service for people affected by rape, sexual abuse and other sexual offences. We have had a service provided by First Light in place since 2018. This contract is now out for retender following the contract expiring. The new contract has been co-designed with people who will use the service, all partners and a professional who will be making referrals. As a result, the new service specification has a particular focus on working with the sexual violence pathfinder project who are working towards the implementation of a 'Devon or Cornwall' triage approach which will enable all survivors to have their needs assessed, resulting in them going to the right support service to help them at the right time. It is hoped that this will help to stabilise victim's trauma response and reduce the number of people waiting on lists for more than one service. The new specification is also looking

for innovative approaches which will be able to help reduce caseload numbers in order to help improve the health and wellbeing of the ISVAs who need to be at their best in order to offer exceptional support, and to preserve retention and prevent burnout. The new service will be in place for January 2024 following mobilisation over the autumn and winter months.

14. Rural Crime Survey

One of my key roles is to seek the views of residents of the police force area and ensure that these views are reflected in policing and the services I commission. In early June, Police and Crime Commissioners from around the South West got together to launch a survey to explore how crime is affecting rural communities.

A similar survey from 2018 found that rural communities were living in fear of crime, unhappy with police and felt isolated and vulnerable.

In the five years since, a lot has changed and police forces across the region have shown an increased commitment to tackling rural crime. While rural parts of Devon, Cornwall and the Isles of Scilly enjoy some of the lowest crime rates in England and Wales, some of the crime that does occur, like the theft of farm machinery such as quad bikes, has been linked to gangs who are involved in other types of criminality.

Stopping rural crime requires those living in our countryside to be engaged with policing and to help each other through schemes like Farm Watch and Horse Watch, which create connected communities who can warn each other of suspicious activities.

The South West Rural Crime Survey asks rural residents if they have been the victim of any crimes in the past 12 months as well as asking what rural crimes concern them the most. You can take the survey at <https://www.surveymonkey.co.uk/r/RuralDC>.

15. Local Criminal Justice Board update

I am pleased to share with you the work that the Local Criminal Justice Board is overseeing to scrutinise Out of Court Disposals (OoCD) through the detailed examination of cases by panel members who represent key stakeholders across the Criminal Justice Partnership. We recently hosted a panel where Youth OoCD cases were reviewed against a theme of knife crime. There was really positive engagement from the force knife crime lead as well as representation from the four Youth Justice Services across the peninsula, youth magistrates and the Crown Prosecution Service. The process provided a positive learning experience highlighting examples of good practice as well as areas for improvement. A separate Adult OoCD scrutiny panel also reviewed cases of violence.

It is important that the public and criminal justice partner organisations understand and have confidence that Devon and Cornwall Police is using its powers legally, proportionately and consistently with policy and working practices. It is also healthy for any organisation to pause to reflect on their practice and learn. Both the Youth and Adult OoCD panels meet three times a year and focus on areas of priority, publishing the findings and the police response [here](#).

As Chair of the LCJB, I am also proud of the scrutiny work that is being undertaken across the partnership to identify good practice and areas for learning so we can better understand gaps and demands on services for victims. This is really important work, particularly in the context that PCCs are responsible for commissioning the majority of local services for victims and are well placed to have oversight of how well the CJS locally is meeting the needs of victims.

The LCJB has also established a new task and finish group to look at children and young people in the criminal justice system who are adversely affected by delays from point of arrest, charging decision and disposal or sentencing due to nature of the developmental stage they are in. This group will help identify where the delays are in the system and find and implement solutions to increase the speed that children are dealt with across the whole youth justice system.

16. Prisoners Building Homes for Local Communities Programme



The Prisoners Building Homes Programme is led by the South West Reducing Reoffending Partnership, of which I am the chairman, working in partnership with the One Public Estate Programme and West of England Combined Authority. It was set up to enable prisoners to be employed and trained by modular housing providers to build low carbon, modular homes for local communities and vulnerable people across the South West. It provides an opportunity to reduce reoffending by ensuring prisoners have the skills they need to help secure employment upon their release.

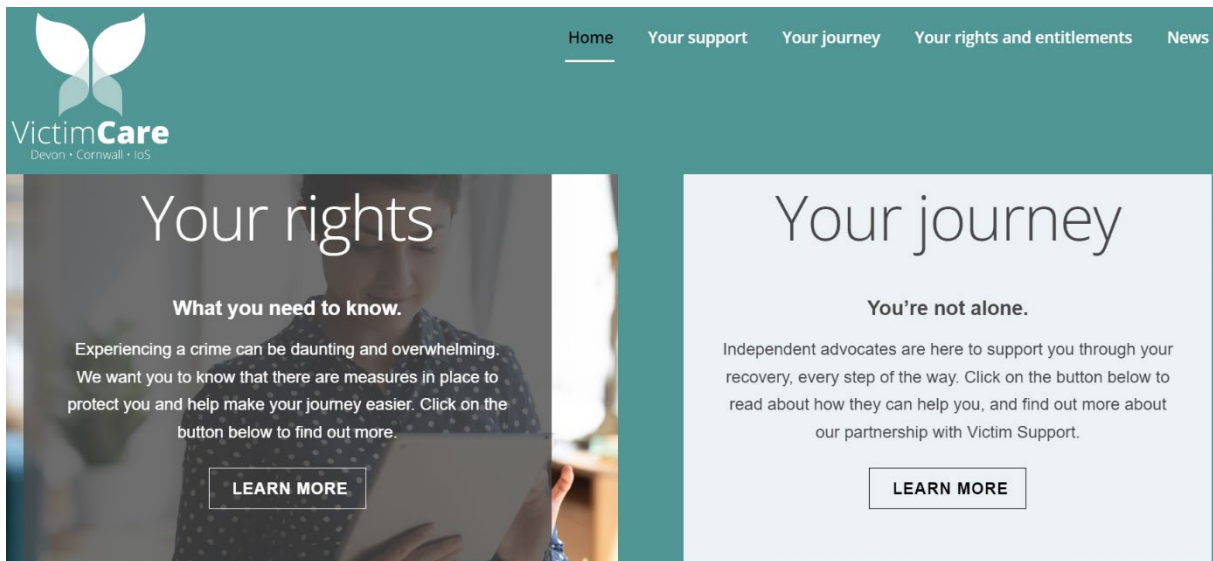
The Programme is currently progressing work to deliver 54 accommodation units across 8 sites, including sites in Devon and Cornwall and a £2m bespoke Residential Women's Centre in Bristol (for women with complex needs at risk of custody). The ambition is to set up production in nine South West prison workshops (employing over 100 prisoners each year) and providing full time employment on day release for another 40 prisoners a day, with the prospect of post-release employment for all prisoners involved in the programme.

On 23rd March we hosted a visit from the Rt Hon Damian Hinds MP (Minister of State at the Ministry of Justice, responsible for Prisons, Parole and Probation).

I am delighted to announce that we have recruited a full time Specialist Programme Delivery Manager to drive this innovative programme forward. It is Sophie Baker, who has worked across the South West region and out of my office for some years. My office will host the role on behalf of the South West PCCs.

Learn more about the programme [here](#). If you are interested in supporting the Programme or wish to suggest sites please contact: sophie.baker@dc-pcc.gov.uk.

17. New Victim Care website



My strategic partnership with Victim Support means victims of crime in Devon and Cornwall have access to high quality services. In order to improve understanding of the service and clarify how victims can access these services, I have a new website: www.victimcare-dc.org. This replaces the Victim Care Unit website and provides information for both victims who have reported their crimes to police and those who have not. The language deployed and design elements have been selected to be trauma-informed, accessible, easy to use and place victims at their heart of their journey. Multi-media elements will be added to the site to further describe the types of practical and emotional support available to those affected by crime in our police force area.

18. Council tax leaflet

I remain committed to my statutory duty to explain to households how the policing budget which I have overall responsibility for is raised and spent. My communications and customer engagement team once again organised the production and distribution of a council tax leaflet, which was sent with or alongside every council tax bill issued in the police force area. In total 786,916 leaflets were printed and distributed. Due to the collecting authority landscape in Devon and Cornwall, with 11 councils, ours is one of the more complex council tax leaflet exercises undertaken by commissioners but the leaflet, as a universal service, is a vital tool in bringing transparency to the spending of the police budget. Accessibility improvements were made on the leaflet for the 2022-23 financial year. A PDF of the leaflet can be found on [my office's website](#).

19. OPCS Customer Contact

The correspondence which my office's customer contact team receives enables me to gain an understanding into the issues members of the public are concerned about. Since the last Police and Crime Panel, using data from 27th January until 26th May 2023, shows that officer conduct, road safety, Devon and Cornwall Police contact and firearms licensing are themes which commonly arise within the customer contact arena.

I received 97 separate queries or concerns regarding officer conduct, most of which were sent to the Professional Standards Department as a complaint. Problems with contacting the force, such

as calls to 101 and 999, resulted in my office receiving 48 queries or concerns regarding this topic. These mostly referenced the difficulties of the wait times.

The topic of firearms generated 36 queries or concerns into my office, with most of the correspondence received referencing the delays that are experienced when applying for a licence or renewal. In terms of queries and concerns relating to Police and Crime Plan priorities, road safety generated 54, anti-social behaviour 28, violence 25, and drugs 15.

My team strive to resolve queries and concerns from the public at the first point of contact. By analysing the trends of topics which are generated by correspondence which enters my office, I can remain committed to ensuring that my priorities are aligned with the views of the public and continue to scrutinise the force on areas which the public raise their concerns over.

20. Devon & Cornwall Police executive team changes

The Force has appointed Jim Pearce and David Thorne as Assistant Chief Constables (ACC), taking on the portfolios for Operations Support and Vulnerability & Crime respectively.

ACC Pearce took up his post in April 2023, having held the National Police Chiefs Council (NPCC) Portfolio for Modern Slavery and Organised Immigration Crime since last year. His role will see him leading the specialist uniform operations, including public order, roads policing and firearms. ACC Pearce previously worked as the Policing Commander for Cornwall and the Isles of Scilly and has broad experience of partnership working, and a collaborative lead in delivering the ground-breaking Tri-Service Safety Officer scheme.

ACC Thorne re-joined Devon & Cornwall Police in March 2023, having originally joined the organisation in 1999, working with Exeter Crime Investigation Department (CID), then as Plymouth Basic Command Unit (BCU) Commander and later as Temporary ACC in charge of Innovation, Contact and Demand. He was then appointed Assistant Chief Constable at South Wales Police in June 2020, inheriting the Specialist Crime portfolio.

I want to express my sincere thanks to outgoing ACCs Jim Nye and Julie Fielding for their service to Devon, Cornwall and the Isles of Scilly.

21. HMICFRS Annual Assessment of Policing in England and Wales

In June HMICFRS published its Annual Assessment of Policing in England and Wales. I agree with many of the conclusions Chief Inspector of Constabulary Andy Cooke made in his report, including the need for the police to prioritise the issues that matter most to the public. My Police and Crime Plan prioritises the areas of road safety, antisocial behaviour, violence and drug abuse because when consulted, the public told me those were the issues that most mattered to them. The report also concluded that forces were failing to get the basics right in investigation and responding to the public, and they need to concentrate on effective neighbourhood policing, and these were both points I considered during my recruitment of a new Chief Constable last year.

The report also calls for substantial reform of police service's leadership and workforce arrangements such as more scrutiny on vetting and recruitment processes, including for chief officers. Whilst I welcome the support that HMICFRS gives to Commissioners as part of their critical role in holding Chief Constables to account, I disagree with the Inspector's recommendation that Inspectors of Constabulary should have a role in recruiting chief constables, a task that I think should

remain exclusively for a Police and Crime Commissioner, as democratically elected representative of the public. I will be making my views clear on this matter in my formal response to HMICFRS which will be published next month.

22. HMICFRS thematic reports

HMICFRS has also published three thematic reports which contain recommendations for Chief Constables since the last Police and Crime Panel meeting. The first, published in March, examined how well the police tackle serious youth violence and included recommendations asking Chief Constables to ensure that officers are properly trained in the use of Home Office Crime Outcome 22 (which relates to the use of diversionary programmes as a way of resolving crime instead of using prosecution) and that through data collection and analysis, police forces better understand the levels of racial disproportionality in serious youth violence in their force areas. The second report, also published in March, was an inspection of values and culture in fire and rescue services and whilst most recommendations were directed at Chief Fire Officers and the Home Office, the report highlights the police's power to pass information to employers where there is a public protection risk, and asks that Chief Constables make sure they are appropriately using their Common Law Police Disclosure powers in circumstances involving employees of fire and rescue services. The third report, published in April, was an inspection of how well the police and National Crime Agency are tackling the online sexual abuse and exploitation of children. The report highlights some key issues including limited resourcing in policing, lack of training and guidance, poor investigative practices, risk management problems and a lack of partnership working, and makes 11 recommendations to Chief Constables. Two of these recommendations are also for Police and Crime Commissioners and these ask that we ensure that our commissioned services, including referrals for support or therapeutic services, are available for children affected by online sexual abuse and exploitation, and that we should review the advice we publish on our websites, to ensure that it is consistent with the National Crime Agency's ThinkUKnow material.

My formal response to each HMICFRS report is [published on my website](#).

23. Property and Information Store

In January 2023, the Estate team completed the new £8.8m investment into a combined Devon Property and Information Store. This facility brings together two critical force services under one roof and releases four leasehold premises.

24. Middlemoor Police Headquarters Sports Hall

In March 2023, my Estates team completed the new development of the Middlemoor Headquarters Sports Hall, following the demolition of the previous sports facility due to structural concerns. This £3.7m project provides an expansive sports facility, separate training and treatment rooms, along with the necessary changing and welfare facilities. It is already being fully used by our Learning and Development colleagues to undertake a range of physical training activities to meet our College of Policing requirements.

25. Police Constable awarded King's Policing Medal

A Devon and Cornwall Police Officer was awarded the King's Policing Medal for services to policing in the 2023 King's Birthday Honours list. PC Sam Samuel served with the Royal Navy before joining the force and is presently a full time Police Federation representative. His citation read: "he has demonstrated exemplary service and dedication to communities, using his initiative to help improve the understanding in the force of the impact of racism on victims of crime".

26. New High Sheriffs appointed

Former Bishop of Plymouth the Rt Rev Nicholas McKinnel and former Royal Naval officer Toby Ashworth have been appointed High Sheriffs of Devon and Cornwall respectively. Bishop McKinnel, also a former Bishop of Crediton, was appointed as High Sheriff of Devon on Thursday, March 30, and succeeds Richard Youngman. Mr Ashworth was appointed as High Sheriff of Cornwall on March 26, and succeeds Andrew Williams. The Office of High Sheriff is an independent non-political Royal appointment for a single year. The position is the oldest Royal appointment and there is a High Sheriff for each county. In Cornwall the appointment is made by HRH The Duke of Cornwall.

27. King's Coronation

Finally, my thanks to the three Devon & Cornwall officers who were on ceremonial duty, in full parade uniform, for the coronation of HM King Charles III. One joined colleagues from other uniformed civilian services marching in the procession, while the other two were on route-lining duties.

Mutual aid was provided by 50 officers from various teams, including dog handling, escort drivers, search, public order and patrol.



Alison Hernandez

Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly

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Report prepared on 29th June 2023

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Annual Report

2022-23



Creating Safe, resilient and connected communities
in Devon, Cornwall & the Isles of Scilly



PCC
Office of the Police and
Crime Commissioner
Devon and Cornwall

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Creating safe, resilient
and connected communities
supported by world class
sustainable policing

The Police and Crime Commissioner on YouTube

Four videos that explain some of the Devon and Cornwall Police and Crime Commissioner's work in 2022-23 to deliver safer, resilient and connected communities.

How drones are being used to catch dangerous road users



Scan the QR code to watch the video



Operation Scorpion targets drug users in Plymouth



Scan the QR code to watch the video



Reopening police enquiry offices across Devon and Cornwall



Scan the QR code to watch the video



How Community Speedwatch is making a difference



Scan the QR code to watch the video



Introduction from the Commissioner

The period covered by this annual report is arguably the most significant of my time as Police and Crime Commissioner because I was able to deliver on three long-held ambitions; **to reach record police officer numbers, reopen police enquiry offices** and to **recruit an experienced leader as Chief Constable.**

When I came to office in 2016 it was to deliver safer, more resilient and connected communities. My view was that we could only do this by following a model of neighbourhood policing that was invented here in Devon and Cornwall many years ago.

To police effectively in a large, rural force area needed more sworn police officers than we had, and I embarked on a locally-funded police uplift programme that, when combined with the national uplift programme in 2020, delivered budgeted police officer numbers of 3,610 officers in 2022-23, more than Devon and Cornwall Police had ever had. Those officers are now completing training and out in our communities, making a real difference.

I also thought the force should be more accessible to the people it served, who were all too often frustrated by the lack of contact they had with officers and staff. I created a medium-term budget that will see 17 front desks reopened across the force area. The first six of these, in Bude, Tiverton, Newton Abbot, Falmouth,

Truro and Penzance, were reopened between September 2022 and February 2023, giving people in those areas another way to report crime, access help and support for victims and seek refuge. It was a huge pleasure to officially open these, with members of these communities, after months of planning.



The Commissioner outside Newton Abbot police station – one of the first to be reopened under her scheme



Police and Crime Commissioner Alison Hernandez welcomes new Chief Constable Will Kerr OBE KPM to the force

Finally, after a year in which the force bade farewell to the Chief Constable Shaun Sawyer, who at the time of his departure in August 2022 was the longest serving chief officer in the country, I was able to recruit a replacement in Will Kerr OBE KPM. He came to Devon and Cornwall with an immense amount of experience in Police Service Northern Ireland and Police Scotland.



The Commissioner part-funded an all terrain vehicle for the Bodmin Moor Rural Crime Initiative

Candidates for the top job in our force were put through a robust process involving senior leaders from around Devon and Cornwall, rank and file police officers and staff and members of some of the many

valued community organisations I work with. Mr Kerr was able to articulate a vision of a force which does the basics well and is robust at dealing with crime and compassionate and responsive to those affected by it.

Our new Chief Constable has made a significant impact already, but much remains to be done. In October 2022 His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) placed Devon and Cornwall Police under enhanced monitoring because of concerns over three areas of business. In addition, the tragic events of August 12, 2021, when five people were killed by a gunman in Keyham, Plymouth, continue to have considerable implications for the force's Firearms and Explosives Licensing Unit. Then there are the routine challenges such as the influx of dealing with more domestic visitors than any other force in the country, and a force which has many hundreds of miles of coastline and rural roads.

I am confident though, we now have the correct resourcing, finances and leadership to maintain Devon, Cornwall and the Isles of Scilly as some of the safest places to live and work in the country. I am proud of the work my team delivered in 2022-23 and assured that it is making a real difference to the wellbeing and safety of those we serve.

Alison Hernandez
Police and Crime Commissioner,
Devon, Cornwall and the Isles of Scilly

Section one

Police and Crime Plan performance



Drugs

Drugs have a devastating social impact on community life and on those who are dependent on them. They have an adverse impact on individuals, families and businesses across our communities.

There are clear links between substance misuse and other priorities set out in the Devon and Cornwall Police and Crime Plan 2021-25, highlighting the significance of drugs as a cross-cutting theme in crime, policing and criminal justice.



Devon and Cornwall police at night time economy drug search for Op Scorpion, December 2022

To tackle drugs effectively we must address both the supply of drugs into our communities and the level of demand for those drugs.

Across Devon, Cornwall and the Isles of Scilly, the drug landscape has changed over the last decade; there has been a continued spread of organised drug trafficking activity, particularly County Lines, from the major cities into towns and rural areas across the peninsula. This brings with it a greater risk profile, including a rise in violence and exploitation, and serious health harms.

Drug prevalence has increased across all areas throughout Devon and Cornwall, with a large proportion of drugs being used for recreational purposes; cannabis and cocaine being the most commonly used drugs. Drug seizure numbers in Devon and Cornwall tell us that there is a greater flow of Class B and Class C drugs in the area.



The Commissioner accompanies MOD dog handler during drug raids in Plymouth, December 2022

Operation Scorpion

Operation Scorpion is a regional, coordinated campaign, led by the regional Police and Crime Commissioners to tackle drug-related crime, root out drug dealers and disrupt supplies of drugs into the South West, based on the ADDER approach (Addiction, Diversion, Disruption, Enforcement and Recovery).

The five Police and Crime Commissioners from Wiltshire, Devon and Cornwall, Dorset, Gloucestershire and Avon and Somerset agreed with their respective Chief Constables that their forces would combine operational powers to tackle cross-border drugs supply, drug-related crime and associated antisocial behaviour (ASB). This was the first time in the UK that five Police and Crime Commissioners, and their respective forces, have joined together to target drug-related crime by setting aside regional boundaries.

Operation Scorpion first took place in March 2022 and has seen three further iterations in the 2022-23 financial year. It harnesses collective powers to disrupt drug crime in the South West by dismantling drugs supply networks, arresting those who profit from them, and it sends the message to criminals the South West is **#NoPlaceForDrugs**.

The operation aims to use intelligence led policing to disrupt drug activity and, by working together, improve the public confidence to report local drug related issues through Crimestoppers.

Drugs performance data

Drug offences have remained fairly stable over the past year. In the 12 months to October 2022, the police recorded 4,403 drug crimes, a 5% decrease compared to the previous year. This included 3,406 possession offences and 997 crimes of drug trafficking.

In the 12 months to March 2023, 1,267 disruptions were carried out by Devon and Cornwall Police of which had links to County Lines and Dangerous Drug Networks and 615 arrests were made. This is a 75% increase (+544) on the number of disruptions carried out in the previous year.

Operation Scorpion drugs intensification weeks involved police forces across the South West working together in joint operations with partners including the Ministry of Defence Police and British Transport Police. The project has had great success in targeting organised criminals involved in the supply of drugs and in removing illegal substances from our streets.

The most recent operation, in March 2023, resulted in:

Total drugs seizures to an indicative street value of **£241,180** comprised **£78,375** class A, **£2,750** class B and **£160,055** class C.

Total cash seizures to the value of **£7,305** and **66** mobile phones seized

56 arrests made and **70** knives seized

91 intelligence led person searches and **41** intelligence led vehicle stops

Antisocial behaviour (ASB)

Persistent antisocial behaviour (ASB) is a very visible sign of disorder in our communities. It can lead to community tensions and have a significant impact on people's health, wellbeing and their daily quality of life.

The police, local authorities, other agencies and our communities need to work together to find solutions and stop persistent and severe ASB from blighting our communities. A significant amount of effort to tackle antisocial behaviour took place in 2022-23.

This work included **legal powers training**. Funded by the Police and Crime Commissioner, this brought together frontline police officers/staff, local authority and housing partners.

The training provided an opportunity to promote partnership working and improve understanding of how the available ASB tools and powers could be used to tackle ASB within our local communities.

The training was delivered by an experienced barrister over 10 days at six different locations across Devon and Cornwall. More than 332 police officers/staff, 81 local authority officers and 137 housing officers together with a number of senior managers and legal professionals from the police, local authorities and housing providers were able to attend.

The training demonstrated how the ASB legislation may be used to tackle ASB, protect victims and bring relief to local communities that are blighted by the selfish actions of the few. The training also demonstrated the benefits of a partnership approach to tackling ASB, the demand reduction that this may bring to each agency within the partnership and how this may translate into cost savings for each agency in the partnership. The training has clearly demonstrated possibilities, offered opportunities and stimulated debate within our Community Safety Partnerships.

The Commissioner continues to review **antisocial behaviour case reviews** (formerly known as Community Triggers), where victims of antisocial behaviour believe not enough is being done to help them.

Her office has undertaken training with the charity ASB Help so staff understand the devastating impact that ASB can have and an understanding of how it can be dealt with.

A significant operational effort was made towards the end of the financial year to bear down on ASB in several hotspots. Operation Loki was a four-week period of increased activity by Devon and Cornwall Police in six locations around Devon and Cornwall to benefit from Safer Streets funding (see Securing funding to build safer communities: Page 41)

Torquay was the first area in Devon and Cornwall to begin Operation Loki on March 13, 2023, with subsequent areas such as Exeter, Barnstaple, Plymouth and Penzance following.

Multiple arrests were made in Torquay for drugs and shoplifting offences with six arrests connected to the ongoing issue of moped thefts in the area. Other arrests range from driving offences and theft to prison recall and warrant breaches.

As part of the operation, officers visited more than 100 retail premises to speak to owners as well as conducting licensing checks.



Partners supporting Safer Plymouth Antisocial Behaviour Awareness Week, July 2022

ASB performance data

Antisocial behaviour (ASB) has decreased over the past year. In the 12 months to October 2022, 27,842 ASB incidents were recorded by police, a fall of 23.9% compared to the previous year. This decrease could be due to the high levels of ASB recorded in the previous 12 months (to October 2021), as Covid-19 breaches were logged as ASB.



Other types of antisocial conduct have increased in the last year. Public order offences, including violent disorder and drunk and disorderly


behaviour, increased by **5.3%** in the 12 months to October 2022, rising to **8,433 crimes**.

This year Devon and Cornwall Police have intensified activity to reduce ASB. Called Op Loki the intensification has involved increased targeted patrols in hotspots for ASB across the force.

Early results are positive and include:

Total drugs seizures to an indicative street value of **£5,061**  **125** arrests made 

14 intelligence-led vehicle stops  **89** Licensed premises visits 

136 intelligence-led person searches  **480** community engagement events 



Op Loki patrols in Barnstaple town centre



Road safety

While the region is one of the safest when it comes to road safety, any death or serious injury is one too many. For this reason, road safety is one of the Commissioner’s key Police and Crime Plan priorities.

The Commissioner is also a founding member of Vision Zero South West, a multi-agency partnership from across Devon and Cornwall committed to eradicating death and serious injury from our roads, with an interim measure of cutting KSIs by 50% by 2030.

Vision Zero South West is a road safety partnership which brings together a range of agencies including the emergency services, local authorities (who have responsibility for the highway) and hospitals from across Devon and Cornwall who are working together



Vision Zero South West partners in a show of solidarity

to make our roads safer. Vision Zero South West has a goal to eradicate death and serious injury from our roads and improve post collision care. The target is to cut the number of KSIs by at least 50% by 2030.

In 2022-24 the partnership embarked on a series of initiatives designed to reduce the number of casualties on the roads. These included increasing the number of submissions to the Devon and Cornwall Police dashcam footage submission scheme (Operation Snap) by launching an awareness campaign. The campaign won Gold in the Transport category at the South of England Chartered Institute of Public Relations Awards after it led to a 10-fold increase in submissions.

The partnership worked with residents of the force area who had lost loved ones in road traffic collisions and for the first time the Office of the Police and Crime Commissioner commissioned a Post Collision Support Officer post to support those who had been affected by a road traffic incident and who would otherwise be excluded from receiving support services.

Road safety performance data

There was a slight increase in the number of people killed and seriously injured on our roads in 2022.

In the 12 months to December 2022, **48*** people were killed on Devon and Cornwall’s roads, up by **1*** compared to the previous year.

In the same period, **709*** people were seriously injured in road traffic collisions, which is an increase of **62*** people compared to the previous year. This increase follows significant reductions in casualties in the previous year, following stay-at-home orders and travel restrictions during the Covid-19 pandemic.

***Note:** provisional data – until the collision validation is finalised these figures are subject to change. Vision Zero’s final deadline for sign-off with the Department for Transport is August 2023.

Across Devon and Cornwall, a multi-agency response to road traffic collisions has been set up under a partnership called Vision Zero, which includes a number of different agencies, such as the Police and Crime Commissioner, Devon and Cornwall Police and Devon County Council. The partnership has set a target to reduce road deaths and serious injuries by 50% by 2030. Despite the slight increase in the number of road deaths and serious injuries over the past year, performance data indicates that Vision Zero is on target to achieve a 50% reduction by 2030.



Community Speed Watch volunteers in action



The Commissioner and Adrian Leisk, Head of Road Safety, present at regional Speed Watch conference, October 2022

It is well recognised that breaking the speed limit can increase the risk of a road traffic collision. Community Speed Watch, which operates throughout Devon and Cornwall, is one mechanism which helps to prevent speeding. The scheme involves local community members monitoring and reporting incidents of speeding from the roadside. Where speeding is reported, warning letters are handed out to drivers by Devon and Cornwall Police. As of December 2022 there were 181 active Community Speed Watch groups across Devon and Cornwall which is an increase of 141 groups compared with last year. The number of active Community Speed Watch groups continues to grow, as of March 2023 there were 199 active Community Speed Watch groups across Devon and Cornwall.

Violence

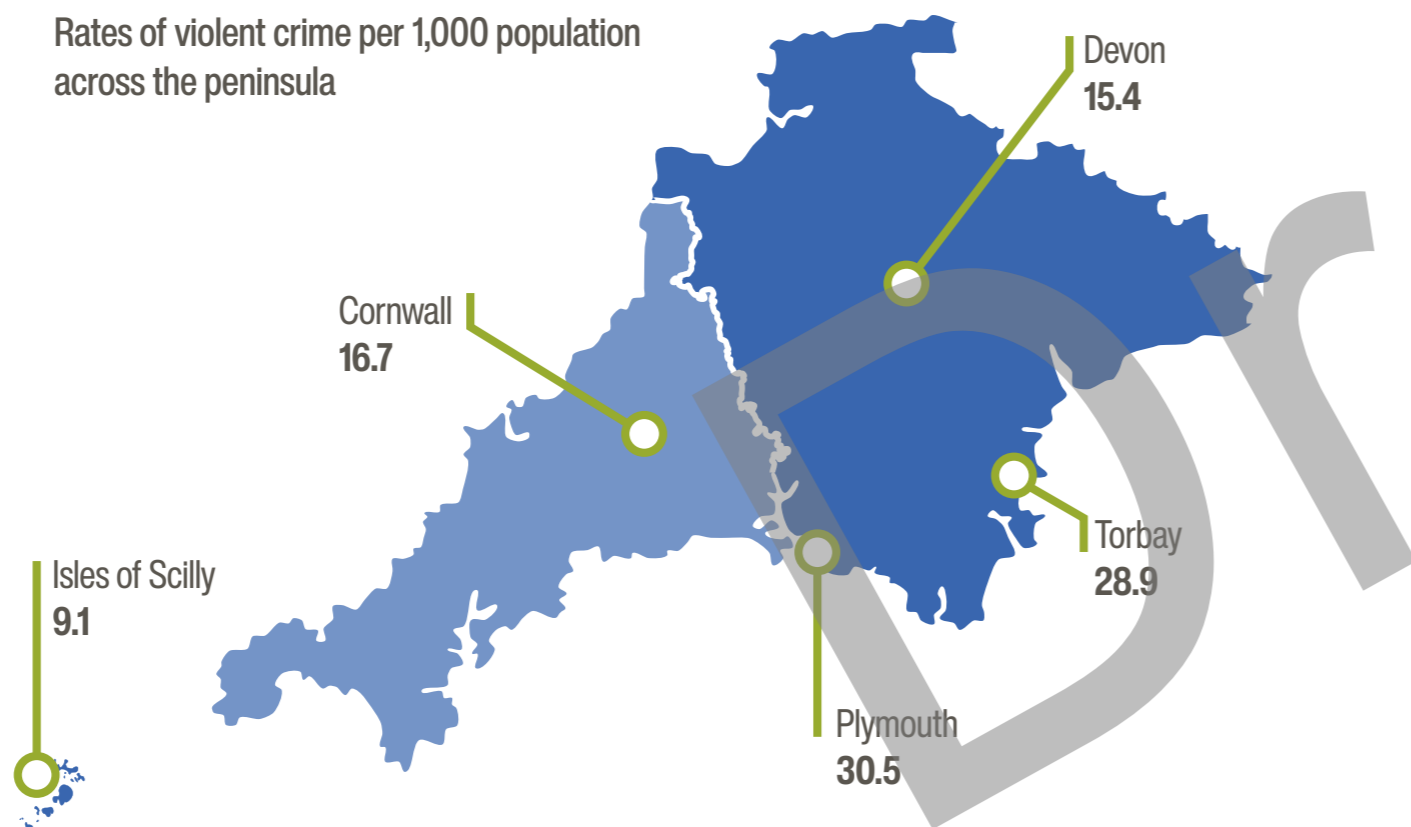
The Commissioner continues to tackle violence across the peninsula by funding the Serious Violence Prevention (SVP) Programme.

Now entering its fourth year, the pioneering £4m programme led by the Commissioner and Chief Constable is delivered in collaboration with a wide range of partner agencies and non-government organisations from across Devon, Cornwall and the Isles of Scilly.

With the third lowest crime rate in the UK, the region is one of the safest in the country, but violence in any form blights lives and damages communities. That is why the strategic mission of the SVP Programme is 'breaking the cycle', signifying the long-term preventative aim of seeking to divert vulnerable young people from violence and tackle inter-generational harm.

↑ In the last year, **34,408** violent offences were recorded in Devon and Cornwall - around **3,500** more than the year before the pandemic, in line with national trends.

Rates of violent crime per 1,000 population across the peninsula



This graphic shows that Devon, Cornwall and the Isles of Scilly has a large geographical footprint and violence levels vary across the peninsula. In the largely urban areas of Torbay and Plymouth, the rate of violent crime is much higher, at almost double what's recorded in the more rural, local authorities of Devon and Cornwall, with the Isles of Scilly enjoying the lowest rates in the region. Hence, the SVP Programme uses the best available data to ensure local prevention activity matches local need.



Since it launched early in 2020, the SVP Programme has led the way in taking a collaborative and public health ethos to preventing violence, recognising its origins in adverse childhood experiences and negative social factors. Increasingly, its police-led projects and directly commissioned services are guided by 'trauma-informed' practice too, placing the welfare of young victims and perpetrators at the heart of delivery.

As charted in a webinar and accompanying blog with Crest Advisory (the criminal justice consultancy who have supported the SVP Programme) in autumn 2022, the work of Devon, Cornwall and the Isles of Scilly has influenced other UK regions, are just beginning their violence prevention journey.

Moving forward, a shift in focus will see a blend of both preventative and reduction-based initiatives used across the peninsula, in order to keep our communities safe and meet new statutory objectives from the Home Office. Tackling violence is now a national priority and policing bodies such as the OPCC will play a pivotal role in convening local government, health, fire and rescue, criminal justice and police partners to fulfil these legal duties, through 2023 and beyond.

Much has been achieved in the last three years, with both commissioned and police-led activity evaluated regularly to ensure it remains fit for purpose and reflects Police & Crime Plan Priorities around **People, Partners and Places**.

Spotlight on the Serious Violence Prevention Programme:

- Supported over **1,500 vulnerable young people**
- Engaged with **140 families**
- Delivered over **32 projects** across policing and with partners
- **Launch of Serious Violence Duty** in January 2023 alongside Home Office Grant
- National showcasing of D&C's approach to over **400 people** via Serious Violence Duty launch event, Crest Webinar and Reducing Harm Conference with **100 partners**
- Launch of dedicated website for SVP Programme: preventviolence.org.uk
- **Awarded £660,000 to Community Safety Partnerships**, Local Authorities and Youth Offending Services to fund prevention projects that directly meet local need.
- Invested a further **£565,000 to local interventions** across the peninsula, all aimed at preventing or reducing youth violence.



Programme highlights during 2022-23 included:

- **Award-nominated restorative justice** for families in Plymouth and Torbay, using specialist family practitioners within a group conference setting, where harm is acknowledged and responsibility accepted.
- **Innovative work with the Wave Trust** to promote 'trauma-informed' approaches within policing, via an internal review and targeted road map for adoption in 23/24 and beyond.
- **Delivery of Home Office funded recovery project in Keyham** to support community recovery and produce a 'lessons learned' report for national partners and an independent evaluation with Plymouth University.
- **Pathfinder Enhanced Service** for 18-25s and care leavers under the Reducing Reoffending Service, providing an in-depth needs assessment, including neuro-diversity screening, and bespoke services, managed by specialist key workers.
- **Out of Court Disposal Panels** working with the four Youth Justice Services to help keep young people out of the criminal justice system through a range of appropriate community resolution measures.

- **Introduction of a new, best-practice signposting app (LEPH)** for frontline police officers, which helps match vulnerable people (at the point of need) to appropriate public health services in their communities, in partnership with Devon County Council Public Health and OHID.
- **Turning Corners** in South Devon, who provided pioneering youth intervention programmes for vulnerable young people and valuable support for struggling parents.
- **The U+ programme** in Cornwall, led by Elemental UK and the Dracaena Centre, who together delivered diversionary and aspirational youth activities, such as water sports, for young people on the edge of violence.
- **Court in Action:** Peninsula-wide 12-month pilot court awareness programme aimed at young people across Devon and Cornwall, in partnership with the LCJB, Exeter Crown Court and the High Sheriff of Devon.

Programme commitments for 2023-24 include:

- **Healing Together programme** in Torquay, where Police Operation Encompass is leading trauma-programmes in schools, day care settings and pre-schools for children affected by domestic abuse.
- **Awarding of £360,000 Home Office Serious Violence Duty Grant** to Community Safety Partnerships, so they can fund local prevention projects that directly meet community need - overseen by a new peninsula-wide strategic governance board.
- **Serious Violence Rapid Reviews** will commence to look at drawing out and applying lessons learnt from previous homicides, attempts and near misses.
- **Operation Vigilant** is training up frontline police officers to better target male perpetrators of violence against women and girls (VAWG) in the night-time economy.
- **Shame Sensitive training** will be introduced to ensure the connections between shame, violence and trauma are understood and applied in frontline policing roles. This follows a pilot planned for 2023/24 where this innovative training was designed in collaboration with Exeter University.

Hot spot policing in Plymouth will follow good practice by targeting resources in high crime locations.

The Serious Violence Prevention Programme Budget Summary for 2022-23

Total budget allocation	£
Actual spend to date	£1,707,000
Committed spend	£1,707,000
Carry forward to 23/24	£0
Balance	£8,800



The Commissioner with a Turning Corners project worker in November 2022

Violent crime performance data

Violent crime increased in Devon and Cornwall over this annual report recoding period, which is consistent with trends seen nationally. In the 12 months to October 2022, 34,506 violent offences were recorded by Devon and Cornwall Police, a 13% increase on the previous year.

Around one in three violent crimes are related to domestic abuse, which has also been increasing. In the 12 months to October 2022, 12,106 violent domestic abuse crimes were recorded by the police, an 8% increase on the previous year.

.....
 There was, however, a reduction in some forms of serious violence. In the 12 months to October 2022, **four fewer** homicides were committed across Devon and Cornwall.

And, in the 12 months to September 2021, eight fewer crimes relating to the discharge of a firearm were recorded.



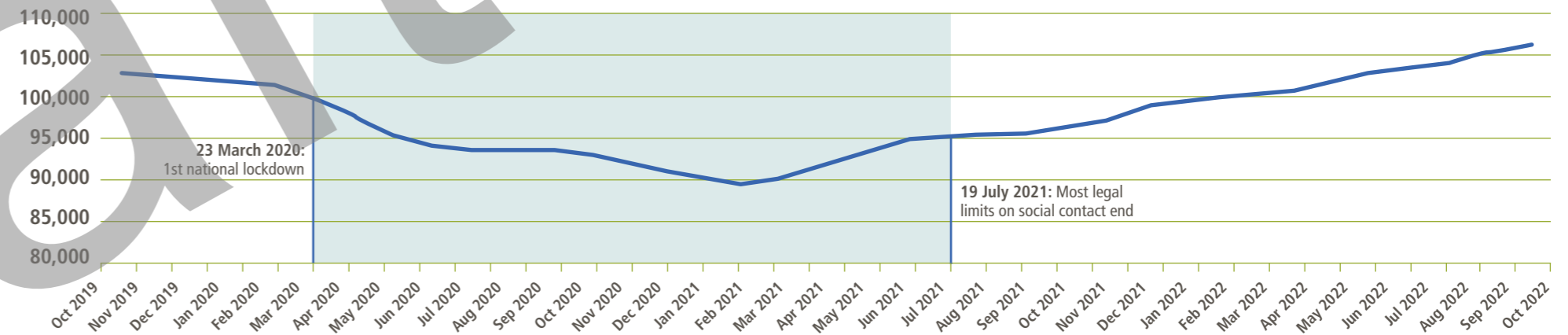
Performance against Police and Crime Plan Principles (Safe, resilient and connected)



Safe

As we emerged from the Covid-19 pandemic, levels of crime increased throughout Devon and Cornwall.

Overall number of crimes recorded in Devon and Cornwall, 12-month rolling totals



Official data published by the Office for National Statistics (ONS) for the 12 months to September 2022, showed that Devon and Cornwall had a crime rate of 58.9 crimes per 1,000 population. This equated to 105,181 recorded crimes in the year, an 11% increase when compared to the previous year.

These increases followed trends seen nationally, with police forces across England and Wales experiencing a

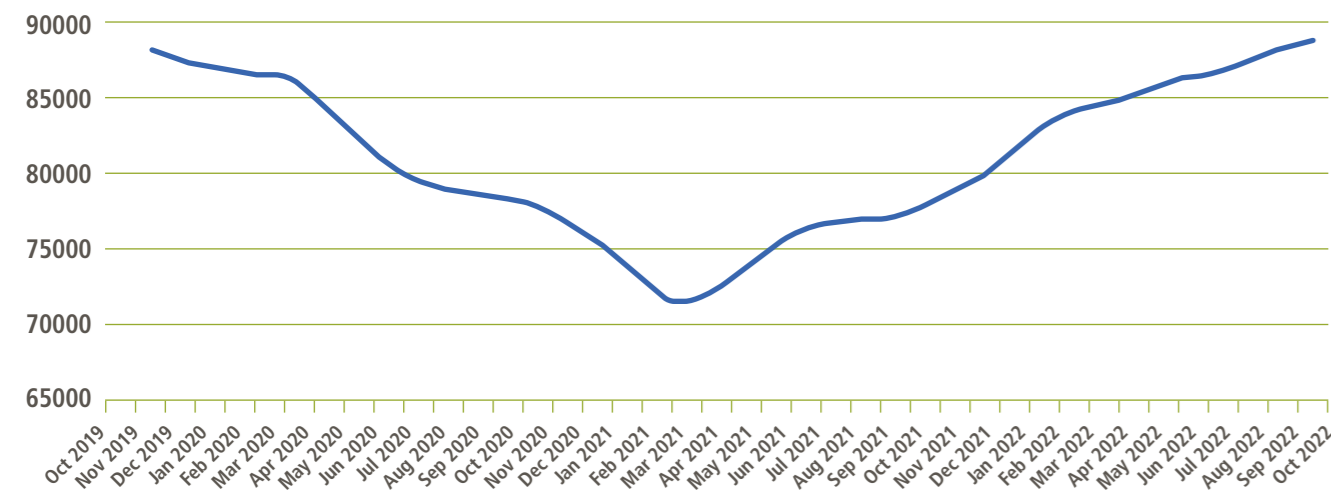
13% increase in crime over the same period. Devon and Cornwall still had the third lowest crime rate in the country though, which was 1.6 times below the average for England and Wales (92.6 crimes per 1,000 population).

Victim-based crime - including violence, sexual offences, stalking, harassment, theft, criminal damage and arson – saw the largest increases.

.....
In the 12 months to October 2022, **88,793** victim-based crimes were recorded in Devon and Cornwall.
.....

This was up by 10.9% compared to the previous year and all offence types exceeded levels seen two years ago.

Number of victim-based crimes recorded in Devon and Cornwall, 12 month rolling totals



↑ Hate crime has increased too, with **2,725** hate crimes recorded in the 12 months to October 2022, up by **18.2%** compared to the previous year.

Hate related crime accounted for 2.6% of total crime recorded in Devon and Cornwall. Of the 2,725 hate crimes recorded in the year, 41.8% were public order related hate crime offences, and these were predominately racially or religiously aggravated public

fear and public fear or distress offences. Stalking and harassment related hate crime offences (20.3%) made up the second highest proportion of all hate crime and increased compared with three years prior – a high proportion of these related to malicious communication offences.

The majority of hate crime reports across Devon and Cornwall in the year were racially motivated, followed by sexual orientation and disability related hate crimes – all of which increased in the three years to April 2023.

In 2022-23 the Commissioner conducted a scrutiny inquiry to better understand hate crime prevalence and examine how well the police are tackling hate crime in

Devon and Cornwall. The report concluded that while some challenges remain, the force was working hard to tackle hate crime and provide a good service to victims, and overall the Commissioner was satisfied with the way Devon and Cornwall Police responded to hate crime.

The full report can be viewed at the link below or by scanning the QR code:

<https://www.devonandcornwall-pcc.gov.uk/about-us/scrutiny/scrutiny-meetings-and-documents/>



Neighbourhood crime – including burglary dwelling, theft of and from a vehicle, robbery and theft from the person – increased after substantial falls during periods of the Covid-19 pandemic. In the 12 months to October 2022, 6,619 neighbourhood crimes were recorded across Devon and Cornwall, an 18.1% increase on the previous year.

The increases in crime across Devon and Cornwall were not unexpected given similar trends across neighbouring police forces and nationally. Importantly, the number of police officers employed by Devon and Cornwall Police were the highest on record, which was expected to help significantly in the force's response to crime and community safety. In March 2023, the force had 3,610 police officers, which is an uplift of 276 officers compared to December 2021.

Resilient

Building trust and providing a good service is vital to help victims cope and recover from crime.

Priority victims are those that have been a victim of a serious crime - including domestic abuse, hate crime, sexual offences and attempted murder – as well as victims who are persistently targeted, vulnerable or intimidated. According to survey data collected between April – November 2022, 73% of priority victims were satisfied with their overall experience of Devon and Cornwall Police.

Ensuring that communities have the right resources to combat crime also helps to build resilience. In the year to March 2023, the Commissioner helped to secure an additional £5.5 million in funding to help communities in their response to crime. This is an increase of £1.7 million compared to the previous year and includes funding the Commissioner has achieved through the OPCC and funds the Commissioner has helped partners to secure.

The £5.5 million awarded in 2022/23 helped to deliver a number of projects across our force area, including:

- **£3.1 million** to fund local prevention activity across Truro, Torquay, Barnstaple, Plymouth and Exeter through successful bids to the Home Office's Safer Streets Fund.
- **£789,295** to increase funding for victim services, including support for victims of sexual violence and domestic abuse.
- **£417,395** to work with domestic abuse perpetrators across Devon and Cornwall, helping to prevent and address their behaviour.
- **£359,100** to help fund activity to prevent serious violence across Devon and Cornwall.



Connected

Ensuring members of the public can contact the police whenever they need them, in a timely and efficient manner, is vital for maintaining public confidence.

Some people may prefer to speak to a police officer or member of police staff in person. As of March 2023, there were 16 police enquiry offices open across the force area, six of which have reopened their doors to the public since October 2022. Newly refurbished front desks have been re-opened at Police Stations in Tiverton, Newton Abbot, Penzance, Truro, Bude and Falmouth.

Most people who need to contact the police, however, do so through digital methods, including by phone, webchat and email. In the 12 months to March 2023, the force contact centre received nearly 970,000 contacts.

This consisted of:

- 999 calls: **320,271**
- 101 calls: **448,653**
- 101 emails and texts: **142,998**
- 101 webchat: **57,755**

There remained significant variations in call answering times due to calls being prioritised on a threat, harm, and risk assessment. This leads to those calls assessed as having the lowest risk taking longer to be answered, particularly when calls for service are high. Improvements in call handling times are continually sought by the PCC.



The Commissioner welcomes Councillor Advocates to an antisocial behaviour seminar in May, 2022

999 emergency calls

The number of 999 calls received increased by 5.7% in 2022-23 compared with 2021-22.

- 75.3% of 999 calls were answered within the service standard aim of 10 seconds which is below previous year's attainment. More recent monthly data indicates an improving performance picture with nearly 88% of 999 calls answered within 10 seconds.
- The average answer time for 999 calls was 25 seconds, which was an increase compared to the previous year. More recent monthly data indicates an improving performance picture with average call answer times below half the annual average.

The increase in emergency calls received is likely to be one of the contributing factors to the decrease in performance this year.

101 non-emergency calls for service

In July 2019 the force introduced an interactive voice response (IVR) service for 101 non-emergency calls. It provided an automated routing system for callers to the service.

Non-emergency calls which were identified as high priority include calls relating to domestic abuse, hate crime, missing persons, roads and sexual offences.

Service standards cited an aim to answer these calls within five minutes. These calls were consistently being answered more quickly and dealt with at the first point of contact. However, the average wait times for 101 high priority calls increased compared with the previous year and the proportion of calls answered within the service standard decreased.

- The average call wait time for 101 high priority lines was 23 minutes and 13 seconds
- 25.1% of 101 high priority calls were answered in five minutes

For all other non-emergency calls, the force aimed to answer in 20 minutes. This may include calls regarding anti-social behaviour or callers requesting updates about ongoing investigations. The average wait time for these 101 calls increased compared with the previous year and the proportion of calls answered within the service standard decreased.

- In the 12 months to March 2023, the average wait time to provide a new report, or to receive an update on a previously reported crime or incident, was 46 minutes and 38 seconds
- A third (33.3%) of all other non-emergency calls which were answered reached a contact officer within 20 minutes
- While phone calls remained the primary form of contact for members of the public, efforts to improve options to report crimes or concerns were in place. There were 142,998 emails, texts, and online form submissions to 101 this year and 56,691 people spoke to Devon and Cornwall Police via Webchat with an average talk time of 15 minutes and 32 seconds. The use of these alternative 101 methods continued to grow.

Public confidence

The national measure of public confidence that comes from the Crime Survey for England and Wales (CSEW) has been unavailable at a local level since Covid-19, due to the impact that this had on the ability to conduct face-to-face public surveying. The last available results were from March 2020 where 77.5% of Devon and Cornwall's residents stated that **"taking everything into account, [they] have confidence in the police in this area"**.

In the continued absence of new data from the CSEW, Devon and Cornwall Police conducted public surveying to explore public confidence. In 12 months just over 2,000 surveys which are representative of the demographic profile within the force area were conducted via telephone. The latest results available at time of going to press showed that four in five (80%) agreed that they were confident in Devon and Cornwall Police. Whilst the CSEW and force survey use differing methodologies and the results cannot be directly compared, the local results indicated a stable / improving trend in public confidence in Devon and Cornwall Police.

Section two

Finance, resources and estate



£371m
Total budget for police and OPCC in 2022-23



£2.1m
Total cost of OPCC in 2022-23



83%
of total police budget spent on people



686
officers have been added to force since the start of PCC's term

£8m

The OPCC's total commissioning budget for 2022-23



£246.56
The band D precept charge for the year 2022-23



£5.5m Amount of additional money the PCC has secured for our force area in 2022-23



150 PCSOs in force as of March 2023

Cost of the OPCC equates to **0.6%** of the total budget of the police and OPCC



£60,000
Average cost of a police officer per year



188 officers were paid for in 2021-22 by operation uplift

216

additional officers funded by the precept in the PCC's term



105,181 crimes were recorded in Devon and Cornwall in the 12 months to September 2022



Titles of the OPCC's most recent scrutiny reviews:
Hate Crime Scrutiny Review, Review of Community Speed Watch, Review of the 101 service



709 people were seriously injured on Devon and Cornwall's roads in 2022*

48

people were killed on Devon and Cornwall's roads in 2022*



41,112 victims supported by the Victim Care Unit in 2021-22



2,617 members of the public engaged with the budget survey in Jan 23

Finance and resources

This section of the annual report provides the draft income and expenditure for the financial year ending March 31, 2023.

It also provides a general guide to the financial situation of the Office of the Police and Crime Commissioner as at March 31, 2023, full details are provided in the Statement of Accounts 2022-23 which can be found here:

<http://www.devonandcornwall-pcc.gov.uk/about-us/what-we-spend/>



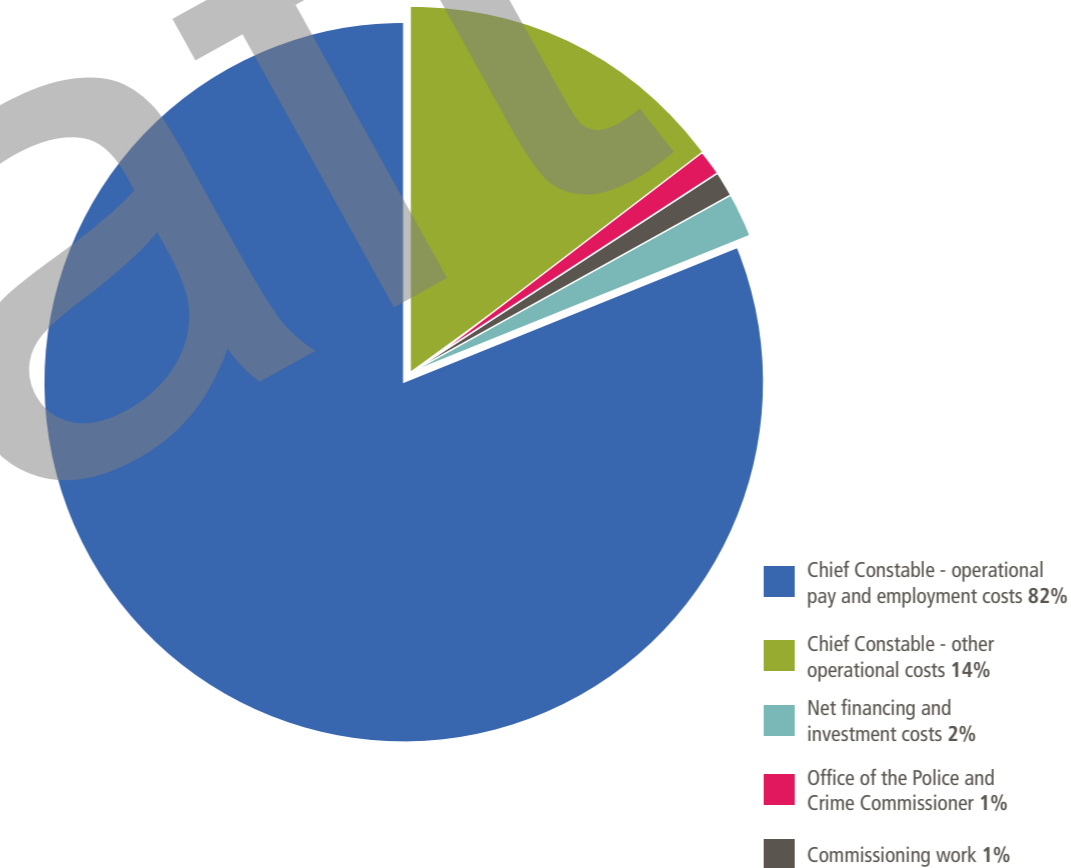
The overall financial settlement for policing for 2022-23 saw a 5.4% increase in central Government funding. Although this represented a cash increase in funding this was provided to continue the process of recruiting an additional 20,000 officers nationally. No account of any potential future formula funding review was taken in the projections.

As part of the 2022-23 overall central government funding settlement the council tax flexibility provided to Police and Crime Commissioners was set at a maximum of £10 per Band D equivalent property before a referendum was required. The Commissioner, in consultation with the Police and Crime Panel, increased the council tax element for policing by £10 (4.23%) so services to the public could not only be maintained but enhanced. Council tax was set at £246.56 for a band D property. The overall impact of increases to the Home Office core grant and special grant, the council tax increase, the decrease to the taxbase and surplus resulted in a net increase in funding in 2022-23 of £21.9m more than received in 2021-22. The overall revenue funding for 2022-23

comprised a 56.7% central grant and 43.3% council tax. This increase was allocated to the national and local police uplift (£10.1m), pay award and inflation (£8.4m), other pressures (£5.0m) and investments of £0.7m which included violent crime prevention, summer policing and blue light collaboration. To achieve these investments savings of £2.3m were identified. Pay awards were budgeted at 2.5%, and inflation was applied on non-pay budgets only to areas subject to inflationary pressures. The Consumer Price Index (CPI) at November 2021 was 5.1%, an increase of 4.8% when compared to 0.3% in November 2020; and markedly, electricity and gas contracts were expected to increase by 31% and 95% respectively, with fuel 28.5%.

A budget of planned expenditure is agreed by the Commissioner to set the council tax level for 2022-23. For 2022-23 the final outturn position for the combined budget for the Police and Crime Commissioner and the Chief Constable of £371.6m was an overspend of £318k against this budget. This represents less than 0.1% of the overall budget.

Analysis of net revenue expenditure 2022-23





What was achieved during the year?

The year 2022-23 was yet another year of challenges to the financial plan. The impact of the increasing inflation and Bank of England base rate was significant. Inflation continued to rise during the year hitting a peak of 11.1% in October 2023 before reducing slightly to 10.1% at the end of the year. This impacted on both costs and supply. The base rate also increased from 0.75% at the start of the year to 4.25% at the end of the year. However, this did have a positive impact on the Medium Term Financial Strategy by providing increased returns on our investments.

Another operationally busy year, coupled with difficulties around police staff recruitment and scheduling delays, meant some projects did not gain as much momentum as had been hoped.

However, wherever possible progress has been made to ensure that plans were developed.

We said we would...

Support the Chief Constable in improving to the contact service.

Achieve and surpass the number of officers recruited as part of the national uplift in officers.

We have...

- Supported additional capacity in the contact centre.

- A year end FTE of 3,627 against a budget of 3,610.
- This was above the requirement of the national uplift.

Staffing

Staff and employment costs made up almost 81% of the overall budget. The full time equivalents (FTE) at the start and end of the year are shown below:

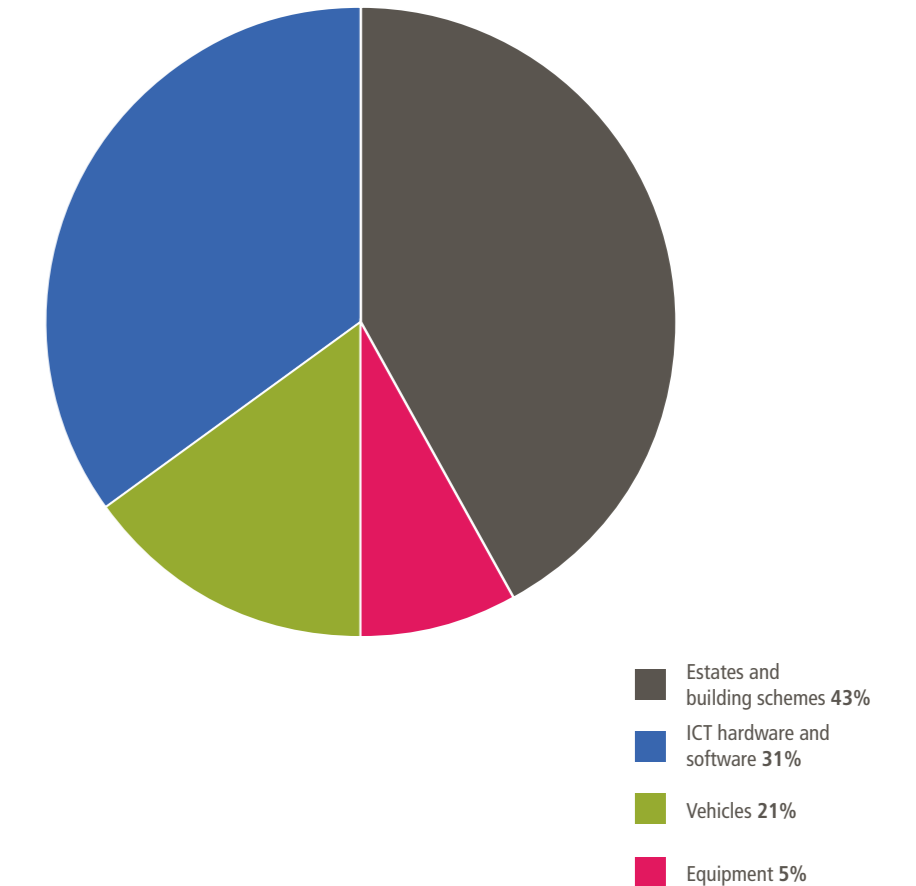
	As at 31 March 2017	As at 31 March 2018	As at 31 March 2019	As at 31 March 2020	As at 31 March 2021	As at 31 March 2022	As at 31 March 2023
Police officers	2,900	2,940	2,982	3,094	3,257	3,396	3,627
Police community support officers (PCSOs)	312	263	227	197	167	156	135
Police staff	1,636	1,866	1,713	1,770	1,891	2,178	2,297
Office of the PCC	35	25	27	26	29	30	32
Total	4,883	5,094	4,949	5,087	5,344	5,760	6,091



Several members of staff from the OPCC in August 2022

Capital expenditure

Capital expenditure of £17m was incurred during 2022-23. The chart below highlights the major areas of spend, with estates and building schemes being the largest area of spend.



Reserves and balances

Reserves increased by £2.4m between April 1, 2022, and March 31, 2023. This includes an increase in earmarked reserves by £3.1m and a small decrease of £0.7m to the general reserve. It was anticipated that reserves would fall, however, there was an increase in the Vision Zero South West road safety partnership reserve due to increased levels of income and an increase in the budget management fund to smooth spending across the life of the Medium Term Financial Strategy. This is coupled with increased slippage in the capital programme which has kept the capital financing reserve at higher levels than anticipated. The capital strategy states that capital receipts are not recognised until they are realised.

There has been a small decrease in general balances of £0.7m which are now **4.12%** of the net revenue budget.

This maintains the levels in line with the reserves strategy which states they must be between 3% and 5% of the net revenue budget.

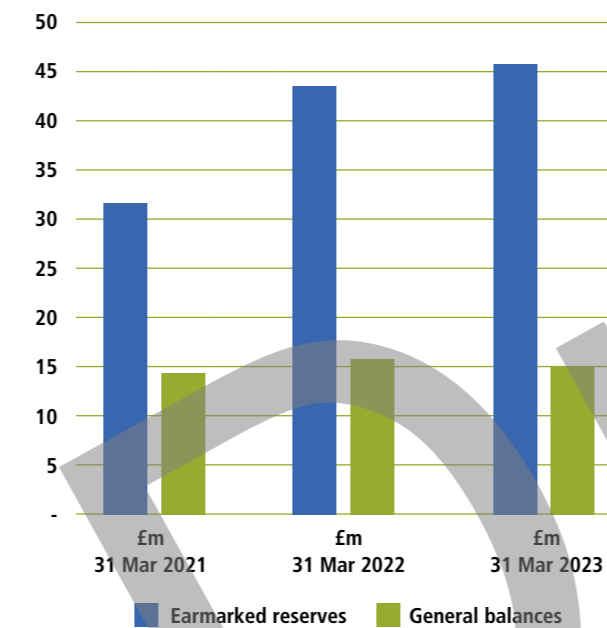
Reserves balances are healthy and increasing which at this time of financial volatility and uncertainty is welcomed. This strong position can provide, if necessary, mitigation for higher than anticipated pay awards and the extraordinary inflation currently being experienced. Although reserves are one off, they can provide time to identify savings to fund ongoing expenditure. The chart shows the level of reserves.

Managing financial risks and opportunities

The current Medium Term Financial Strategy covering 2023-24 to 2026-27 indicates a balanced position. Work has been undertaken to assess the impact of new and emerging risks, including:

- The volatile economic situation including inflationary pressures and supply issues
- Devon and Cornwall Police being in the “engage” status with His Majesty’s Inspectorate of Constabularies and Fire & Rescue Services
- The growing pressure around areas of criminal justice

Reserve balances



Devon and Cornwall Police staff and partners at the site of the new sports hall at Middlemoor HQ

Section three

Supporting victims and reducing reoffending



His Majesty's Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS) Engage stage

In October 2022 His Majesty's Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS) placed Devon and Cornwall Police into its enhanced monitoring stage, Engage.

This followed an inspection led by Inspector of Constabulary Wendy Williams which graded the force's performance across nine areas of policing and found the force was 'inadequate' in three areas, 'requires improvement' in two areas, 'adequate' in two areas and 'good' in two areas.

The inspector had concerns about Devon and Cornwall Police's performance in keeping people safe and reducing crime – particularly about the accuracy of its crime recording, its response to the public, and its management of sexual and violent offenders.

It found the force does not always record crimes against vulnerable victims, particularly violent or behavioural crimes, and antisocial behaviour. Failure to record a crime often results in victims not being properly safeguarded and no investigation taking place.

The inspection also found that the force is not adequately assessing or managing the risks posed by registered sexual and violent offenders.

It found good examples of the force working well with other organisations to prioritise the prevention and deterrence of crime. It also found that members of the workforce were well supported to do their jobs.



The area of performance most concerning to the Commissioner related to contact, as rising levels of calls for help from the public have been well understood in recent years, she had made significant additional funds available in recent years and commissioned a 'deep dive' scrutiny project into the 101 non-emergency contact service.

The Commissioner's criteria for the recruitment of a new Chief Constable included the ability to oversee the changes necessary to satisfy inspectors and she has supported him and the wider Chief Officer Group in an oversight capacity as the necessary improvements are made. She also attended meetings of HMICFRS's Policing Performance Oversight Group (PPOG), a forum where interested parties such as the College of Policing provide suggestions and support.

Continuing to work in partnership response to Keyham tragedy

On August 12, 2021, five people were killed by a gunman who then took his own life. These were among the worst crimes committed in the Devon and Cornwall Police area in living memory.

The role of the Police and Crime Commissioner was to ensure that adequate provision was made for victims of crime to recover, to ensure that police and partners had appropriate resources in place to respond to the incident and to work in partnership with other agencies for the long-term benefit of those affected.

Drawing on experiences from other tragedies and the evidence base on the impacts of trauma, it was clear that it would take years for Keyham to recover from what it experienced. This work continued across the 2022-23 financial year, which encompassed the 12-month anniversary of the incident and the coroner's inquest.

In 2021 the OPCC, in partnership with Devon and Cornwall Police, Plymouth City Council and Victim Support as strategic delivery partner, assembled a funding request to the Home Office and Ministry of

Justice, outlining some of the community safety and support needs of the community. A programme of work designed to restore feelings of safety included target hardening, high visibility policing, problem solving, extensive community engagement and a Safer Streets intervention.

Funding Award - Home Office:

The Home Office awarded additional funding provided a reassuring additional policing presence in the Keyham neighbourhood from September 2021 to March 2023. This grant award has been overseen by a project manager seconded from the OPCC.

A strategic decision was made to retain the dedicated team, albeit with a small reduction in officer numbers, until autumn 2023 at the earliest, funded from police core budget.



Funding award - Ministry of Justice:

As commissioner of victims' services, the OPCC had taken a leading role in understanding the support need in the community and used its strong contractual relationship with Victim Support to mobilise on-the-ground support to victims and witnesses within 12 hours of the incident. The result of this initial activity informed the funding bid submitted to the Ministry of Justice.

In total £271,922 was awarded to provide the following:

- Extra capacity within the 24/7 Victim Support free telephone support line
- Victim Support presence at the scene in the immediate aftermath
- Two additional Victim Support caseworkers (adults)
- One dedicated Young Devon caseworker (young people)
- Additional hours of bereavement counselling by Jeremiah's Journey
- Other specialist service provision and support for staff affected
- Co-ordination of service delivery and evaluation of its impact

Due to delays in recruiting caseworkers across some providers, this funding was subsequently re-profiled and (at no additional cost) extended to March 2023 to ensure support continued throughout the inquest period (January and February 2023).

Additional funding awarded

In addition to the central government funding, the OPCC made a number of funding awards to support the recovery programme. This included:

- £5,000 funding for Keyham Neighbourhood Watch to carry out works under the DaCCWA Feel Safe Scheme in the immediate aftermath of the tragedy
- The Serious Violence Prevention Programme agreed to fund two further rounds of the Keyham Community Sparks grant scheme at a cost of £50,000 with the aim of supporting further projects in the community.
- The Serious Violence Prevention Programme agreed to fund the continuation of the Independent Academic Evaluation for years two and three at a cost of £25,000 a year in order to fund a PhD student full-time.
- The Serious Violence Prevention Programme agreed to fund a two-month extension of the Plymouth Together communications lead (March 2023 to May 2023). The central reason to fund this extension was disbanding this role so soon after the inquest's conclusion would not be helpful for the Keyham community.

Learning - University of Plymouth independent evaluation

The OPCC and the Plymouth Together partnership worked with the University Of Plymouth, which was appointed to undertake an independent evaluation of the funded activity being carried out in Keyham. As part of its evaluation the university independently surveyed the community to understand how residents felt a year after the incident and the impact of the funding to date.



Learnings from the deaths of those killed in Keyham shootings

The inquests into the deaths of those killed in Keyham were overseen by coroner Ian Arrow and took place in January and February 2023.

Following his conclusion that failure in the alliance Devon and Cornwall Police and Dorset Police Firearms and Explosives Licensing Unit (FELU) had contributed to the deaths the Commissioner issued a public thanks to all those who had taken part for providing a 'clear and independent understanding of missed opportunities'.

In the weeks following the inquest discussions were held around opportunities to implement improvements to firearms licensing departments in terms of training and process with the Policing Minister and the Association of Police and Crime Commissioners (APCC). Levels of additional scrutiny on this service remained high from the Independent Office of Police Conduct, His Majesty's Inspectorate of Constabulary, Fire & Rescue Services, the Home Office and the OPCC.

Consulting FELU users

Devon and Cornwall Police has the highest number of legally held firearms in Great Britain and recent changes to statutory guidance had significantly increased the assessment requirement for both new application and renewals for firearms licences. During 2022-23 temporary investment was allocated to the FELU to maintain its staffing profile and to allow a consistent and high quality service to the public applying for certificates, with a focus on stabilising and modernising the service with public safety and service at its heart.

In conjunction with the Police and Crime Commissioner for Dorset the Commissioner launched a local survey on views of the FELU, which became an alliance function in March 2015. A total of 1,173 people from Devon and Cornwall took part in the survey, which concluded in June 2022. Discussions on whether the unit should be decoupled were informed by the survey results, which showed that 43.4% of respondents felt the service had worsened since the alliance was formed, while 2.6% said they believed the service had improved.



Implementing strategic victims commissioning

Victim support partnership

On April 1, 2021, the Commissioner began a 10-year contract with Victim Support as her strategic delivery partner for victim services with an ambitious vision and mission:

“Together we will put victims at the centre of their own support: Every Victim will have an effective assessment and support plan agreed with their advocate, who delivers and coordinates the support they need when they need it to cope and recover from crime.”

The partnership had the following strategic aims:

- To implement a new casework model whereby every victim is offered an independent advocate to work with them to identify and meet their needs
- Simplify and clearly define the core support offer for all victims in Devon and Cornwall to ensure equity
- Increase victim satisfaction with the support they receive to improve public confidence in the criminal justice system
- Improve equality and inclusion

In the second year of the contract progress has included:

- Delivery of an independent victim advocate caseworker model
- Introducing antisocial behaviour victim services offer
- Co-design with health to improve the offer for victims of serious violence and develop trauma service specification for sexual violence
- Development of independent support offer for police victims of domestic violence

- Commissioning of the young victims and whole family service through a Children and Young People contract for three years (delivery April 2023)
- Commissioning of a service for victims of road collisions (mobilising April 2023)
- Effective response to the Keyham incident, inquest and evaluation

Next steps

- Develop a peninsula-wide trauma therapy service for victims of crime
- Strategic commissioning of domestic abuse and sexual violence support services
- Improve victim-led development through local research and piloting

Children, Young Person and Whole Family Service

Children and young people are disproportionately more likely to be victims of crime, particularly the most serious crime.

In response a newly commissioned service was launched (January 2023) as a collaboration between five providers with expertise in supporting children, young people and families. This service covers the whole of Devon, Cornwall and Isles of Scilly.

Recognising the need for a more system focused approach to supporting children, this service improves on a previously fragmented funding arrangement which created inequity for this group of victims. We recognise the positive impact of a 'whole family' approach, addressing the needs of parents, other significant adults and the children in the family. The whole family offer takes a multi-disciplinary approach, liaising with other professionals to support the family with the impact of the crime, to build strengthen and repair relationships critical to long-term stability and security for children. This service supports relationships at different levels: between children and parents, between different adults in the family, between families and others in their community and between families and professionals.

The service offers:

- Skilled independent advocates delivering 1:1 support and evidence-based interventions.
- Group work providing evidence-based programmes.
- Peer support, providing a safe space for children to support each other.
- Whole family psycho-educational work for parents/carer/siblings to help understand the impact of crime on the victim and how to support recovery at home.

This service ensures that all victims, irrespective of age, have access to high quality specialist independent support services tailored to support their needs.



Securing funding to build safer communities

Safer Streets Funding

During 2022-23 partners across Devon and Cornwall successfully secured more than £3m in Home Office Safer Street funding to deliver five place-based crime prevention projects. An additional £1m in local match funding was secured to reduce violence against women and girls related crimes, prevent antisocial behaviour and improve feelings of safety in public spaces. Working alongside partners a significant number of outcomes was achieved including:

- More than 90 streetlights have been upgraded to LED or replaced with new lanterns
- 45 new CCTV cameras were installed, some of these can be deployed to specific areas of concern, enabling partners to respond to current public concerns and incidents to improve feelings of safety
- Work with more than 130 businesses in the night-time economy took place, to introduce schemes to promote the safety of women and girls. More than 140 staff and members of the public received bystander training

- More than 160 dedicated high visibility policing patrols were conducted in priority areas
- Nine places of safety were delivered, 549 people attended the Exeter Safe Space in two months, preventing 22 ambulances being called out and 42 hospital visits
- More than 7,000 young people were engaged in detached youth sessions, school interactive awareness sessions and healthy relationship training. A wide range of local environmental improvement programmes were delivered.

Including:

- Graffiti removal
- Replanting of public garden areas
- Tree canopy height reduction
- Car park security improvements to doors, grills and barriers

Projects would continue to deliver for six months after year end, addressing crime, ASB and feelings of safety in public spaces.

Following Ministry of Justice allocation of additional funding last year, the OPCC awarded contracts to five organisations to deliver support to those affected by sexual abuse and violence. All five contracts are seeing growing demand in terms of both volume and complexity.



Upgrades to Torbay's CCTV scheme were funded by Safer Streets monies secured by the Commissioner

Supporting young victims of sexual abuse

One of the larger contracts (£200k) is for the Barnardo's Exceed Service, working with children and young people affected by sexual exploitation. The service is almost at capacity now, providing intensive support to children across Devon and Cornwall, as well as delivering sessions in schools and working closely with police and local authority partners to upskill and raise awareness.

The Children's Society is the lead in a partnership contract delivering therapeutic support to children and young people who have experienced sexual abuse. The additional £200k is allowing more children to receive essential trauma-focused support. New pathways are being developed within the partnership, offering group support for those who have completed therapy.

The adults therapy contract, led by CLEAR, delivers therapy and other therapeutic interventions to sexual violence survivors across Devon and Cornwall. The additional funding (£100k) allows contract partners to work together, share training, and support more victims.

Two gendered peer support contracts (£50k each) – both are partnerships, led by The Women's Centre Cornwall and First Light – are allowing male and female survivors of sexual violence to access support from fellow survivors in a safe, trauma informed setting.

Some client feedback:

"I didn't feel like a client, I felt as though they were there to support me and often referred to different techniques to use and helped steer me back when I was getting off course."

"You're just different from everyone else, you match my energy and it's so easy to talk to you, you remind me of one of my best mates and I just feel like I can open up to you and when we were talking about things I don't like about myself I don't normally like talking about it to other people but you helped me out and now I'm just starting to realise that it's all okay and I'm liking myself more now."

"The situation has been taken seriously and we did receive the help. I can see how this has helped my child and I am forever grateful. Approach appropriate to the age of my child."

Victim Support Antisocial Behaviour (ASB) Service

The Devon and Cornwall Victim Support Antisocial Behaviour Service is actively supporting those aged over 18 who are affected by persistent and ongoing antisocial behaviour to improve their lives and experience. In the 2022-23 financial year it received 126 referrals including 77 crimed referrals from the Devon and Cornwall Victim Care Unit and four non-crime referrals via partners in the criminal justice service. The remainder came from Victim Support's Adult Multi-Crime Service.

These referral mechanisms are now smoothly established but low numbers, particularly police non-crime ASB suggests there are still barriers within police processes which are preventing the progress of clients needing support to victim services. The service's next steps are to secure referrals from housing providers and community safety partnerships. Once referral numbers reach capacity, the second filter on the project will begin to be applied which will prioritise those clients who have a protected characteristic which features in the ASB experience, for example, a client is being targeted because of this or is more sensitive to the effects of ASB because of it.

The ASB service is providing an essential mix of validation, reassurance, advocacy, brokerage and practical measures to help clients deal with and improve their relationship with the ASB situation and understand and engage with enforcement processes.

The following quotes show how much this is valued by clients:

"I don't know what I would have done without your help."

"You have given me the tools to be able to help myself."



Restorative justice service worked with 186 victims of crime

Restorative justice creates opportunities for people who have been harmed to come together into communication with those who are responsible for that harm, in order to get answers to their questions and to explain the effect the incident has had on them.

It gives those who accept responsibility for the harm an insight into the real impact their actions have had on the person affected, their friends and family or the community. The process aims to help everyone move on.

I commission Make Amends, part of the charity Shekinah, to deliver restorative justice to victims of crime in Devon, Cornwall and the Isles of Scilly.

Make Amends had a busy 2022-23. It spent time maintaining and building on its core areas of work but at the same time looking at new areas for potential development to broaden its reach to victims. This move has seen it expanding in new key areas.

It has been co-locating in local schools in order to be responsive to the needs of young people who are experiencing harm or conflict. This has been really beneficial and has resulted in many successful conferences.

It started work with a local hospital, specifically within three secure mental health units to work primarily with staff members that have been harmed. This is being done in conjunction with the hospital ward staff, doctors and consultants.

Make Amends staff have been piloting a piece of work with Why Me around retail crime in a town centre with a view to expanding this work to other locations in the force area. This is to target shoplifting offences and on some occasions the assaults that result from these.

Two of the team worked with the Plymouth Community Connections Team and Plymouth University on the Safer Streets four project, targeting local areas that are experience high levels of antisocial behaviour (ASB). This saw it delivering training to local community members and businesses and holding a number of Restorative Community Circles which helped to bring communities together to tackle local ASB as a collective.

In the 12 months to April 2023 it worked with 186 harmed people and 153 harmers, plus an additional four harmed and four harmers with continuing work from previous year (where there is compensation and monitored agreements in place).



The following provides comments from some of the participants that Make Amends received feedback from:

Harmed

"Very very positive, both practitioners were very attentive to my needs and very patient, very holistic and person-centred care, they went at my pace. I would highly recommend them to other people."

"Really helpful process, the practitioners were gentle and friendly."

"[After RJ] I felt euphoric, that's the only way I can describe it. When I was walking around before I felt really conscious about everything around me now ... I feel a lot more at ease when I'm in town."

"[the process] was well managed and planned; professional. My expectations were managed and met."

Harmer

"I thought it was brilliant to be honest, basically they helped me build a relationship up with my daughter again, without them I don't know where we'd be now. Things are much more constructive between us."

"[the facilitators] were amazing, couldn't fault them. The way they talked and their personalities were amazing."

"I felt relieved [after the process], felt like it was successful getting through to my son. That was his last bit of trouble, and it's been a lot less stressful since."

"It's helped me feel a lot better and feel less guilt and shame. It's given me closure, knowing that it's all sorted and we can move on."



Six police stations reopened and 24 police enquiry officer posts created

The Office of the Police and Crime Commissioner worked with the Chief Constable and the estates team to reopen six Police Enquiry Offices (PEOs) in 2022-23.

Police stations provide a vital place of safety for people, a reassuring presence in rural locations and a place where members of the public can directly report crime or seek help from victim services.

In March 2023 the Commissioner and Chief Constable Will Kerr officially reopened the PEOs in Tiverton, Newton Abbot, Penzance, Falmouth, Truro and Bude and unveiled plans to open a further four PEOs between April 2024 and April 2026.

A total of £1.5m was earmarked for the project. In addition, the project to rebuild Exmouth Police Station in East Devon was started and a decision taken to include a functioning 'front desk' there was taken.

The Commissioner has made connectivity with the public a cornerstone of her Police and Crime Plans, arguing that face to face contact with the public helps victims and provides a long-term solution to rebuilding confidence in policing. She said:

"Thanks to investment from our residents Devon and Cornwall Police now has record police officer numbers. Having accessible police stations close to our communities is the missing part of the jigsaw in providing the neighbourhood model of policing that the Chief Constable and I support.

"Although we experience some of the lowest crime levels in the country, drugs and antisocial behaviour are considerable issues for our communities. We want people to feel confident in telling us about the problems and challenges they experience before these issues escalate so preventative action can be taken.

"Already crimes including non-recent historic offences have been reported at one of our reopened police enquiry desks, demonstrating that some people prefer talking to an officer in confidence and in person."

Twenty four new police enquiry officer posts were created in 2022-23 and more staff will be recruited as stations are reopened. New technology means that when not dealing with face-to-face enquiries the officers can reduce demand to the police contact unit by dealing with emails and web enquiries.

The stations will be accessible to the public six days a week. A full list of PEOs and their opening times across Devon, Cornwall and the Isles of Scilly is available on the Devon and Cornwall Police website.

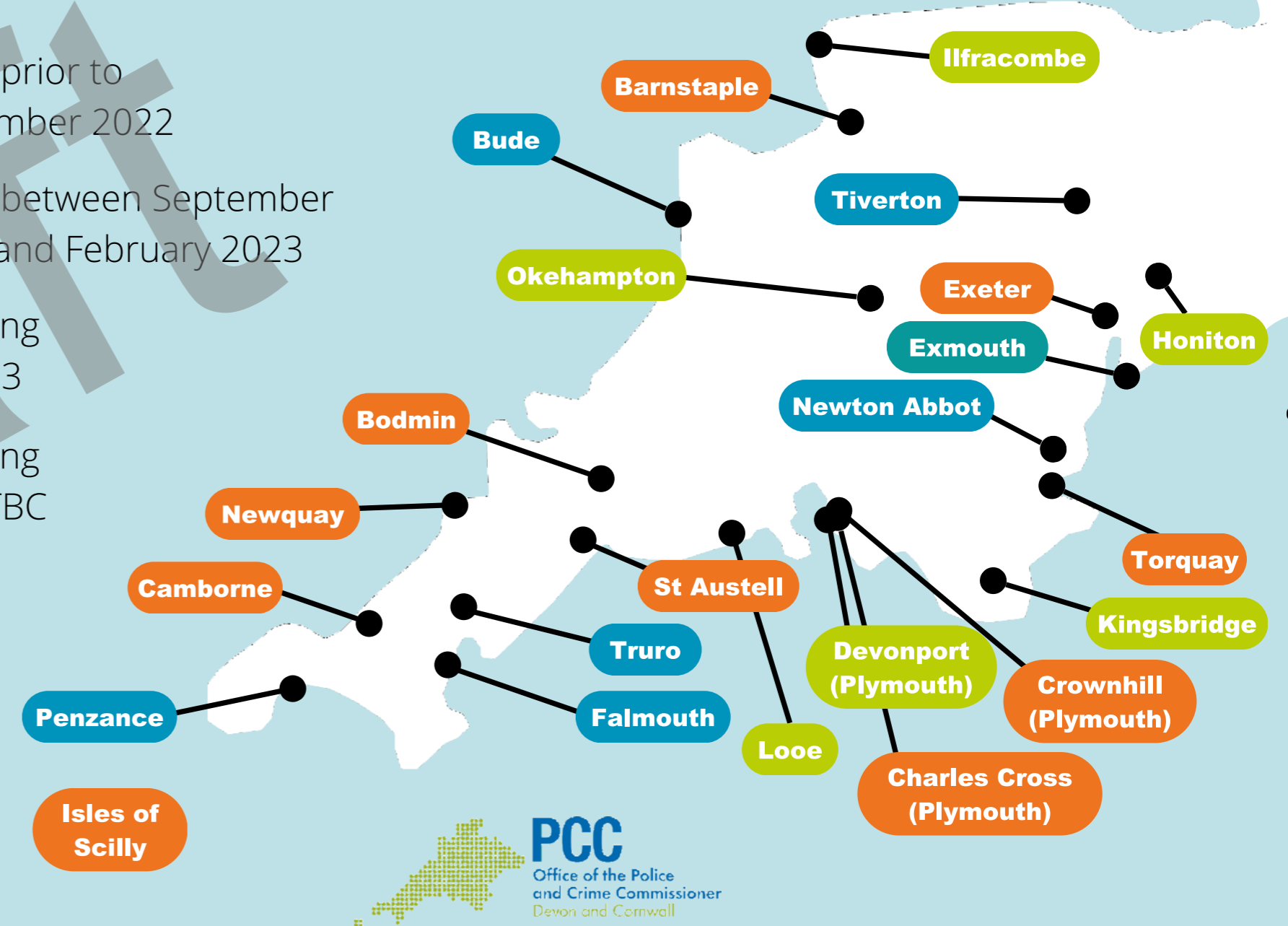
Police station front desks

Open prior to September 2022

Open between September 2022 and February 2023

Opening in 2023

Opening date TBC



Section four

Holding to account



Effective scrutiny of Devon and Cornwall Police, carried out by the Police and Crime Commissioner, continues to play a vital part in holding the Chief Constable to account for the delivery of an efficient and effective police force.



Strategic Policing Requirement

The Strategic Policing Requirement (SPR) sets out those threats which, in the Home Secretary's view, are the biggest threat to public safety and must be given due regard by Police and Crime Commissioners when issuing or varying Police and Crime Plans.

It supports Commissioners and Chief Constables to plan, prepare and respond to these threats by clearly linking the local response to the national, highlighting the capabilities and partnerships that policing needs to ensure it can fulfil its national responsibilities.

A revised version of the SPR was published in February 2023 which provided strengthened detail around the action required from policing at the local and regional level to the critical national threats. The 2023 SPR sets out seven identified national threats. These are as follows: Serious and Organised Crime (SOC); Terrorism; Cyber; Child Sexual Abuse; Public Disorder and Civil Emergencies. These remain from the 2015 version with the addition in 2023 of Violence Against Women and Girls (VAWG), reflecting the threat it presents to public safety and confidence.

Given this annual report is for the year April 2022 to March 2023, it will not respond in detail to the revised SPR due to the timing of its publication. However, as Police and Crime Commissioner, the Commissioner is confident she has given due regard to the six threat areas identified in the previous SPR in her Police and Crime Plan and in her role holding my Chief Constable to account. VAWG, while not previously contained in the SPR, nonetheless is a key and pressing issue on which an update is given in this report and will be prioritised in future iterations.

Independent custody visiting

Independent custody visiting is the well-established system whereby volunteers attend police stations to check on the treatment of detainees and the conditions in which they are held and that their rights and entitlements are being observed.



Independent Custody Visitors attend a volunteer thank you celebration, March 2023

What they do

Independent custody visitors volunteer their time to visit people held by police. The main role is to check detainees' rights, entitlements and conditions are being met and to ensure they are being treated properly. Custody visitors check if a detainee understands the rules police must follow, that they have access to free legal advice, and if someone has been contacted on their behalf to be informed of their whereabouts. They also check if the detained person has received any medical attention necessary as well as safeguards and the support of Appropriate Adults (if they are children or vulnerable adults). Other safeguards may include support from social services and mental health professionals. Visitors will raise any initial issues with the custody officer. If these are not remedied immediately or are of a serious nature or require ongoing attention, they are referred to the OPCC.

Visits are unannounced, and can occur day or night, and visitors can speak to anyone who is detained in the custody suite, or for that matter, anywhere a person is held in custody by the police (for example, vans or temporary custody buildings).

Who they are

In spring 2022 the scheme welcomed 18 new volunteers taking the total number to 30. New visitors provide a fresh opportunity for independent members of the public to report their findings on the rights, entitlements, and conditions of detention in custody. Following the vetting process and training, the new volunteers started visiting in August 2022.

In March 2023, the PCC thanked custody visitors for their work at a volunteer celebration held at the China Fleet Club in Saltash.

Issues arising in 2022-23

The most frequent concern was the lack of staffing to supervise detainees requiring exercise, and to a lesser extent, have a shower or wash.

Visitors reported on a few occasions that custody records had not been updated to say the detainee had been informed that a review of their detention had taken place while they were asleep.

(Note: Regular reviews by a custody inspector are mandatory and any intervention with the detainee must be logged – in likelihood what is happening is that the reviews do take place but staff forget or do not log the fact the detainee has been informed at the next opportunity when they are awake/available).

Visitors also reported the impact on staffing levels due to the reduced provision of health care practitioners (HCPs) from October 2022 following a change of contract. This is an external resource issue which is not just isolated to police custody units in Devon and Cornwall and the South West. In May 2023 new HCPs are joining custody. Visitors raised concerns about the necessity of moving detainees between suites to receive attention from HCPs.

On several occasions this year, visitors have reported staffing as the reason for a visit being cancelled as there were insufficient staff to safely escort visitors around custody to speak to detainees.

Interventions by ICVs: requests for personal hygiene items and showers actioned, use of cell used for storage returned to its purpose as a disabled cell after visitors reported this had happened.

Good practice: Visitors arrive unannounced. They continue to receive a welcome from custody staff and reports show transparency and level of care for detainees under Police and Criminal Evidence Act standards within custody is good. Apart from the HCP issue no matters have had to be escalated outside custody suites, they have been resolved between the visitors and scheme and local custody staff.

Summary of Detainees 2022-2023

Male Adult Detainees	15,541 (11,048 unique individuals)
Female Adult Detainees	3,212 (2363)
Unknown Adult Detainees	41 (36)
Male Juvenile Detainees	879 (622)
Female Juvenile Detainees	195 (146)
Unknown Juvenile Detainees	1
Total number of visits	149



Independent Custody Visitors check on detainees at Exeter Police Station

Police complaints and misconduct

Police misconduct panels preside over serious misconduct cases in what is an important aspect of the disciplinary rules that govern the police.

Police and Crime Commissioners have responsibility for appointing and selecting the Legally Qualified Chair (LQC) and the independent lay members who together with an appropriate member of the police force, form the police misconduct panel responsible for hearing police conduct cases.

The Commissioner recruited six new LQCs this year to chair misconduct panels for Devon and Cornwall, and Dorset police, following applications from more than 30 solicitors and barristers across the country.

The Commissioner LQCs and independent lay members sat at 14 hearings during the year. You can find more information about misconduct hearings, including outcomes, on the police website here:

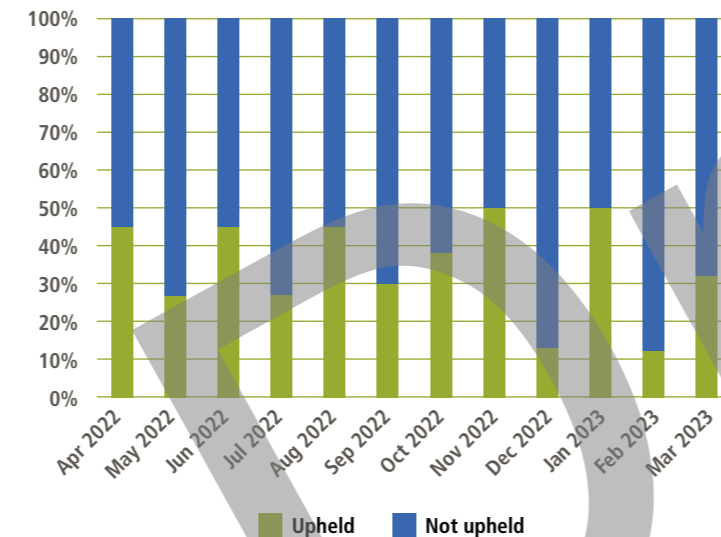
<https://www.devon-cornwall.police.uk/foi-ai/af/accessing-information/published-items/?q=&dt=Misconduct+outcome&fdte=&tdte=>



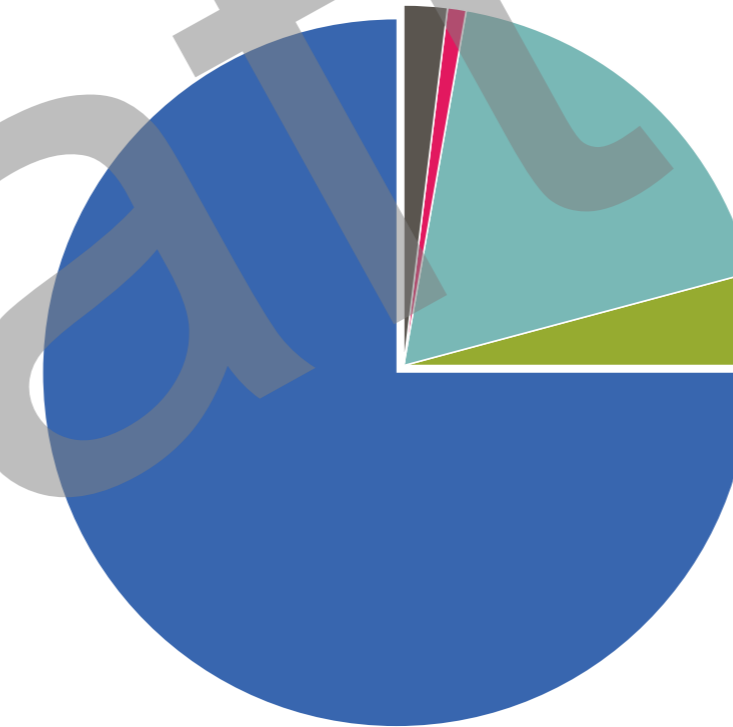
Police and Crime Commissioners also have responsibility for reviews of police complaints when a complainant appeals the outcome. Before 2020, the appeal body would have been the police themselves.

During 2022-23, 127 requests for a review of a police complaint outcome were received, and 155 were completed. It takes around 10 weeks from receipt of a request for a complaint review to be completed. Around a third (34%) of reviews were upheld and resulted in recommendations to the police to take further actions. This compares with 24% of complaint reviews upheld in 2021-22.

Police complaint review outcomes



Here is a summary of the recommendations that the PCC has made to the police as a result of complaint reviews.



- Matter is referred back to force for further explanation and/or enquiries 75%
- Organisational learning 2%
- Matter is referred to be dealt with under the reflective practice review process 1%
- Apology 18%
- Matter is formally investigated (in HO guidance) 1%

Police and Crime Commissioners are responsible for monitoring and challenging police performance, including how police forces handle complaints. Every year, the Commissioner is required to make a statement about how they are holding the Chief Constable to account, and an assessment of their own performance, in carrying out their complaints handling functions.

You can find further information about how the PCC has fulfilled her duty to hold the Chief Constable to account for the handling of complaints, and information about how the force has performed in relation to their handling of complaints, by scanning the following QR code or visiting:

www.devonandcornwall-pcc.gov.uk/about-us/police-performance/police-complaints-and-conduct-performance/



Out of court disposals

Out of Court Disposals (OoCDs) enable the police to deal with crimes without the matter going to court. This approach can deliver swifter outcomes for victims and reduce the risk of reoffending. The types of disposal used by Devon and Cornwall Police are Cautions and Community Resolutions.

The purpose of the Out of Court Disposals Scrutiny Panel is to independently review youth and adult cases that have been dealt with through the use of OoCDs. Panel members are from a range of organisations including the courts service, the Crown Prosecution Service and youth offending teams.

The scrutiny of OoCDs is about reviewing cases and working practices, to recognise what the police are doing well and to support the police to learn when necessary.

The OPCC publishes summaries of the panel's work on behalf of the Local Criminal Justice Board (LCJB).

It is important that the public and criminal justice partner organisations understand and have confidence that Devon and Cornwall Police are using their powers legally, proportionately and consistently with policy and working practices. It is also healthy for any organisation to pause to reflect on their practice, and learn.

Both the Youth and Adult OoCD panels meet three times a year and focus on areas of priority, publishing the findings and the police response at:

www.devonandcornwall-pcc.gov.uk/about-us/scrutiny/scrutiny-meetings-and-documents



The Victims Code of Practice Scrutiny Panel

In 2022-23 the Police and Crime Commissioner chaired the Local Criminal Justice Board (LCJB) which scrutinised work which was undertaken across the partnership to identify good practice and areas for learning so we can better understand gaps and demands on services for victims.

The work of the Victim Codes of Practice (VCoP) scrutiny panel influences changes in policy and working practices across the criminal justice system (CJS).

The panel meets four times a year and held four panel meetings with themes including Domestic Abuse, Rape and Serious Sexual Offences (RaSSO), Serious Collisions and Serious Violence.

Police and Crime Commissioners are responsible for commissioning the majority of local services for victims and are well placed to have oversight of how well the CJS locally is meeting the needs of victims.

The Victims Strategy assigns Commissioners with formal responsibility for monitoring the compliance of CJS bodies with the requirements in the Victims' Code. LCJBs can be a useful forum for identifying issues and determining effective local interventions.

Section five

Partners



Police and Crime Commissioner,
Alison Hernandez

Working across the South West

Effective collaboration and co-operation across the South West criminal justice system remains a fundamental part of our work to prevent crime, to reduce reoffending and improve the service that is provided to victims of crime and communities within Devon, Cornwall and the Isles of Scilly.

The Commissioner continued to chair the South West Reducing Reoffending Partnership which brings together policing, probation, prisons, courts, health and other partners such as local authorities and the youth justice board. This year the partnership's work to help break the cycle of offending and make communities across the region safer focused on three key areas.

- Driving forward the Prisoners Building Homes initiative, which provides useful employment and skills to prisoners while also providing low-cost housing for vulnerable or at risk individuals. The programme has made significant steps forward this year and is now working to accredit five modular housing providers with orders in place for a number of sites across the region, backed by a £250,000 investment for technical support from the One Public Estate and the appointment of a full-time dedicated programme manager to enable further growth.

- Securing roll-out of the Mental Health Treatment Requirement across all areas in the South West (the first region in the country to achieve full roll-out) with services now commissioned in all areas meaning that offenders can get access to required mental health treatment as part of their community sentence to help prevent future reoffending.

- Convening partners across the South West to take a system-wide approach to substance misuse in support of the From Harm to Hope Strategy, bringing together the voluntary sector, community and social enterprise, public health, the criminal justice agencies and wider partners.

The South West Police Collaboration Board brings together the five Police and Crime Commissioners and five Chief Constables from across the region to steer and oversee regional activity to protect and support our local communities. As chair of the board

the Commissioner has continued to drive forward activity in a number of key areas. This year's focus has remained on driving drugs and drug-related crime out of the region and on ensuring that important regional policing collaborations like the Regional Organised Crime Unit and forensics are delivering effectively for our communities.



Regional PCCs meeting in Wiltshire to discuss tackling drugs

Working in Westminster and nationally

The Commissioner continued to work with the 18 MPs across Devon, Cornwall and the Isles of Scilly to serve constituents.

This has included hosting regular briefings for MPs with the Chief Constable and supporting MPs to raise issues in Parliament and engage in debates on issues including violence against women and girls, improving road safety and the rights of victims of crime.

The Commissioner has continued to host thematic drop-in sessions in Parliament for ministers, parliamentarians and policy makers to showcase local good work and to influence national debate which has included sessions on modern slavery and road safety.

The Commissioner has also continued to work closely with police and crime commissioners from across the country through the national association to influence and shape Government policy on behalf of communities and victims.

This has included her work as vice chair of the Association of Police and Crime Commissioners and a particular focus on key local policing issues such as antisocial behaviour and the new Victims Bill.

The Commissioner, supported by her office, has taken a leading role in work to identify and quantify the impacts of tourism, sparsity and rurality on policing services as part of a call for evidence held by the Home Office in the summer of 2022.

This work is fundamental as we seek to ensure that the upcoming reform of the police funding formula takes proper account of these issues. Looking forward this year will see significant programmes of work on the upcoming consultation on the police funding formula and on victims' rights and services as the Victims Bill makes its way through Parliament.

The Commissioner will continue to work with our local MPs and with fellow police and crime commissioners to influence national policy and debate on these key areas and secure positive outcomes for the people of Devon, Cornwall and the Isles of Scilly.



The Commissioner at a modern slavery showcase at Westminster in February 2023



The Commissioner takes part in an Association of Police and Crime Commissioners and National Police Chiefs Council debate in November 2022

Communications and Customer Engagement

Communications and customer engagement play a vital role in delivering the Commissioner's duty to seek the views of the public, facilitate transparency of decision-making and public spending and improve people's awareness of services available to them.

Seeking the views of the public

The team aided the Commissioner in relation to her duty to seek the views of the public on policing matters, conducting public surveys in relation to the setting of the budget and reopening of police enquiry offices. A total of 2,617 people took part in the Commissioner's survey on policing confidence and budget, and this quantitative survey was supported by two community focus groups to give insight into community views on policing.

This information was used by the Commissioner to inform her decision-making on the 2023-24 Devon and Cornwall Police budget and policing precept rates.

.....
A total of **4,701** members of the public took part in a survey to aid decision-making around which police enquiry offices should be reopened.
.....

The results of this survey were combined with other factors, such as proximity to existing enquiry offices, to determine the 14 locations to be reopened in the two years to April 2024.

Results of these exercises were presented to the Devon and Cornwall Police and Crime Panel and can be found on the Police and Crime Commissioner's website under our information/key documents.



Community safety pop-up event in Liskeard attended by local MP Sheryll Murray

Media engagement

Effective media relations assist public knowledge of the services available to them, transparency of public spending and understanding of OPCC activity.

The Communications and Customer Engagement team supported the Commissioner with activity related to the four police and crime plan priorities of drugs, antisocial behaviour, road safety and violence. Significant media coverage was obtained relating to projects including Safer Streets bids and project delivery; Operation Scorpion (the South West collaboration on misuse of drugs); the recruitment of a new Chief Constable and police enquiry office reopenings.



Restructure

During the year a restructure of communications and engagement functions was delivered which combined the communications and engagement customer engagement functions with the aim of creating more consistent public messaging. This transformation has resulted in reduced wait times to emails and telephone queries.

Chief Constable recruitment process

In August the Communications and Customer Engagement team helped the Commissioner to recruit a Chief Constable by organising a mock media interview process in front of a panel of judges selected from the community.

Publications

The Communication and Customer Engagement team manages publication of the Commissioner's annual report and other key documents in print and online. In total 786,916 leaflets explaining police finance and spending were distributed across 11 local authority areas. In 2022-23 work began on a new Victim Care website to improve victims' access to information about the services commissioned to support them.



Police and Crime Panel

Police and Crime Panels were created in each force area under the Police Reform and Social Responsibility Act 2011.

Devon and Cornwall's Police and Crime Panel consists of nine members from the local authorities of Devon, one from Torbay, two from Plymouth, five from Cornwall, one from the Isles of Scilly and two independent non-councillors from Devon and Cornwall.



The Commissioner addresses the Devon and Cornwall Police and Crime Panel

The panel is coordinated by Plymouth City Council and directly funded by the Home Office and has the following statutory responsibilities:

- To review the Police and Crime Commissioner's Police and Crime Plan;
- To hold the Police and Crime Commissioner to account for the delivery of the Police and Crime Plan – the panel has powers to request any necessary information from the Commissioner on her decisions;
- To review and report on the appointment of the Chief Constable and other senior appointments – the panel has powers to veto the appointment of the Chief Constable;
- To review the Commissioner's proposed police precept – the panel has powers to veto the precept;
- To support and challenge the Police and Crime Commissioner in the performance of her duties;
- To consider complaints against the Police and Crime Commissioner.

The panel has had a busy year and highlights have included receiving reports into:

- Meetings in September, November, January and July
- Involvement of the IOPC in Police Legitimacy
- Confirmation hearing of the incoming Chief Constable
- Performance deep-dive into Violence
- Precept for 2023/4 (approved unanimously)

The panel's chairman has continued to oversee on behalf of the panel, responses to the complaints against the Commissioner of a non-criminal nature.

Directory

Contact the Office of the Police and Crime Commissioner for Devon & Cornwall

Office of the Police and Crime Commissioner for Devon & Cornwall, Alderson Drive, Exeter, EX2 7RP.

Email: opcc@devonandcornwall.pnn.police.uk

Tel: 01392 225555

Report a crime or a suspicion to Devon and Cornwall Police (non-emergency)

Email: 101@devonandcornwall.pnn.police.uk

Tel: 101

Online and WebChat: www.devon-cornwall.police.uk/contact/contact-forms/101-non-emergency/

Police enquiry office: www.devon-cornwall.police.uk/contact/police-enquiry-offices

Report a crime anonymously to CrimeStoppers

Online: crimestoppers-uk.org

Tel: 0800 555 111

The Devon and Cornwall Victim Care Unit

If you have been a victim of crime contact the Devon and Cornwall Victim Care Unit

Tel: 01392475900

Victim Care Devon and Cornwall

If you have been affected by crime, 24/7 specialist support is available even if you haven't reported to police.

Online: victimcare-dc.org

Call Victim Support: 08 08 16 89 111

Neighbourhood Watch

Contact Devon and Cornwall Community Watch Association (DaCCWA)

Online: www.daccwa.org

Email: DaCCWA@devonandcornwall.pnn.police.uk

Tel: 07725 222306 or 07703 46862

Rural crime

For information about rural crime including leaflets about property marking, Farm Watch, Horse Watch and Sheep Watch UK visit: [www.devon-cornwall.police.uk/advice/your\[1\]community/rural-crime](http://www.devon-cornwall.police.uk/advice/your[1]community/rural-crime)

Report safeguarding concerns to adult services

You can find details of local adult services contacts on the Devon and Cornwall Police website.

Online: [devon-cornwall.police.uk/advice/your\[1\]community/adults-at-risk/reporting-abuse](http://devon-cornwall.police.uk/advice/your[1]community/adults-at-risk/reporting-abuse)

Accessing the Child Sex Offender Disclosure Scheme (Sarah's Law)

Email: 101@devonandcornwall.pnn.police.uk

Tel: 101

Reporting safeguarding concerns to Children's Services

You can find details of local Children's Services contacts on the Devon and Cornwall Police website

Online: [www.devon-cornwall.police.uk/advice/threat\[1\]assault-abuse/child-sexual-exploitation](http://www.devon-cornwall.police.uk/advice/threat[1]assault-abuse/child-sexual-exploitation)

For children and young people - reporting online sexual contact to Child Exploitation and Online Protection Command (CEOP)

Online: ceop.police.uk/safety-centre

Or Childline

Online: childline.org.uk

Tel: 0800 1111

Devon, Cornwall and the Isles of Scilly Sexual Assault helpline

Tel: 0300 3034626

Police and Crime Panel

For further information on the Police and Crime Panel contact: Jamie Sheldon, Senior Governance Advisor, Chief Executive Office, Plymouth City Council

Email: jamie.sheldon@plymouth.gov.uk

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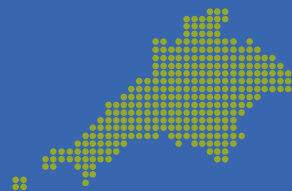
Telephone: 01392 225555

Email: opcc@dc-pcc.gov.uk

Post: The Office of the Police and Crime Commissioner
Andy Hocking House
Alderson Drive
Exeter
EX2 7RP

Privacy Notice: The OPCC's privacy policy explains how we collect, use and protect your personal data.
Find out more on the OPCC's website: <https://www.devonandcornwall-pcc.gov.uk/privacy/>

If you have trouble reading this document please request an accessible format version from our office – see contact details above.



PCC
Office of the Police and
Crime Commissioner
Devon and Cornwall

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DEVON AND CORNWALL POLICE AND CRIME PANEL

7th July 2023

COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER RECEIVED UNDER THE POLICE REFORM AND SOCIAL RESPONSIBILITY ACT

1. The number of complaints received and handled since the PCC's re-election on 11th May 2021 is shown in the table below. This report covers the period up to 14th June 2023.
2. No formal complaints were received against the Commissioner in the last reporting period.

Dates	Complaints received	Number of Complaints recorded	Number of Complaints unrecorded	Total	Complaints forwarded to the IOPC by the OPCC	Complaints resolved
11 th May – 7 th September 2021	0	0	0	0	0	0
8 th September – 20 th October 2021	0	0	0	0	0	0
21 st October - 15 th December 2021	1	1	0	1	0	1*
16 th December 2021 – 14 th June 2022	1	1	0	1	0	1*
15 th June 2022 - 7 th September 2022	0	0	0	0	0	0
8 th September 2022 - 7 th November 2022	0	0	0	0	0	0
8 th November 2022 - 3 rd January 2023	1	1	0	1	0	1*
4 th January 2023 - 14 th June 2023	0	0	0	0	0	0
			Grand total	3	0	3

* Resolved through the Chairman of the Panel

Contact for further information

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Report prepared on 14th June 2023



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Devon and Cornwall Police and Crime Panel

Work Programme 2023 - 24

Please note that the work programme is a 'live' document and subject to change at short notice.

Date of Meeting	Agenda item	Action
7 July 2023	Devon and Cornwall Firearms Licensing	
	Community Recovery Activity in Keyham	
	Update Report on Contact Services within Devon and Cornwall Police	
	Commissioners Update Report	
	Draft Annual Report 2022/23	
	Police and Crime Commissioners Update – PCSC update	Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner	Standing Item
15 September 2023		
	Police and Crime Plan 2021 – 2025 Scorecard	Standing Item
	Police and Crime Commissioners Update – PCSC update	Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner	Standing Item
24 November 2023		
	Police and Crime Plan 2021 – 2025 Scorecard	Standing Item
	Police and Crime Commissioners Update – PCSC update	Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner	Standing Item
26 January 2024		
	Police and Crime Plan 2021 – 2025 Scorecard	Standing Item
	Police and Crime Commissioners Update	Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner	Standing Item
10 February 2023	<u>Only if Precept is vetoed</u>	

Future Items

Agenda items to be scheduled	Action
Contact Centre	To be a Standing item following November 2022 meeting.
The Commissioners Hate Crime Scrutiny Report and the Chief Constables response	Input on November 2022 – Once the Commissioner has produced her report it would come to the PCP to update with the Chief Constables response and recommendations.
Recruitment and Retention Plan	Input in November 2022 for Summer 2023 Panel
Neighbourhood teams; Councillor Advocate Scheme and Community youth projects	September 2023 Panel
County Lines & Op Scorpion	September 2023 Panel
Items to be monitored	
I01 and recommendations	