

**Devon and Cornwall Police and  
Crime Panel**

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## **DEVON AND CORNWALL POLICE AND CRIME PANEL**

Friday 15 September 2023  
10.30 am  
Council Chamber, Council House

**Members:**

Councillor Towill, Chair

Councillor Haydon, Vice Chair

Councillors Alvey, Chopak, Croad, Ewings, Goodman-Bradbury, Hackett, Kennedy, Leaver, Loudoun, Penberthy, Rodger, Thomas, Tilbey, Toms, Tyerman and Wright, Sharon Minty (Independent Member for Cornwall) and one 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. Apologies

To receive apologies for non-attendance submitted by Members.

## 2. Minutes (Pages 1 - 18)

To sign and confirm as a correct record the minutes of the meeting held on 28 July 2023.

## 3. Declarations of Interest

Members will be asked to make any declaration of interest in respect of items on this agenda.

## 4. 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](mailto:democratic.support@plymouth.gov.uk)

Questions must be received at least 5 complete working days before the meeting.

## 5. Anti-Social Behaviour Policing and Operation Loki: (Pages 19 - 26)

## 6. Police and Crime Plan 2021- 25 Scorecard: (Pages 27 - 52)

## 7. Police and Crime Plan Drugs Profile: (Pages 53 - 58)

## 8. Police and Crime Plan ASB Profile: (Pages 59 - 62)

## 9. Commissioner's Update Report: (Pages 63 - 72)

## 10. Hate Crime Scrutiny: (Pages 73 - 98)

## 11. Complaints against The Police and Crime Commissioner received under The Police Reform and Social Responsibility Act: (Pages 99 - 100)

## 12. Work Programme: (Pages 101 - 102)

## **Devon and Cornwall Police and Crime Panel**

**Friday 28 July 2023**

**PRESENT:**

Councillor Towill, in the Chair.

Councillor Haydon, Vice Chair.

Councillors Chopak, Croad, Ewings, Kennedy, Leaver, Penberthy, Thomas, Tilbey, Toms, Tyerman, Wright and Sharon Minty (Independent Member for Cornwall).

Apologies for absence: Councillors Alvey, Hackett, Loudoun and Rodgers.

Also in attendance: Nicola Allen (Treasurer, OPCC), Pierre-Michel Doutreligne (Strategy, Planning and Meetings Officer for OPCC), Alison Hernandez (Devon and Cornwall Police and Crime Commissioner), Ross Jago (Head of Governance, Performance and Risk), Professor Zoe James (Professor of Criminology, University of Plymouth), Dr Katie McBride (Lecturer in Criminology, University of Plymouth), Felicity Ridgway (Director of Operations for OPCC), Caroline Watson (PhD candidate, University of Plymouth) and Elliot Wearne-Gould (Democratic Advisor).

The meeting started at 10.32 am and finished at 1.57 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.*

1. **Appointment of the Chair for Municipal Year 2023 - 2024**

Councillor Penberthy nominated Councillor Haydon for the Chair of the Police and Crime Panel for the municipal year 2023/24, which was seconded by Councillor Wright.

Councillor Croad nominated Councillor Towill for the Chair of the Police and Crime Panel for the municipal year 2023/24, which was seconded by Councillors Toms.

Following the vote, Councillor Towill was appointed Chair of the Police and Crime Panel for the municipal year 2023/24.

For Councillor Haydon (7)

Councillors Ewings, Goodman-Bradbury, Haydon, Leaver, Penberthy, Wright and Sharon Minty.

For Councillor Towill (8)

Councillors Chopak, Croad, Guest, Kennedy, Toms, Towill, Tilbey and Tyerman.

Abstain (1)

Councillor Thomas.

2. **Appointment of the Vice-Chair for Municipal Year 2023 - 2024**

Councillor Ewings nominated Councillor Haydon for Vice Chair of the Police and Crime Panel for the 2023/24 municipal year. This was seconded by Councillor Towill.

The Panel voted in favour of Councillor Haydon being Vice Chair of the Police and Crime Panel for the 2023/24 municipal year.

3. **Minutes**

The minutes from the meeting held on 27 January 2023 were agreed as a correct record.

4. **Declarations of Interest**

The following declarations of interest were made by Councillors:

| <b>Name</b>       | <b>Minute Number</b> | <b>Reason</b>  | <b>Interest</b> |
|-------------------|----------------------|--|-----------------|
| Sharon Minty      | 10                   | Worked for First Light, which was mentioned in the report. | Personal.       |
| Councillor Towill | 7                    | Held a firearm licence.                                    | Personal.       |

5. **Public Questions**

The following question was received from a member of the public:

|   |  |
|---|--|
| The following question was received from Mr Snow:   |  |
| <b>Question:</b> How is the police and crime panel going to tackle officers not telling the truth and how it intends to tackle police victimisation or corruption within the force? | <b>Response:</b> The Police and Crime Panel has no formal role in respect of the conduct of officers. The Chief Constable (and his delegates) are accountable to the Commissioner not the panel.<br>As the body responsible for the scrutiny of the Commissioner the Panel will request a response from the Commissioner as to her confidence in the system in place at Devon and Cornwall Police to deal with matters of conduct. |

Alison Hernandez (Devon and Cornwall Police and Crime Commissioner) added:

- a) She did not hold individual police officers to account for their conduct, it would be the role of the Chief Constable;
- b) It was important that the Police service was open, transparent and accountable when behaviour fell below standards;
- c) It was the role of the Police and Crime Commissioner to ensure that the Chief Constable managed misconduct and corruption by:
  - i. Holding the Chief Constable to account;
  - ii. Regularly reviewing misconduct performance and matters arising from misconduct proceedings;
  - iii. Having the OPCC team closely monitoring the management of police conduct through the Police Professional Standards and Ethics Board;
  - iv. Making strong representations to the college of policing on their review of the policing code of ethics;
  - v. Having the responsibility for appointing the legally qualified chairs for police misconduct panels who presided over serious misconduct cases;
  - vi. Having a role in considering the matter of forfeiture of police officer pensions for officers convicted of a criminal offence that is liable to lead to a serious loss of confidence in the police service;
  - vii. Being the appropriate authority for the Chief Constable, which meant she was responsible for considering complaints against the Chief Constable and considering suspension or dismissal in the cases of serious conduct matters;
- d) The Police and Crime Commissioner suggested that people who had witnessed or suspected conduct that fell below police standards of professional behaviour should report it to the Police Professional Standards Department within Devon and Cornwall Police;
- e) Police employees had an anonymous hotline, run by Crime Stoppers, called the police integrity line, through which they could report any concerns anonymously.

6. **Devon and Cornwall Firearms Licensing**

Alison Hernandez (Devon and Cornwall Police and Crime Commissioner) introduced the report and highlighted:

- a) Since the report had been published a letter and report from HMICFRS had been received and circulated with members of the panel;

- b) The report had been part funded by the Devon and Cornwall Police and Crime Commissioner alongside the Policing Minister, to give assurance that the firearms licensing department had delivered against recommendations from the IOPC and was working safely;
- c) In addition, since the papers had been published, the Policing Minister and Government had responded to the coroner's recommendations and the minister had:
  - i. Committed £500,000 to train firearms licensing officers nationally as one of the issues highlighted was that there had not been any accredited training in place;
  - ii. He would not change the legislation around honouring a firearms licences certificate for a resident but had a consultation out around the level of fees for the cost of firearms licences and the commissioner urged members and residents to take part to express their views;
- d) The Police had taken responsibility for issuing a firearm to someone who should not have had on in the case of the Keyham shootings and a 100 person investment had been made into the department;
- e) A significant amount of funding had been invested in the department, but challenges around efficiency remained;
- f) The Commissioner had been reassured the department was much safer and the report from HMI had reiterated this;
- g) The decision had been made to decouple from Dorset Police which was underway.

In response to questions it was explained:

- h) The Commissioner would provide information to panel members on the difference between the income generated from licenses and the cost of issue such a license;
- i) Assistant Chief Constable Jim Pierce had recently been appointed and oversaw the firearms licensing department had a plan in place to reduce the use of temporary licences and regular update reports were sent to the OPCC and the Commissioner was sharing updates with the Policing Minister;
- j) 99 members of staff from Devon and Cornwall Police were being put into the department;
- k) The Commissioner was happy to support Plymouth City Council with any letters and meetings that might be needed to seek support for the £400,000 cost of the inquest into the incident;

- l) The Commissioner would provide information after the meeting on how the issue of illegal firearms would be approached;
- m) Knife amnesties took place twice a year, but the Commissioner could not recall the last time a gun amnesty had taken place and so she would look into it as possibility for the future;
- n) The report had shown that 43 people held firearms illegally and the Commissioner explained that in a number of cases this was due to someone passing away, and the licensing expiring;
- o) The Commissioner would look into whether the administrative roles had been filled since the report had been published;
- p) She would share her draft response to the consultation to provide members with details on her thoughts on firearms licence fees and give them the chance to endorse her response;
- q) Firearms license fees had not gone up since 2012 and the cost was not still appropriate;
- r) The feedback from customers had been that the service had been worse since the alliance between Devon and Cornwall and Dorset and so the process had begun and was expected to conclude in September 2023 and the Commissioner would update the panel at the next meeting;
- s) As performance of the department stabilised and training took place, refusal rates might change, but there was not a strategy in place to tackle that specifically;
- t) The Devon and Cornwall Police and Crime Commissioner was happy to bring an alliance report for performance for all departments to a future committee meeting;
- u) Part of the delay in the decoupling process was ensuring that Dorset Police had enough staff in place;
- v) Full cost recovery was difficult due to disparities between forces across the country;
- w) The Police force disagreed with the wording of the IOPC's 4<sup>th</sup> recommendation as it stated that firearm license holders should be discriminated against through the justice process;
- x) Devon and Cornwall Police had the largest number of firearms licence holders in the country and the backlog of applications was a challenge, but investments were being made in staff numbers as well as system improvements and bold decisions would be made with regards to prioritisation.

The Committee agreed to recommend:

1. Delegation of the endorsement of the Commissioners response to the consultation to lead officer, Ross Jago, in consultation with panel members;
2. Relevant elected member, across the force area, responded to the consultation before 23 August 2023.

7. **Community Recovery Activity in Keyham**

Alison Hernandez (Devon and Cornwall Police and Crime Commissioner) briefly introduced the agenda item on Community Recovery Activity in Keyham before handing over to Dr Katie McBride (Lecturer in Criminology, University of Plymouth), Professor Zoe James (Professor of Criminology) and Caroline Watson (PhD candidate, University of Plymouth) who gave a presentation on the agenda item and highlighted:

- a) They had conducted an independent academic review of the Home Office funded community policing and community safety activity and the Ministry of Justice funded victim support activities in Keyham and the surrounding areas following the critical incident of 12 August 2021;
- b) The evaluation had been funded for 12 months by the Home Office's Keyham Community Police Grant via the Office of the Police and Crime Commissioner for Devon and Cornwall, with additional funding from the Devon and Cornwall serious violence prevention partnership for a full-time PhD student to continue research for a further two years beyond the initial 12 months;
- c) The aims of the Safer Keyham, and Keyham Community Policing grants, had been:
  - i. To restore feelings of safety through a range of initiatives including target hardening, high visibility policing, problem solving approaches, and extensive community engagement;
  - ii. To mitigate future and existing harm through community policing and safer streets style interventions;
  - iii. To Advance community action through investment in empowerment and skills-based engagement, enhanced youth provision, and citizen consultations to lead to sustainable citizen led change;
- d) And if the funding from the Ministry of Justice had sought to support victims through additional caseworks from Victim Support, Young Devon and Jeremiah's Journey, and extra capacity within Victim Support's 24/7 support helpline;
- e) The aims of the evaluation had been to:



- i. Provide an evidence base for responding to a mass shooting from a community policing, community safety, and victim support perspective;
  - ii. Take a trauma-informed research approach to ensure a robust and rigorous evaluation that will effectively identify local lessons and provide national learning;
  - iii. Develop an evidence-based 'menu' of interventions that could inform future community and victim support responses to critical incidents;
- f) The research questions had been:
- i. "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?;
  - ii. 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?;
  - iii. 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?;
  - iv. Which approaches or interventions have demonstrated the greatest evidence-based impact to aid the recovery of the community in Keyham and feelings of safety?;
  - v. Which approaches or interventions (if any) have negatively impacted the recovery of the community in Keyham and feelings of safety?"
- g) The methodology of the report had received ethical approval from the University of Plymouth ethics committee in May 2022 and had included:
- i. Secondary data analysis of documents;
  - ii. Analysis of crime/ASB data relating to Keyham and the surrounding neighbourhoods;
  - iii. Quantitative and qualitative evaluation instruments including focus groups, a community survey and interviews;
- h) One of the research findings had been around the power of language and the problematic use of the word 'recovery' which had been used in the report in the context of the funded activities;

- i) Crime and ASB Data Analysis Findings were that:
  - i. These neighbourhoods were not high crime neighbourhoods so small changes in numbers could effect apparently sizeable changes in trends;
  - ii. Crime and ASB in Keyham had generally both fallen in the period since the introduction of the Safer Keyham programme;
  - iii. Keyham may be considered to have become a safer place when judged by police recorded crime and ASB incidents;
  - iv. It was reasonable to speculate that introduction of KCPT might have encouraged a higher rate of reporting;
  - v. Overall recorded crime had not increased which added confidence to the suggestion that Keyham is a safer place;
  - vi. No evidence of geographical displacement to neighbouring areas, although its possibility could not be entirely discounted;
  
- j) Community Policing findings had included:
  - i. 59% of people had awareness of a dedicated Keyham Community Policing Team;
  - ii. 79% felt it had been valuable for the area's recovery;
  - iii. 54% felt there had been a positive impact on the community overall;
  - iv. 45% had had some form of contact with the police in the 12 months following the incident;
  - v. Perception ratings were higher among respondents who had experienced any kind of contact with the police compared to those who had no contact;
  - vi. Overall confidence score and scores for police treatment and community connectedness higher in Keyham-specific results compared with wider area results;
  - vii. Overall confidence score for Keyham-specific results and wider area results did not exceed regional or national scores;
  - viii. Some interview participants felt that seeing more police in their area over a long period of time might increase fear of crime;
  
- k) Findings in relation to youth engagement had included:

- i. Engagement with young people had been challenging, partly due to timing of critical incident;
  - ii. News and social media coverage impacted young people and their families had increased anxieties and fears associated with public spaces, including parks;
  - iii. Groups and activities that pre-dated the incident continued to be places of trust, safety, and support;
  - iv. Young people highlighted the need for more suitable spaces and activities in the local area;
  - v. 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;
- l) Community engagement findings had included the following:
- i. 49% of respondents having awareness of the Safer Keyham programme;
  - ii. 46% had awareness of the Plymouth Together website;
  - iii. Awareness of other activities such as the Plymouth Together Community Hub and Community Voices had been slightly lower;
  - iv. Safer Keyham programme ensured existing services, partnerships, and networks were embedded into new initiatives;
  - v. It took account of key facilitators to community engagement which were use of clear goals in design and implementation, investment of time, effort and resources and use of dedicated staff;
  - vi. Identified existing community spaces, multiple forms of advertisement, and familiar environments to create opportunities for engagement;
- m) Findings relating to public space improvements had included the following:
- i. 67% noticed consultations and/or improvements to public spaces;
  - ii. 89% felt it was valuable for the area's recovery;
  - iii. 55% felt it had had a positive impact on the community overall;
  - iv. Perception ratings of community impact higher among those who had noticed improvements compared with those who had not;

- v. 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;
- n) Feel Safe Scheme and Crime Prevention Outreach findings had included:
- i. 18% participation in Feel Safe Scheme;
  - ii. 78% had said it was valuable for the area's recovery;
  - iii. 43% felt it had had a positive impact on the community overall;
  - iv. 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;
  - v. 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;
- o) Community Training Findings had included:
- i. 2% had attended free community training sessions;
  - ii. 72% felt it had been valuable for the area's recovery;
  - iii. 33% felt it had had a positive impact on the community overall;
  - iv. Multiple training sessions being offered in a short space of time had been challenging;
  - v. Other barriers to engagement had included the impact of COVID-19 on in-person gatherings, as well as possible uncertainty among community members about the purpose of the training sessions;
  - vi. 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;
- p) Community Sparks Grants Scheme findings had included:
- i. 18% had participated in the Community Sparks Grants Scheme;
  - ii. 72% had felt it was valuable for the area's recovery;
  - iii. 34% felt it had had a positive impact on the community overall;

- iv. Interviewees had been generally positive about the impact of the scheme, particularly those who had engaged with it in some way;
  - v. A small number of interviewees perceived a potential for the participatory voting system to foster competition between projects, which could have had a negative impact on individuals who received fewer votes and thus lose out on funding;
- q) It had not been appropriate to approach individuals who had received support but Victim Support findings had included:
- i. 6% had used victim support services;
  - ii. 85% felt it was valuable for the area's recovery;
  - iii. 49% had felt it had a positive impact on the community overall;
  - iv. 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;
  - v. There had been 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;
  - vi. Clear intention for support to be available and accessible in the years following the critical incident;
- r) Neighbourhood policing conclusions:
- i. Sustained community engagement and consultation through a well-resourced team;
  - ii. Evidence of public confidence in the KCPT amongst those who had contact with them;
  - iii. 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;
- s) Victim Support conclusions:
- i. VS ensured engagement with communities across wider area;
  - ii. VS valued though community did not broadly access their services, partly due to not perceiving themselves as legitimate 'victims';
  - iii. Professionals noted importance of VS services in ongoing recovery process;

- t) Conclusions of funded community safety interventions:
- i. 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;
  - ii. Crime rates in the specific Keyham area diminished in the year following the critical incident;
  - iii. 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;
  - iv. 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';
- u) Conclusions with regards to impact of approaches and interventions were:
- i. Impact of most visible interventions viewed most positively: community policing, public space improvements;
  - ii. 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 could be burdensome for them and conflicting with organisational needs;
  - iii. No specific interventions negatively impacted the recovery of the Keyham community and feelings of safety;
- v) The team reported the following as their key learning points:
- i. Funding awards should be long term, sustainable, and flexible;
  - ii. 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;
  - iii. 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;
  - iv. Provision of support should take account of needs that arise from associated anniversaries and coronial inquests;

- v. 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;
- vi. Impact of critical incidents on young people should be a prominent focus of the recovery process;
- vii. 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.

During questions it was added:

- w) Existing funding streams had to be identified and applied for, which was the fastest way to get funding to the communities, but the funding was limited and applying for it had been challenging, however knowing the funding had an end date, meant planning had been taken out for the future;
- x) Devonport Police Station would be open by September 2023, meaning Plymouth had three Police inquiry offices;
- y) The project officer for some of the work had been seconded from the OPCC to work alongside partners and had, alongside the Serious Violence Prevention Program Director and representatives from the University of Plymouth, met with the Home Office on 5 July 2023 to share the learnings of the research;
- z) Some of the smallest organisations in the area were the ones to get in touch and who wanted to do something to help and a scheme to help one of the smallest, neighbourhood watch, was funded by the OPCC within 24 hours of the incident;
- aa) Improvements had been observed in Ford and Keyham, where funding had been concentrated, but the same could not be said for North Prospect and Morice Town and the research had shown that the distribution of the funding had been problematic and not supported areas like North Prospect, which overlooked the area where the incident had taken place;
- bb) Pre-existing issues within some areas had impacted outcomes, but it was difficult to extrapolate those issues from the issues faced directly in relation to the trauma within the community;
- cc) The Devon and Cornwall Police and Crime Commissioner had commissioned the University of Plymouth to carry out an additional survey later in 2023 to see how people were still being affected and what their needs might be, but also with the intention of creating a survey that was replicable elsewhere so that if a similar incident took place it could be offered as a resource for

- assessing community feelings of safety;
- dd) Despite additional resource, confidence in the police had not been raised above the regional and national levels, but it had increased;
  - ee) Local Councillors felt that the need for support to have a broader reach, was critical and this had been noted in the outcomes of the research;
  - ff) Victim Support had evidenced good practice as they provided support across the region, recognising that people were passing through, and some people were in the area to work or study for example, who did not reside in the area;
  - gg) The necessity for funding to be available with more immediate effect, and in a coherent fashion, was raised with the Home Office;
  - hh) It was also important to note that the research work could be seen as an industry whilst the community was trying to move on with their daily lives, and this would be looked into through future research;
  - ii) The legacy of the incident for young people is yet to be seen and there was already a recognised deficit in support for young people and that there had been a challenge with access points for young people because the incident had occurred during the summer holidays;
  - jj) An advantage to having an academic team of criminologists to carry out the research was that they understood how the criminal justice sector functioned, how crime and antisocial behaviour occurred and issues around social inclusion and exclusion;
  - kk) The research team had been able to look at impact of similar events on community cohesions locally, nationally and internationally;
  - ll) A virtuous agreement between victim support and the OPCC meant there would be a long-term relationship and allowed victim support to be responsive across the area of Devon and Cornwall rather than just in a small area;
  - mm) A second year of research had not yet been commissioned, and further work could be commissioned to look at crime rates and patterns across the area, especially as it could link with other work the team were doing in partnership with other organisations in other areas of the city;
  - nn) Infrastructure improvements for young people had not been part of the scope for funding obtained by the OPCC;
  - oo) Neighbourhood policing in Keyham was the gold standard that the force wished they could have in all areas and the Chief Constable was working on plans to invest more in community policing and the Devon and Cornwall Police and Crime Commissioner had discussed levels of neighbourhood



policing and the possibility of assessing communities for need to match with neighbourhood policing provision;

- pp) Volunteers were very valuable, and their work had been beneficial to the community and to the volunteers who had carried out the work, but in some cases, an overreliance on the work of volunteers could lead to them feeling overburdened, and some roles would be more appropriately carried out by people in paid roles;
- qq) Community policing was only effective when the officers involved were invested in the idea and in some cases officers who are new to the job can be put into roles such as this and it doesn't create the service that could be, whereas in Keyham, due to the circumstances, more experienced officers were put in place who really saw the value of the service, and this learning was important nationally.

The Committee agreed to note the report.

*The meeting was adjourned from 12:50 pm to 1pm for a short break.*

## 8. **Commissioner's Update Report**

*An adjustment agreed to move the Commissioner's Update Report to this point on the meeting agenda.*

Alison Hernandez (Devon and Cornwall Police and Crime Commissioner) provided an update on the following matter which had occurred after the report publication for the agenda for the meeting:

- a) On 26<sup>th</sup> July 2023 she had made the decision to suspend Will Kerr (Chief Constable of Devon and Cornwall Police) pursuant to section 38-2 of the Police Reform and Social Responsibility Act 2011 following allegations of misconduct and the matter had been referred to the Independent Office of Police Conduct (IOPC), who had confirmed an investigation would be carried out;
- b) She made no judgement based on the fact she had suspended Chief Constable Will Kerr based on the allegations against him.

In response to questions it was further explained:

- c) The Devon and Cornwall Police and Crime Commissioner had not been aware of the allegations during the shortlisting process for the role;
- d) She had been made aware of the allegations on 23 March 2023 by the Police service of Northern Ireland and she had made a referral the same day to the Independent Office of Police Conduct who had later determined did not have jurisdiction over the issue;

- e) She had considered suspension at that point and concluded it was appropriate at the time with the information she had;
- f) Further information had come to light on 17 July 2023 from the Police Ombudsman of Northern Ireland, who had taken over the investigation, and following this a further request was submitted to the IOPC who then agreed to open an investigation;
- g) Acting Chief Constable, Jim Colwell would be in place at least until the conclusion of the investigation.

The Commissioner introduced the remainder of the report and highlighted;

- h) How sad she had been to learn of the passing of former Councillor Vivien Pengelly who had been a huge champion of policing and had supported the Commissioner from the beginning of her career and had spent many years scrutinising and supporting the police force;
- i) There had been recognition of local officers at the Police Bravery Awards: PC Darren Brimacombe and PC Tim Willett had been recognised for their bravery during a frenzied knife attack on Dartmoor when they were responding to a high-risk missing person;
- j) She would be visiting some of the front desks that would be reopening and would be promoting them and invite panel members to the reopenings;
- k) There had been excellent attendance at a Councillor Advocates seminar on road safety and there was now an improved understanding of the tasking process in policing and of the investments that had been made through vision zero, particularly in relation to motorcyclist safety.

In response to questions it was explained:

- l) A conversation on the level of impact could be had with users of motorcycles and customised cars through existing channels but conversations were being had around motorcyclist safety through other channels as well;
- m) A Violence Against Women and Girls (VAWG) rapid response police car, in place in Torquay, had not yet been evaluated, but could be considered for other areas in the future;
- n) The Devon and Cornwall Police and Crime Commissioner was expected to receive around £1 million for Safer Streets 5 and welcomed panel members making representations;
- o) There was a gap in funding to support domestic abuse perpetrators to not re-offend, and a bid for a second round of funding from government had been unsuccessful, but some reserve funding had been used to continue work;

- p) It was important to get Police front desks open to give people the choice of how they reported a crime, particularly for those who were victims of crime, as they might feel safer speaking to someone;
- q) She would speak to the Chief Constable about plans to have a mini op Loki teams that could be moved around to free up neighbourhood police officers;
- r) Performance information would be available to the next meeting, and it showed that Devon and Cornwall was the lowest crime rate area in the country;
- s) The Panel, led by Councillor Roger Croad, expressed their sadness at the passing of Councillor Vivien Pengelly.

The Committee agreed to note the report.

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

In response to questions it was reported:

- a) Action had been taken in reaction to issues and reporting, but there were limited resources and in response to an issue raised by Councillor Penberthy around reporting and the information getting to the 'front lines', the Commissioner agreed to look into the issue and provide a response outside of the meeting;
- b) Devon and Cornwall was 10<sup>th</sup> on the national league table for answering of 999 calls for June 2023;
- c) There had been a national agreement developed in relation to how police respond to mental health calls for service and efforts were being made to ensure that although a call might come through to the police, the right help might be from elsewhere and people were being signposted to this;
- d) Although Devon and Cornwall had the lowest crime rate in the country, the communities across the area did not tolerate crime, were aware of how to report crime to the police and had very high expectations of the police, all resulting in a high volume of 101 calls;
- e) Simplifying on 101 calls would help to prioritise calls such as victims of serious or violent crimes who were getting in touch after the event, and measures had been introduced so that everyone who called would speak to a human before being queued.

The Committee agreed to note the report.

10. **Draft Annual Report 2022/23**

The Committee agreed to note the report.

11. **Complaints against The Police and Crime Commissioner received under The Police Reform and Social Responsibility Act**

There were no formal complaints received against the Devon and Cornwall Police and Crime Commissioner in the last period.

12. **Work Programme**

The following additions were suggested for the work programme:

1. Recruitment and Retention Plan;
2. Panel support the Commissioner to obtain more funding;
3. Evaluation of Op Loki.



## Devon and Cornwall Police and Crime Panel

15<sup>th</sup> September 2023

### Anti-Social Behaviour Policing and Operation Loki

Tackling anti-social behaviour is a current priority for the government, who released their [Anti-Social Behaviour Action Plan](#) in May. This plan states that everyone has the right to live without fear of facing anti-social behaviour, to leave their home without fearing intimidation, to shop in a vibrant high street free from disorder and disrepair, and to use and enjoy their parks and community spaces.

As Panel members know, tackling anti-social behaviour (ASB) is also one of the priorities of the Commissioner's Police and Crime Plan. As a result, the Commissioner has worked with the Chief Constable towards the delivery of this strategic priority for Devon and Cornwall Police.

The report presented at Appendix A provides the Police and Crime Panel with an overview of the actions taken by Devon and Cornwall Police in relation to tackling anti-social behaviour. It is delivered to the Panel alongside an evaluation of Operation Loki which outlines key performance outcomes and next steps.

**Contact for further information:**

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Report prepared on 7<sup>th</sup> September 2023



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## **Devon and Cornwall Police and Crime Panel**

**15<sup>th</sup> September 2023**

### **Anti-Social Behaviour Policing and Operation Loki – Appendix A**

#### **1. Background**

1.1 The tactical response to ASB is primarily delivered by neighbourhood policing teams who are geographically spread across the force. These teams include PCSOs and police officers who collaborate with local partners to deliver a partnership focused, problem-solving approach to ASB.

#### **2. Salient Points**

2.1 Investment in neighbourhood policing teams has remained a priority for the Commissioner. In July 2023, the Chief Constable also committed a further police sergeant and five police officers to each BCU within Devon and Cornwall, totalling 24 additional officers to support neighbourhood policing and tackle anti-social behaviour and neighbourhood crimes.

2.2 PCSO numbers have been maintained, with a recruitment exercise and subsequent intake of 17 PCSO's being achieved in July 2023. Discussions for the next recruitment phase are underway.

2.3 A policing operation, called Operation Loki has been adopted by Devon and Cornwall Police to tackle ASB. Operation Loki, the evaluation of phase 1 of which is outlined below, will continue to be supported as a strategic priority, ensuring effective policing and partnership work is dedicated to prevention and intervention, enforcement and making communities safer.

#### **3. Operation Loki:**

3.1 Operation Loki focused on targeted neighbourhood policing within the Safer Streets areas. The operation initially ran for a period of four weeks, consecutively in six areas across Devon and Cornwall, (Torquay, Exeter, Barnstaple, Plymouth, Truro, and

Falmouth). It was extended to Paignton for a further two weeks.

3.2 The strategic objectives were:

- proactive engagement with partners and key stakeholders,
- a visible and proactive policing operation utilising intelligence and information to influence policing tactics,
- focus on prevention and direct action, specifically around ASB and Violence against women and girls (VAWG) related offences,
- engage and connect with local communities to improve public confidence.

3.3 Each area tailored their activities to target specific local issues, deploying a range of policing tactics and powers. These included violence against women and girls, anti-social behaviour and drugs use and supply.

| <b>All Operation Loki areas</b>                     |               |               |               |               |              |
|---|---------------|---------------|---------------|---------------|--------------|
| <b>ACTIVITY</b>                                     | <b>Week 1</b> | <b>Week 2</b> | <b>Week 3</b> | <b>Week 4</b> | <b>Total</b> |
| <b>Person Search</b>                                | 54            | 57            | 76            | 58            | 245          |
| <b>Vehicle Stop</b>                                 | 5             | 9             | 7             | 10            | 31           |
| <b>Licensed Premises Visited</b>                    | 48            | 28            | 19            | 20            | 115          |
| <b>Community Engagement events</b>                  | 190           | 185           | 135           | 156           | 666          |
| <b>Total est. number of persons engaged with</b>    | 8,275         | 9,029         | 6,263         | 3,823         | 27,390       |
| <b>Arrests</b>                                      | 43            | 51            | 33            | 29            | 156          |
| <b>Intel Submissions</b>                            | 120           | 94            | 65            | 87            | 366          |
| <b>SAFEGUARDING</b>                                 |               |               |               |               |              |
| <b>Public Protection Notices Submitted</b>          | 30            | 26            | 17            | 19            | 92           |
| <b>Partnership Safeguarding Referrals Completed</b> | 33            | 16            | 15            | 14            | 78           |

3.4 Many of the areas focussed their activity on specific locations within the areas i.e., a few streets, however, broader activity for specific themes outside of these areas also took place.

#### **4. Performance: Operation Loki**

4.1 ASB generally decreased in the target areas, but this was often accompanied by a displacement to the surrounding areas.

4.2 Operation Loki appeared effective in generally decreasing acquisitive crime across the four weeks in the target areas without causing displacement to the surrounding areas, which also saw decreased levels of acquisitive crime.



4.3 Across the target and surrounding areas, total crimes including many offence types such as public order offences, shoplifting, thefts, and robberies steadily decreased throughout the Operation Loki periods.

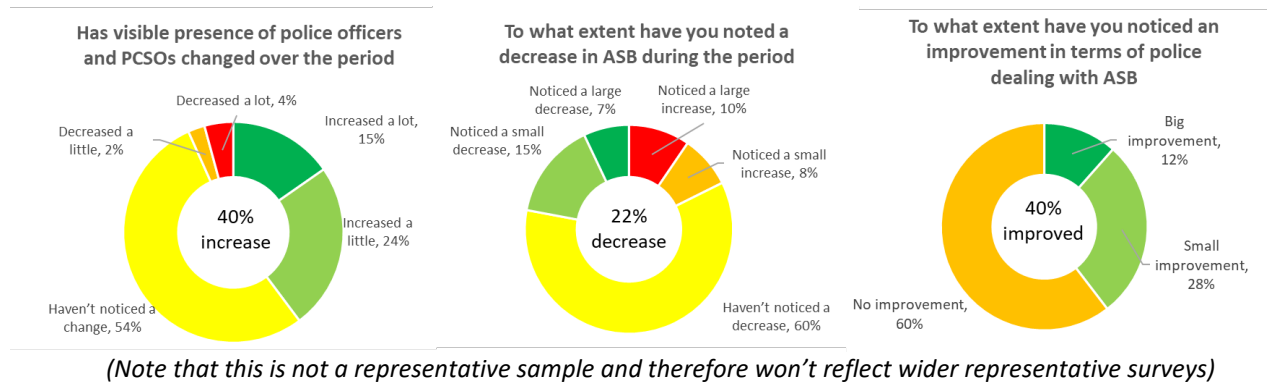


4.4 Drug offences generally increased in the target areas when there was a focus on drugs during Operation Loki as a result of proactive work.

| Drug seizures across the Operation Loki Areas |           |         |         |           |           |
|---|-----------|---------|---------|-----------|-----------|
| ACTIVITY                                      | Week 1    | Week 2  | Week 3  | Week 4    | Total     |
| Drug Seizures                                 | 20        | 27      | 28      | 32        | 107       |
| Heroin  | £160.00   | £185.00 | £10.00  | £210.00   | £565.00   |
| Diazepam / Valium                             | £40.00    | £20.00  | £0.00   | £0.00     | £60.00    |
| Cocaine                                       | £1,250.00 | £290.00 | £0.00   | £500.00   | £2,040.00 |
| Crack Cocaine                                 | £160.00   | £500.00 | £25.00  | £40.00    | £725.00   |
| MDMA / Ecstasy                                | £0.00     | £0.00   | £0.00   | £0.00     | £0.00     |
| Cannabis                                      | £55.00    | £500.00 | £100.00 | £1,646.00 | £2,301.00 |
| Other   | £60.00    | £65.00  | £70.00  | £80.00    | £275.00   |
| Weapons                                       | 1         | 3       | 1       | 1         | 6         |
| Total est. Seized Drug Value                  | £1,725    | £1,560  | £205    | £2,476    | £5,966    |

4.5 40% of the public surveyed during Operation Loki said that they had seen an increase in the number of police officers and PCSO's.

4.6 The areas where many people said they had seen an increase in police presence were also areas that people said they saw a decrease in ASB. This perception didn't correlate with the recorded ASB change in the areas.



4.7 Around 27,000 members of public were estimated to have been engaged with either individually, or at events.

4.8 Through social media engagement, the public expressed clear approval of Operation Loki and this type of neighbourhood policing. Facebook received greater views and engagement (1,508,503 people reached) than Twitter (318,048).

## 5. Next steps

5.1 One of the most successful tactics utilised beyond the more traditional methods during phase 1 was pop-up police stations. The next step will be to seek Safer Streets 5 funding to secure mobile police stations (Cornwall and Devon based) and provide logistical support for its deployment on a regular basis. This will also ensure a balanced and visible engagement opportunity for both rural and urban communities.

5.2 A variety of engagement tactics were utilised during Operation Loki with the creation of a public and partners survey providing good qualitative data. This has evidenced the importance of tracking changes to public perception. Extended capability through the Community Alert 4 app has been purchased to enable a better understanding of concerns the communities have, and the impact policing and partnership interventions have.

5.3 A programme of activity for professionalisation of the neighbourhood role is ongoing with ASB training for police and partners already having taken place at the start of the year. Two dedicated neighbourhood trainer posts have been created to support this programme.

5.4 In line with the national ASB toolkit, further work is ongoing to understand our enforcement of ASB related powers and how we can work in partnership to focus on stronger punishment for perpetrators of ASB, which includes the data, reporting and accountability of ASB. Current scoping is underway to provide legal and case worker support to assist with enforcement and explore intervention initiatives.

5.5 Prevention and intervention work continues as a fundamental facet to longer-term problem solving and improving our communities in relation to ASB. Operation Loki will therefore continue to operate across Devon and Cornwall, to ensure a visible policing response and provide an opportunity for wider engagement with our communities so we understand the issues that are affecting them.

**Author: T/Supt. Emma BUTLER-JONES  
Devon and Cornwall Police**

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**Devon and Cornwall Police and Crime Panel**  
**15<sup>th</sup> September 2023**

**OFFICE OF THE POLICE AND CRIME COMMISSIONER'S REPORT:**  
**Police and Crime Plan 2021-25 Scorecard**

**1. Police and Crime Plan Scorecard**

1.1. The Police and Crime Plan 2021-25 sets out the Commissioner's vision for 'safe', 'resilient' and 'connected' communities, delivered through four community priorities; violence, anti-social behaviour (ASB), drugs and road safety.

1.2. The Police and Crime Plan Scorecard monitors the performance metrics set out in the Plan and is presented to the Panel at each meeting. The scorecard includes the National Police and Crime Measures (see section 2 of this report), as well as local indicators for each priority area.

1.3. The scorecard outlines the latest performance against the agreed Key Performance indicators for the plan, alongside a preferred direction of travel (where possible) and a RAG assessment based on levels of variance from the baseline period and the preferred direction of travel (Variances detailed in Table 1 below).

1.4. The direction of travel indicates whether success is considered to be an increase or decrease in the metric where a preference is identifiable. For some metrics it is not possible to assess whether an increase or decrease is preferable. For example, an increase in domestic violence crime could be interpreted as a positive reflection of victims' confidence in reporting. Conversely, an increase in reports could reflect a 'real' increase in victimisation and therefore a negative outcome. Similarly, an increase in drug related offences may appear to be a negative outcome, but is influenced by proactive policing and positively takes more drugs and dealers off our streets. These metrics are identified in blue notifying that a trend status has not been assigned.

Table 1:

| <b>Direction Of travel</b> | <b>Variance compared to baseline</b>                           |
|----------------------------|--|
| △▽                         | 2.5%+/- than baseline  |
| ▷                          | = to baseline and less than 2.5% higher or lower than baseline |

Table 2:

| <b>Interpretation of trend</b> |  |
|--------------------------------|--|
| Indicative of positive trend   |  |
| Indicative of stable trend     |  |
| Indicative of negative trend   |  |
| Trend status not assigned      |  |

## 2. Performance reporting and data quality challenges

2.1. In November 2022 Devon and Cornwall Police implemented a new crime recording and information management system called Niche, which will improve the police's ability to record and report crime and incident data. Since the implementation of this system a range of challenges have limited the ability of Devon and Cornwall Police to provide publicly accessible and publishable data. To date, the force has maintained an ethical position of releasing data only when data quality is of a sufficient standard, to reduce the risk of misleading decision-makers, partners and interested parties. This resulted in the Panel not receiving a performance update in July 2023.

2.2. During this period performance monitoring has not stopped and crime data has been available to ensure the safe and effective delivery of policing. The Commissioner has had oversight of performance and has ensured scrutiny of force performance through regular monitoring and oversight meetings and discussions with the Chief Constable and force executive.

2.3. In June 2023 the Commissioner formally wrote to the Chief Constable to request that the publication of data is expedited so that transparency and public accountability can be maintained. Following this, the majority of data is now available and is presented in the attached report.

2.4. Local data is expected to be published on Police.uk in September. As part of the Commissioner's responsibility in holding the force to account on behalf of the people of Devon and Cornwall, scrutiny of the force 'roadmap to recovery' for data analysis and publication will be monitored through the monthly Policing and Crime Joint Executive Board and a further update will be provided to the Police and Crime Panel in November 2023.

### Unavailable data

2.5. Whilst the majority of data is now available to Panel, and will be shared with all community safety partnerships, there remain some fields where data cannot be currently provided by Devon and Cornwall Police.

2.6. Devon and Cornwall Police is not able to produce reliable data to support the following measures:

- No. offences involving the discharge of a firearm

- No. hate crimes
- No. young people under 18 identified as victims of crime

2.7. Due to ongoing data reliability issues, victim satisfaction surveys have been temporarily paused and therefore Devon and Cornwall Police is also unable to report on:

- Overall victim satisfaction
- Victim satisfaction - domestic abuse victims

2.8. These issues are being addressed and victim surveying is expected to re-start this Autumn.

2.9. The most recent available data for all five measures is contained in the attached report.

2.8. Data reliability issues are also impacting Domestic Abuse data and therefore the trend presented for the Violent Crime (Domestic Violence) measure. Further context is provided in the attached scorecard.

### **3. Reporting of 101 performance**

3.1. Previously the Police and Crime Plan Scorecard has measured and reported on the average wait time for P1 (or Priority 1) non-emergency calls (those calls that are identified as high priority, including calls relating to domestic abuse, sexual offences, hate crime, missing persons, and road safety). The scorecard has also measured and reported the average wait time for P2 (or Priority 2) non-emergency calls (those calls identified as less urgent such as calls regarding antisocial behaviour or requesting updates about ongoing investigations).

3.2. As part of Devon and Cornwall Police's work to reduce 101 wait times and provide an improved service for the public, significant investments have been made including a new switchboard triage service (fully implemented at the end of November 2022) and the introduction of a call back service (introduced early July 2023). As part of these improvements the P1 and P2 lines have been removed and replaced with a 'crime line' and an 'incident line'.

3.3. Due to the changes to the 101 service, I have included two new measures in the attached Performance Scorecard; 101 switchboard wait time (average) and 101 wait time (average). It should be noted however that these new measures cannot be compared to the P1 and P2 wait times which have previously been reported to the panel, or the original baseline, as they are not directly comparable.

3.4. I am currently in the process of reviewing the most appropriate performance measures to accurately reflect recent changes to the handling of 101 calls including the new crime and incident lines, the introduction of a call back service and 101 switchboard, and an update on this will be brought to a future meeting of this panel.

#### 4. Key updates since last Panel

4.1. Some of the most significant changes in data trends since last reported in January 2023 are outlined below:

- There has been an increase in the number of offences related to death or serious injury caused by high-risk driving behaviour, rising by 19 when compared to the previous panel meeting, or by 16 when compared to the baseline. This measure has now risen +2.5% above the baseline and has adopted a red RAG rating.
- The number of violent crimes still remains above the baseline figure, but small decreases have been seen over recent months.
- While 999 wait times still remain 10 seconds above the baseline figure, in the most recent reporting period covering the 12 months to July 2023, there has been an 8 second decrease in the average wait time when compared to the figure last reported to the panel.
- The amount of funding brought into Devon and Cornwall by the Police and Crime Commissioner reached £5.5 million for the financial year 2022/23. This equates to an uplift of £1.4 million in comparison to last year.
- The number of PEOs continues to increase, with front desks now open at Bude and Falmouth.

#### Contact for further information

**Pierre Doutreligne**

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Report prepared on 7<sup>th</sup> September 2023



# Police and Crime Plan Scorecard

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| Direction of Travel            | Variance compared to baseline                                     |
|--------------------------------|---|
| ▽ ▲                            | 2.5%+/- than baseline   |
| ▶                              | = to baseline or less than 2.5% higher or lower than the baseline |
| <b>Change from last Panel:</b> |   |
| ⬆ = increase                   | ➡ = no change   |
| ⬇ = decrease                   |   |

| Interpretation of trend |                              |
|-------------------------|------------------------------|
|                         | Indicative of positive trend |
|                         | Indicative of stable trend   |
|                         | Indicative of negative trend |
|                         | Trend status not assigned    |

**Abbreviations:** NM = National Measure FTE = Full time equivalent  
\* Figure not changed since last reported to Panel

## VIOLENCE

| Performance Measure   | Baseline | Preferred direction of travel | Reported to Jan 23 Panel | Reported to Sept 23 Panel | Change from last Panel | Change from Baseline |
|---|----------|-------------------------------|--------------------------|---------------------------|------------------------|----------------------|
| Homicides (NM)  | 20       | ▽                             | 14                       | 14                        | ➡                      | ▽                    |
| Hospital admissions of under 25s for assault with a sharp object (NM) | 15       |                               | *                        | *                         | *                      | *                    |
| Offences involving the discharge of a firearm (NM)                    | 66       | ▽                             | 53                       | *                         | *                      | *                    |
| Violent crime (all)   | 30,866   | ▽                             | 34,506                   | 32,845                    | ⬇                      | ▲                    |
| Violent crime (DA)  | 10,859   |                               | 12,106                   | 11,057                    | ⬇                      | ▶                    |
| Victim satisfaction (DA)  | 85.3%    | ▲                             | 85.0%                    | *                         | *                      | *                    |

## ANTI-SOCIAL BEHAVIOUR

|  |        |   |        |        |   |   |
|--|--------|---|--------|--------|---|---|
| Number of ASB incidents recorded by the Police | 39,026 | ▽ | 27,842 | 24,518 | ⬇ | ▽ |
| Recorded number of public order offences       | 7,061  |   | 8,433  | 7,577  | ⬇ | ▶ |

## DRUGS

|                            |       |   |       |       |   |   |
|----------------------------|-------|---|-------|-------|---|---|
| Drug possession offences   | 3,315 |   | 3,406 | 2,871 | ⬇ | ▼ |
| Drug trafficking offences  | 981   |   | 997   | 978   | ➡ | ▶ |
| Organised drug disruptions | 69    | ▲ | 941   | 1,204 | ⬆ | ▲ |

## ROAD SAFETY

|   |     |   |    |     |   |   |
|---|-----|---|----|-----|---|---|
| Number of fatal casualties                                | 58  | ▽ | *  | 47  | * | * |
| Number of serious casualties                              | 791 | ▽ | *  | 739 | * | * |
| Deaths or serious injuries by high-risk driving behaviour | 36  | ▽ | 33 | 52  | ⬆ | ▲ |
| Number of active Community Speedwatch schemes             | 42  | ▲ | 46 | 63  | ⬆ | ▲ |

## SAFE

|  |        |   |        |        |   |   |
|--|--------|---|--------|--------|---|---|
| ONS crime rate                               | 61.4   | ▽ | *      | 58.4   | * | * |
| Victim based reported crime                  | 91,042 | ▽ | 88,793 | 86,306 | ⬇ | ▼ |
| Number of police officers (FTE)              | 2,944  | ▲ | 3,469  | 3,600  | ⬆ | ▲ |
| Number of recorded hate crimes               | 1,764  |   | 2,725  | *      | * | * |
| Number of recorded neighbourhood crimes (NM) | 9,436  | ▽ | 6,619  | 6,345  | ⬇ | ▼ |

## RESILIENT

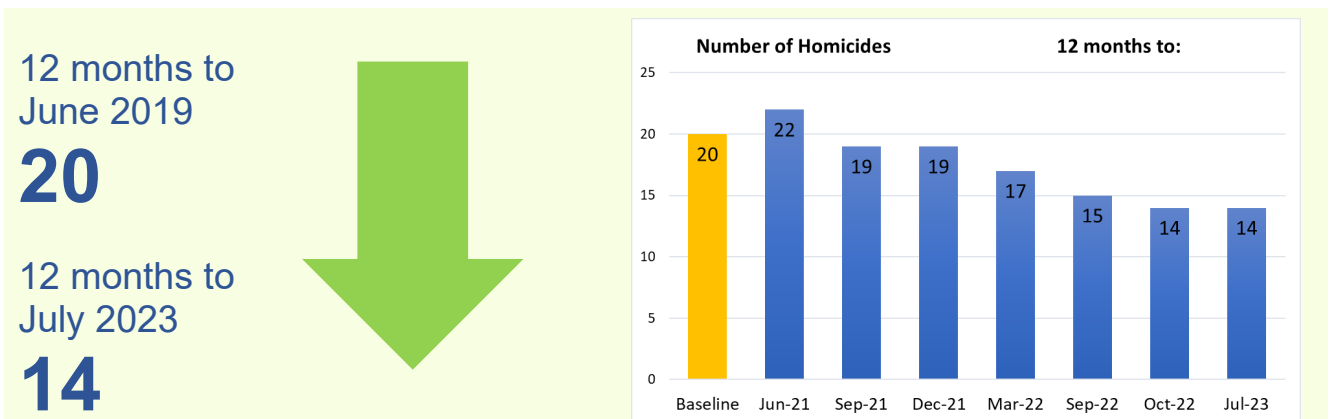
|   |          |   |        |       |   |   |
|---|----------|---|--------|-------|---|---|
| Number of young people who are victims of crime   | 8,692    | ▽ | 10,187 | *     | * | * |
| Amount of additional funding brought into Devon and Cornwall by the Police and Crime Commissioner | £238,228 | ▲ | *      | £5.5m | * | * |
| Overall victim satisfaction (NM)  | 72.0%    | ▲ | 73.0%  | *     | * | * |

## CONNECTED

|   |         |   |         |         |         |   |
|---|---------|---|---------|---------|---------|---|
| Number of customer contact points open to the public                  | 10      | ▲ | 14      | 16      | ⬆       | ▲ |
| Number of customer contacts (999, 101, Online)                        | 993,666 |   | 954,114 | 920,176 | ⬇       | ▼ |
| 999 wait time   | 8 sec   | ▽ | 26 secs | 18 secs | ⬇       | ▲ |
| 101 switchboard wait time (average) (new measure)                     |         | ▽ |         |         | 1m 51   |   |
| 101 call wait time (average) (new measure)                            |         | ▽ |         |         | 35m 51s |   |
| Levels of public confidence in the police (ONS)                       | 76.2%   | ▲ | 77.5%   | *       | *       | * |
| Number of reports made to Devon & Cornwall Police from Crime Stoppers | 3,386   |   | 4,793   | 5,495   | ⬆       | ▶ |

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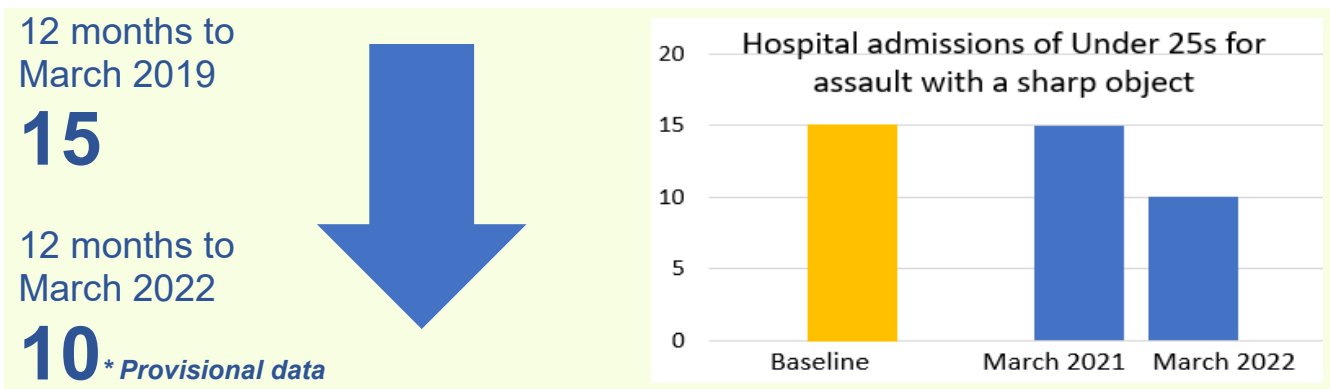
## 1.1 Homicides (National Measure)



In the 12 months to July 2023, there were 14 homicides in Devon and Cornwall. This is 6 fewer homicides than reported in the 12 months to June 2019.

Based on the latest ONS release of police recorded crime covering the 12 months to March 2023, Devon and Cornwall's homicide rate was 0.8 crimes per 100,000 population. This is lower than the national rate (1.0) and consistent with that across the South-west region (0.8).

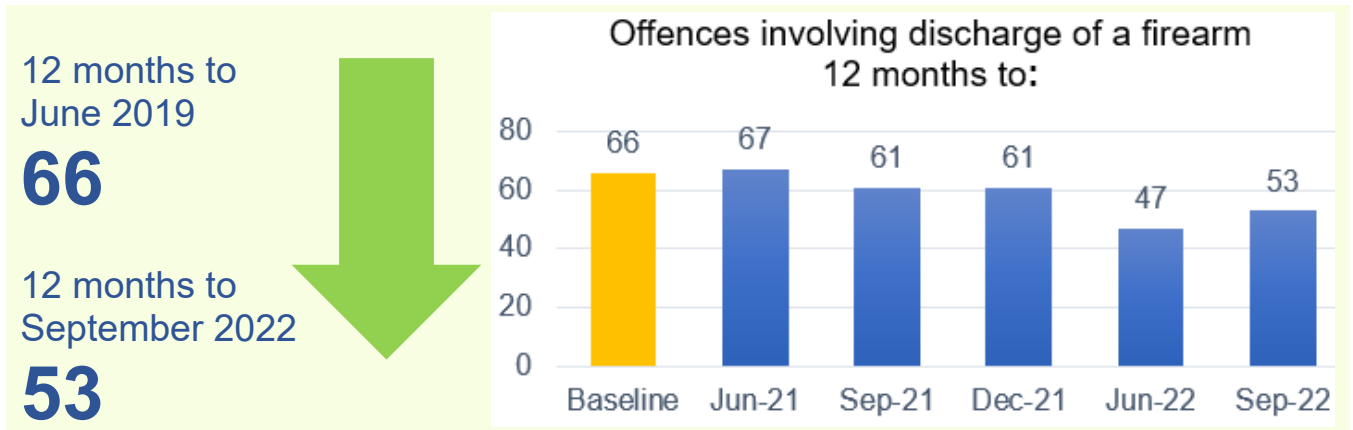
## 1.2 Hospital admissions of under 25s for assault with a sharp object (National Measure) (not updated)



The NHS has not yet published their 2023 data and therefore this measure has not been updated since the previous meeting.

Provisional data published by NHS Digital shows that in the 12 months to March 2022, 10 hospital admissions of under 25's for assaults with a sharp object were recorded in Devon and Cornwall. This suggests a slight decrease when compared to the baseline year (12 months to March 2019).

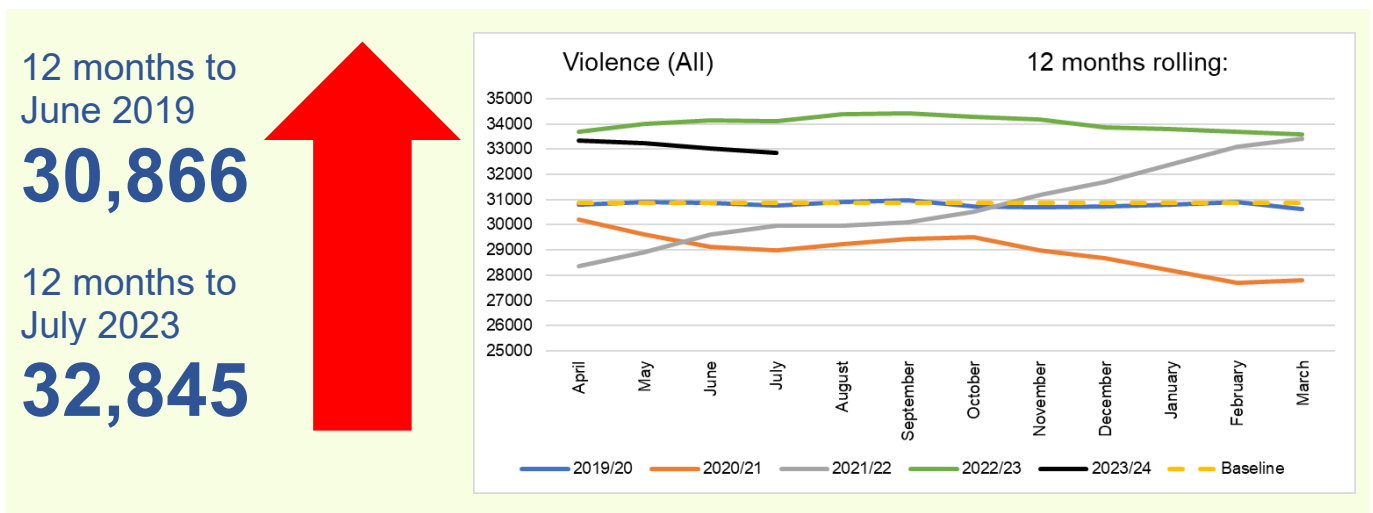
## 1.3 Offences involving discharge of a firearm (National Measure) (not updated)



This measure has not been updated since the previous meeting. The Commissioner and her team are acutely aware of the importance of this measure, and are working with the force to ensure that appropriate, timely data is provided when requested, to enable relevant mechanisms be put in place to hold the force to account as appropriate.

In the 12 months to September 2022, 53 offences involving the discharge of a firearm were recorded across Devon and Cornwall. This is 13 fewer offences and represents a 19.7% decrease when compared to the baseline year (12 months to June 2019).

## 1.4 Violent Crime (All)

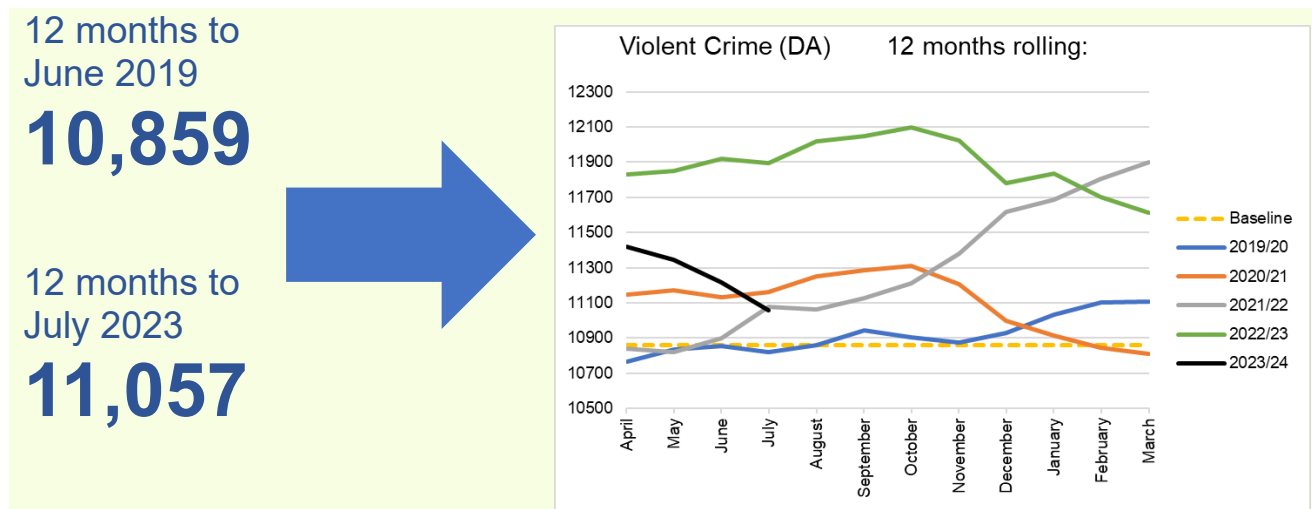


In the 12 months to July 2023, 32,845 violent offences were recorded in Devon and Cornwall. This is an increase of 6.4% (+1,979) when compared to the baseline year (12 months to June 2019). There has been an increase in reported violence since April 2021, following the lifting of Covid-19 lockdown restrictions. Levels of reported violence are now exceeding those seen before the pandemic and the majority of the increase is being driven by increases in violence without injury offences.

The Commissioner recognises that violent crimes have increased to an unacceptable level. However, the Commissioner is assured that the increases are consistent with trends seen nationally and that the rate of violence in Devon and Cornwall remains considerably below the national average. In the 12 months to March 2023, 18.9 violent crimes were recorded per 1000 population in Devon and Cornwall, which is 1.2 times lower than the national rate (23.5).

The Commissioner and her team continue to work with the force on the governments national priority of reducing serious violence through continued partnership work, as outlined in the Violence Priority Profile presented to the panel in November 2022.

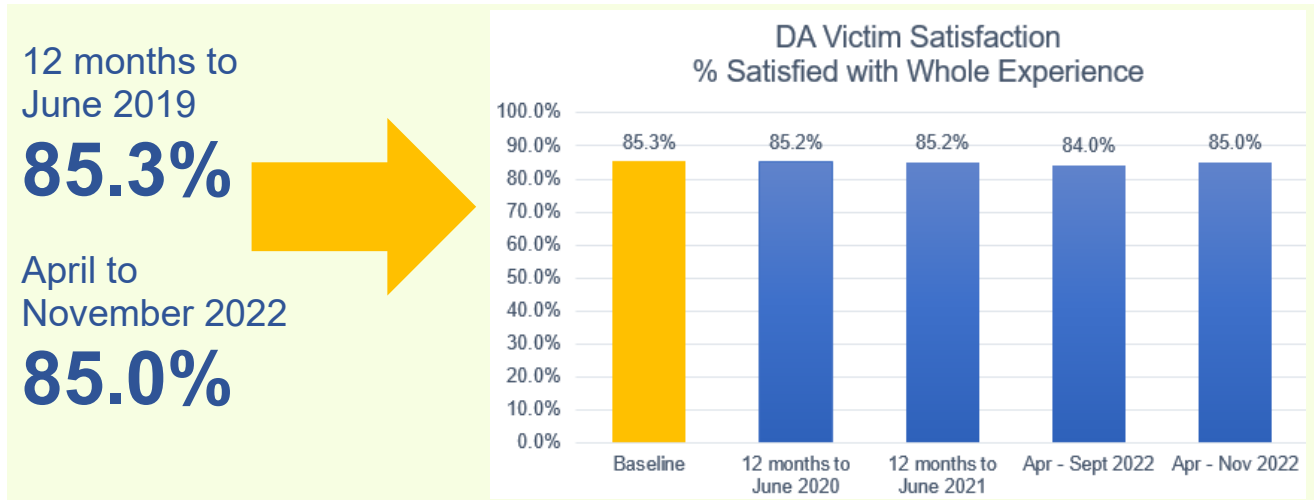
## 1.5 Violent Crime (Domestic Violence)



Domestic abuse is a hidden crime that is often not reported to the police. Therefore, police data only provides a partial picture of domestic abuse and it is difficult to make objective inferences about performance based on increases or decreases in domestic abuse crimes. For instance, an increase in domestic abuse crimes could be interpreted as positive, if more victims feel confident to report. Conversely, an increase could also be interpreted as negative, as it may reflect a 'real' increase in victimisation. As such, the Commissioner uses a number of resources to inform performance assessments in this area, including levels of reporting, victim support and victim satisfaction.

In the 12 months to July 2023, 11,057 violent offences were flagged as related to domestic violence. This is a 1.8% increase (+198) when compared to the baseline year (12 months to June 2019). Despite this, there has been consistent decreases in the number of recorded offences since November 2022. Devon and Cornwall Police have noted some data quality issues with domestic abuse data following their adoption of a new record management system in November 2022. Any new trends should therefore be interpreted with caution and the Commissioner will continue to monitor this data closely as data quality improves.

## 1.6 Victim Satisfaction (Domestic Abuse) (National Measure) (not updated)



This measure has not been updated since the previous meeting.

Between April and November 2022, 605 victims of domestic abuse were surveyed about their experience of Devon and Cornwall Police. 85% stated they were satisfied with the overall service they received. This indicates stable performance when compared to the baseline year (12 months to June 2019).

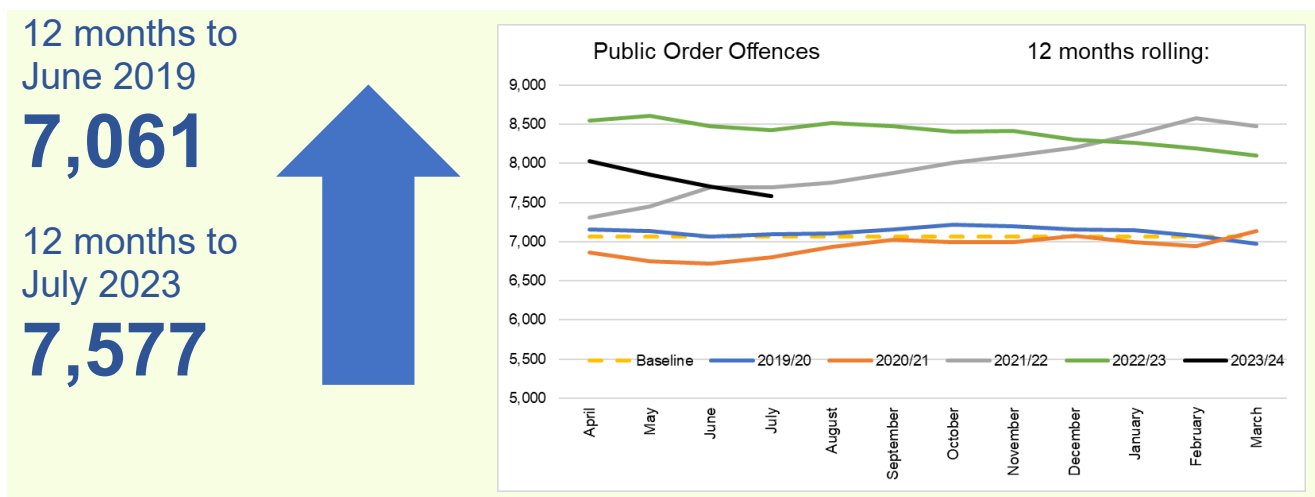
## 2.1 Number of ASB Incidents recorded by the Police



In the 12 months to July 2023, 24,518 ASB incidents were recorded by Devon and Cornwall Police. This is a 37.2% decrease (-14,508) on the baseline year (12 months to June 2019). Levels of ASB were higher during much of 2020/21 due to the reporting of Covid-19 lockdown breaches and there have been continued decreases in ASB over the most recent financial years, which is consistent with national trends.

Trends in ASB data need to be interpreted with caution, as a decrease in reported ASB incidents does not necessarily reflect a real decrease in levels of ASB. It is possible that some incidents are not reported to the police.

## 2.2 Recorded number of Public Order Offences



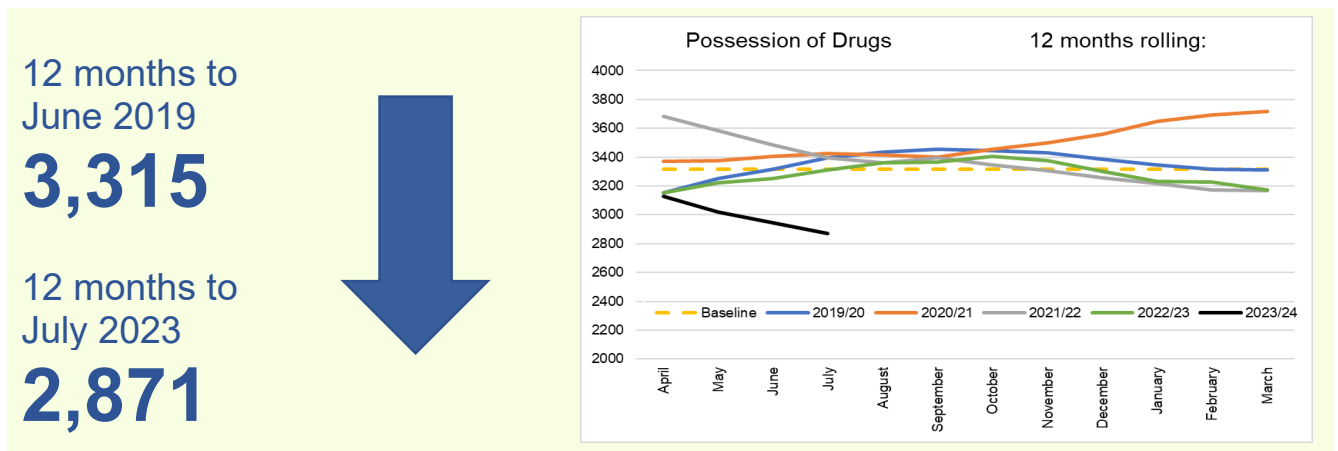
In the 12 months to July 2023, 7,577 public order offences were recorded across Devon and Cornwall. This is a 7.3% increase (+516) on the baseline year (12 months to June 2019) and these increases are consistent with trends seen across the South-west region. Typically, public order offences are a product of pro-active policing activity, much of which is associated with policing the night-time economy.



Based on the latest ONS release of police recorded crime covering the period 12 months to March 2023, Devon and Cornwall's public order rate is 4.5 crimes per 1,000 population. This is lower than the national rate (9.9) and Devon and Cornwall have the lowest rate of public order offences in the South-west region.

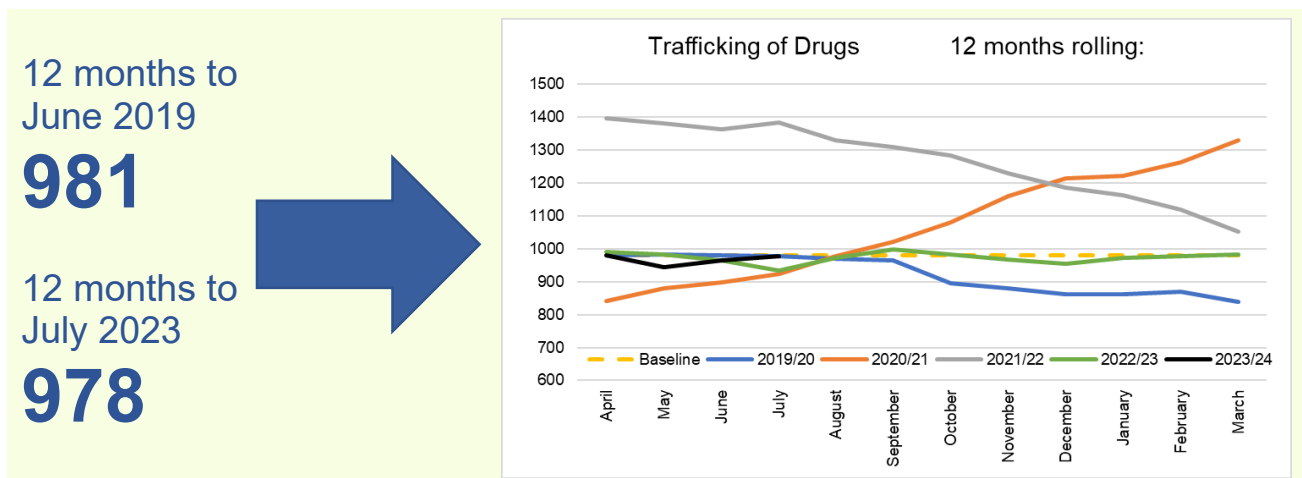


## 3.1 Possession of Drugs Offences



In the 12 months to July 2023, 2,871 drug possession offences were recorded across Devon and Cornwall. This is a 13.4% decrease (-444) compared with the number of offences recorded in the baseline year (12 months to June 2019).

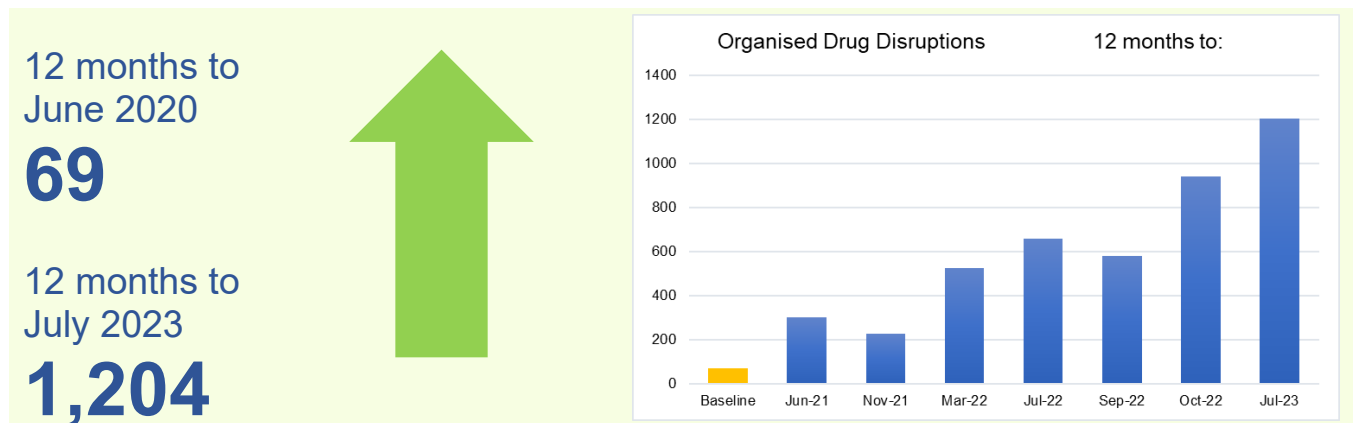
## 3.2 Drug Trafficking Offences



Drug trafficking includes selling, transporting, or importing illegal drugs. In the 12 months to July 2023, 978 drug trafficking offences were recorded across Devon and Cornwall. This is 3 fewer offences than reported in the baseline year (12 months to June 2019).

There was an increase in recorded drug trafficking offences in 2021-22. This was largely due to increased pro-active policing throughout the Covid-19 lockdown and greater ease in identifying offenders when 'stay at home' orders were in place.

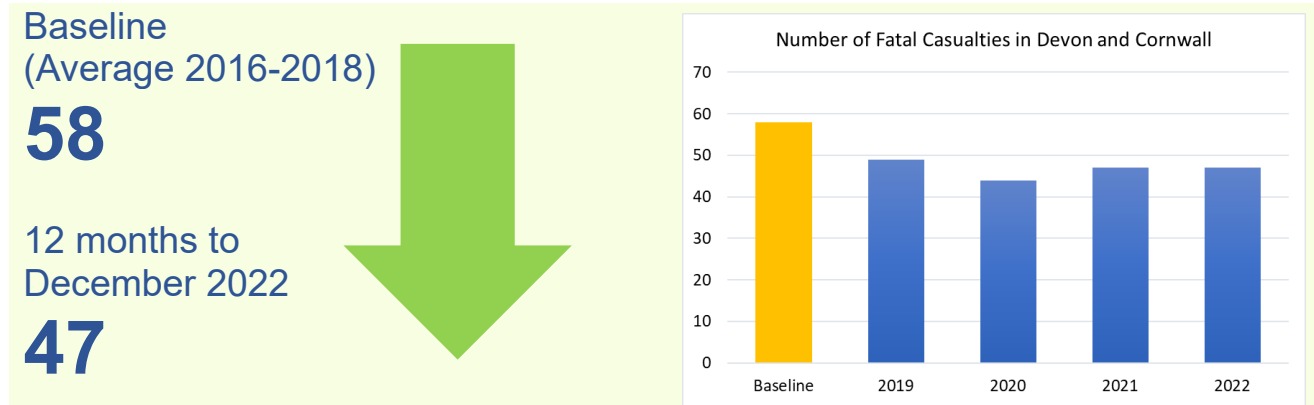
## 3.3 Organised Drug Disruptions



In the 12 months to July 2023, 1,204 disruptions were carried out by Devon and Cornwall Police of which had links to County Lines and Dangerous Drug Networks. This is an 1,645% increase (+1,135) on the number of disruptions carried out in the baseline year (12 months to June 2020). Whilst there has been a significant increase in the number of disruptions since the baseline year, some of the increase is also attributed to changes in recording – the data now includes multiple disruptions for each organised crime group, whereas previously, multiple disruptions for the same organised crime group were only counted once.

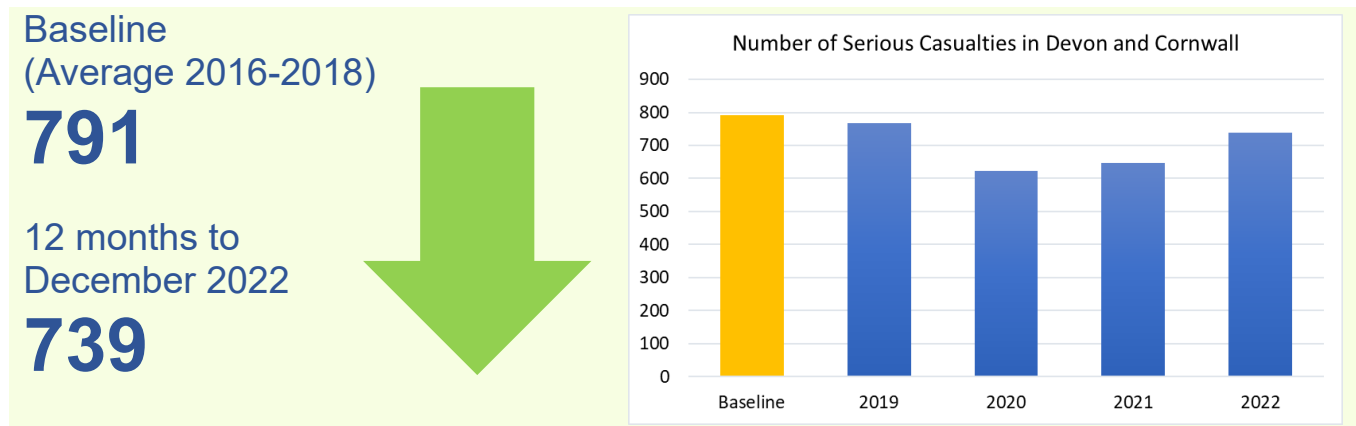
Operation Scorpion, launched in March 2022, is one example of drugs disruption activity which has seen police forces across the South-west work together in joint operations to tackle drugs. The project has had great success in targeting organised criminals involved in the supply of drugs and in removing illegal substances from our streets. In April 2023, a week of action resulted in 56 arrests of those who had suspected links to the drugs trade. This is in addition to the seizure of £250,000 worth of suspected class A, B and C drugs, over £7,000 in cash suspected to be linked to criminality, 66 mobile phones suspected to be involved in co-ordinating drug deals, 70 knives and six other weapons.

## 4.1 Number of Fatal Casualties



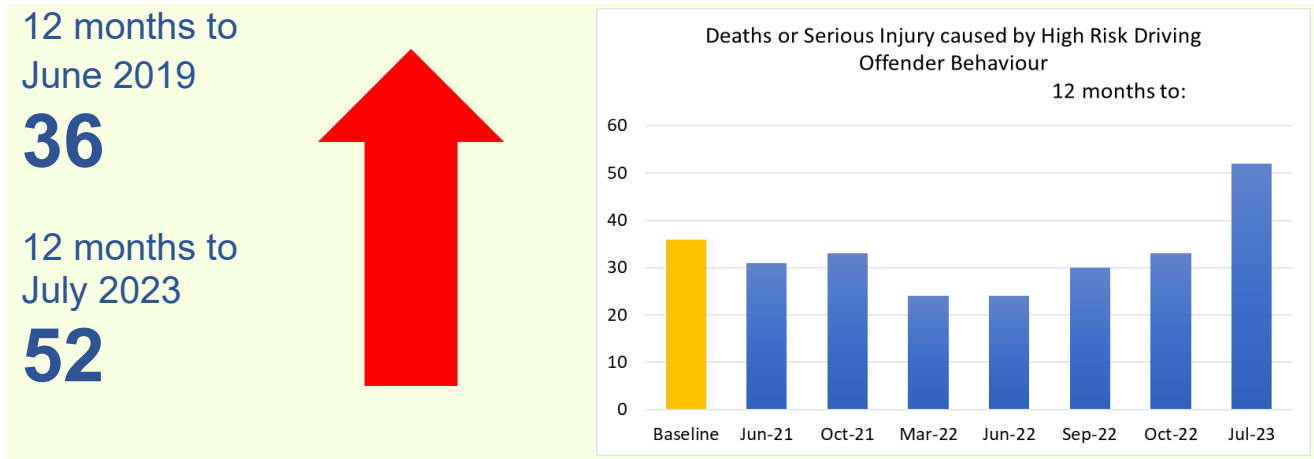
In 2022, 47 fatalities were recorded on Devon and Cornwall's roads. This is 11 fewer fatalities than was recorded in the baseline year. The Commissioner works closely with the Vision Zero South West partnership to help co-ordinate preventative activity for road traffic collisions. The work of the partnership has previously been detailed to the panel through a road safety profile in the July 2022 meeting.

## 4.2 Number of Serious Casualties



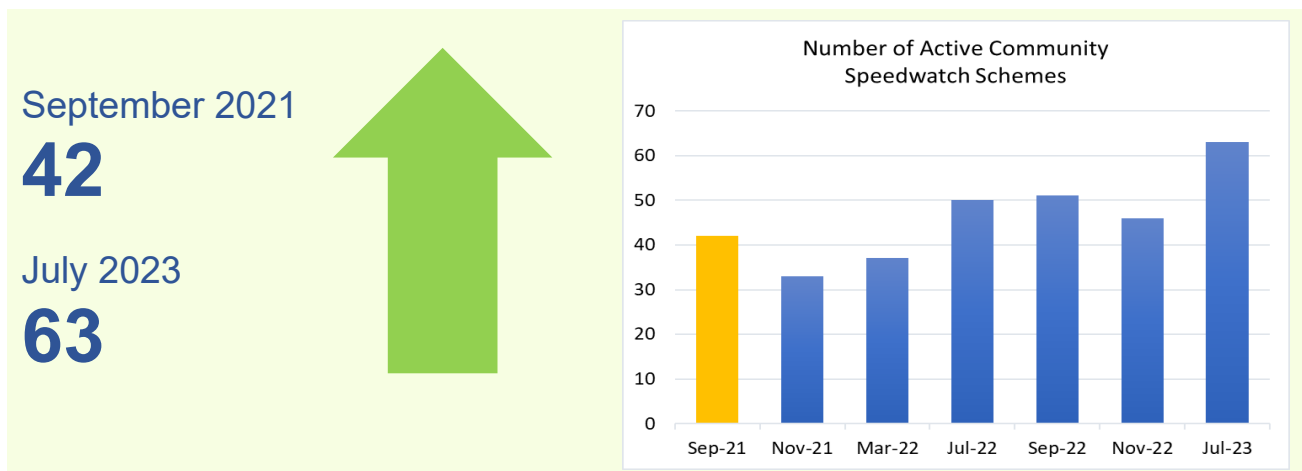
In 2022, 739 serious casualties were recorded on Devon and Cornwall's roads. This is 52 fewer casualties than was reported in the baseline year. The number of reported casualties was lower during 2020 and much of 2021 due to decreased traffic volumes following travel restrictions and stay-at-home orders throughout the Covid-19 pandemic. The most recent years data, covering 2022, shows that the number of casualties has increased to levels seen prior to the lockdown periods.

## 4.3 Number of offences related to death or serious injury caused by high risk driving behaviour



52 offences of death or serious injury caused by high-risk driving behaviour were recorded in the 12 months to July 2023. This is a 44% increase (+16) on the number of offences recorded in the baseline year (the 12 months to June 2019). There has been consistent increases in the number of offences since March 2022 and this measure has now adopted a 'red' RAG rating. The increase in the number of offences could be due to a number of factors, including increased traffic volumes as we have emerged from the pandemic, or improved detection of offences by the police. The Commissioner will monitor this trend closely over the coming months.

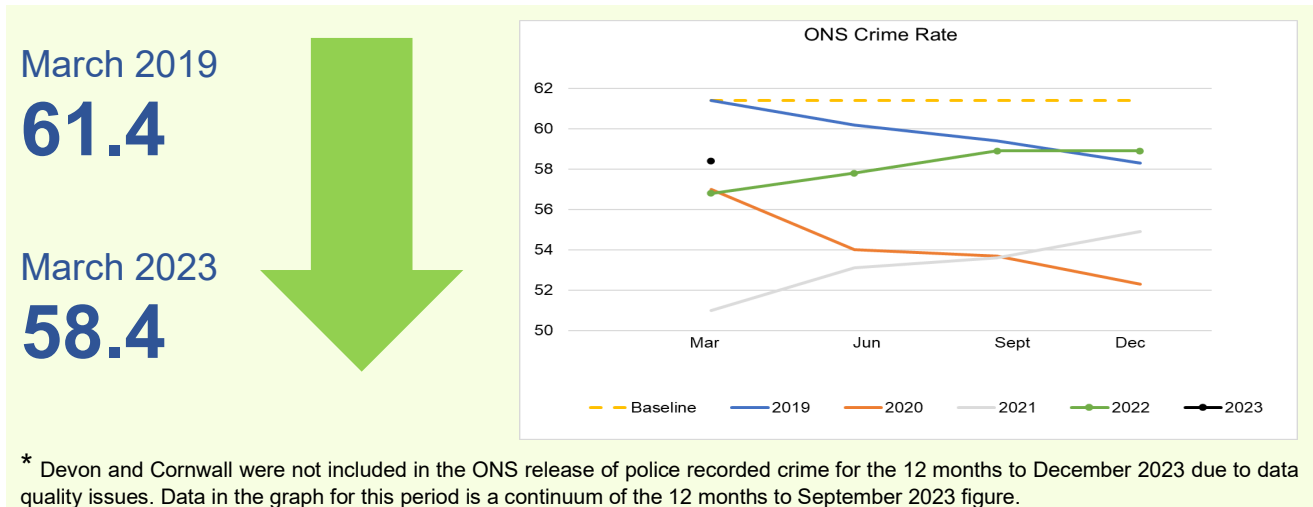
## 4.4 Number of active Community Speedwatch Schemes



During July 2023, 63 Community Speedwatch (CSW) schemes undertook monitoring activity out of 214 teams in total. This is 21 more active schemes compared with the baseline year. There has been a general increase in the number of active schemes operating across the force area since 2021. Devon and Cornwall Police's CSW policy states that Speedwatch can only take place in 'good visibility during daylight hours and must not take place in adverse weather conditions', so seasonal peaks and troughs are expected, with activity generally higher during the summer. The Commissioner is also encouraged that the total number of schemes signed up to CSW continues to increase. In September 2021 there were 139 schemes in total, compared to 214 in July 2023 (+75).

# 5. Safe

## 5.1 ONS Crime Rate Devon and Cornwall

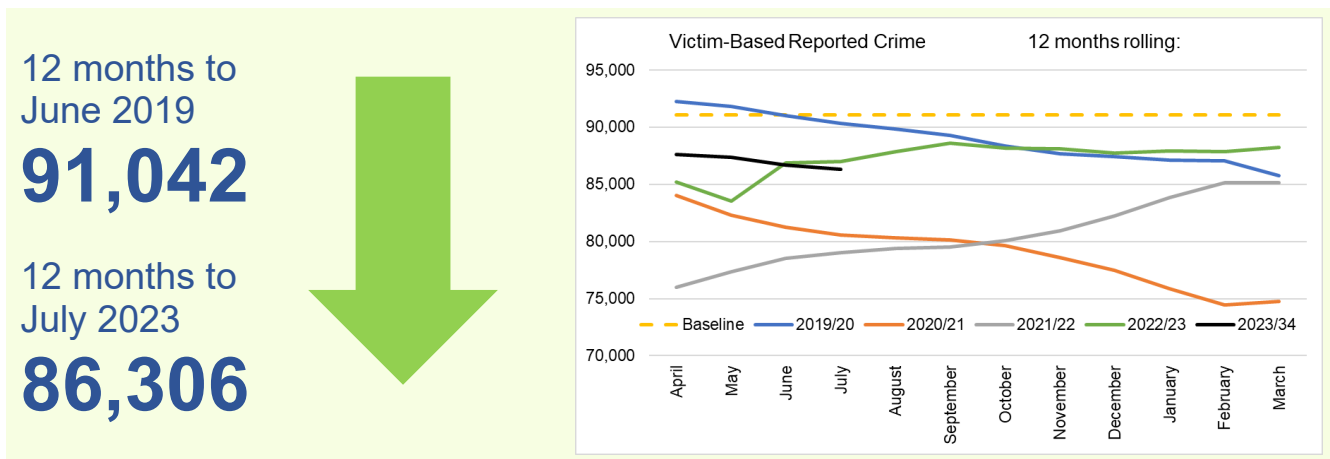


Patterns of crime over recent years have been substantially affected by the coronavirus (Covid-19) pandemic and government restrictions on social contact. Since restrictions were lifted in 2021, police recorded crime data shows that certain offence types are returning to or exceeding the levels seen before the pandemic. Violence and sexual offences recorded by the police have exceeded pre-pandemic levels, while theft offences remain at lower levels.

The latest ONS publication of police recorded crime covering the 12 months to March 2023 shows that total crime in Devon and Cornwall has increased by 4% compared with the previous year, a trend which has also been seen nationally. Although total crime has increased, it remains lower than 4 years ago. Devon and Cornwall's crime rate now stands at 58.4 crimes per 1,000 population, equating to 104,753 recorded crimes in the year, which is lower than the baseline year (61.4).

Devon and Cornwall also have the lowest crime rate nationally, which is significantly lower than the England and Wales average of 93.6 crimes per 1,000 population.

## 5.2 Victim-based reported crime

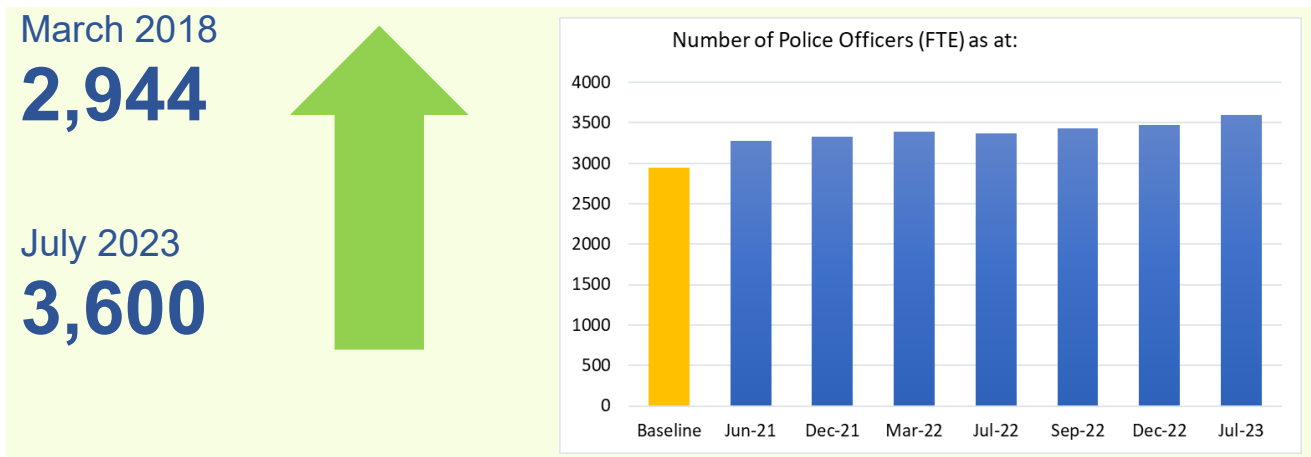


# 5. Safe

Victim based crime includes violence, sexual offences, stalking, harassment, theft, criminal damage and arson. In the 12 months to July 2023, 86,306 victim-based crimes were recorded in Devon and Cornwall. This is a 5.2% decrease (-4,736) when compared to the baseline year (12 months to June 2019). Decreases across theft offences is the main contributor to the decrease in victim-based crime when compared to the baseline year.

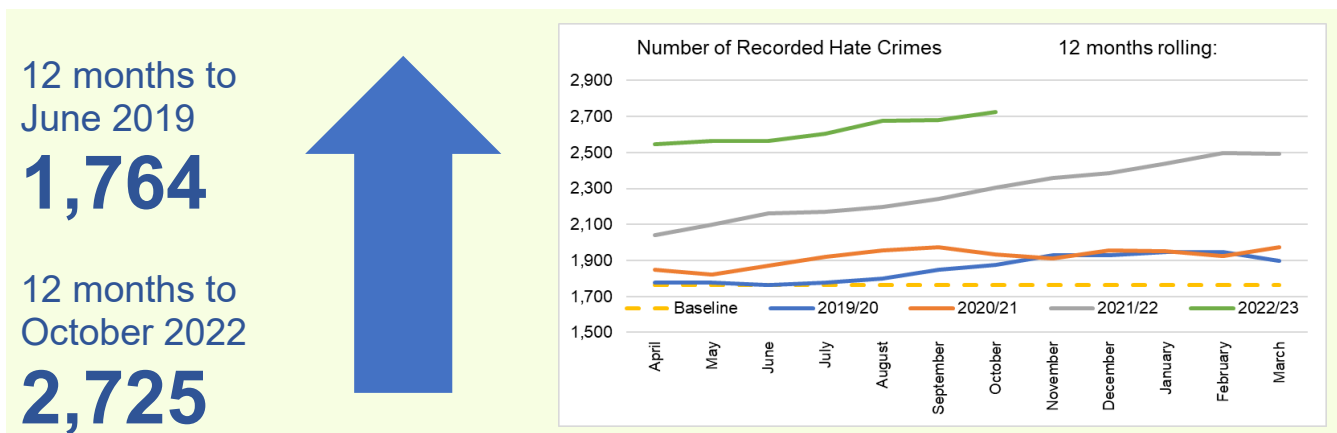
Victim-based crimes decreased significantly throughout the Covid-19 lockdown periods, due to reductions in social interaction and decreased opportunities for crime. However, as expected, with the continued easing of restrictions there were increases in victim-based crimes between April 2021 – May 2022. The latest data shows that these increases may be stabilising. There was a 0.8% decrease in victim-based crime in the 12 months to July 2023 compared with the previous 12 months.

## 5.3 Number of Police Officers (FTE)



The number of full-time equivalent (FTE) police officers employed by Devon and Cornwall Police as of July 2023 was 3,600. Compared with the baseline year (12 months to March 2018), there has been a 22.3% increase which equates to an additional 656 FTE officers.

## 5.4 Number of Recorded Hate crimes (not updated)



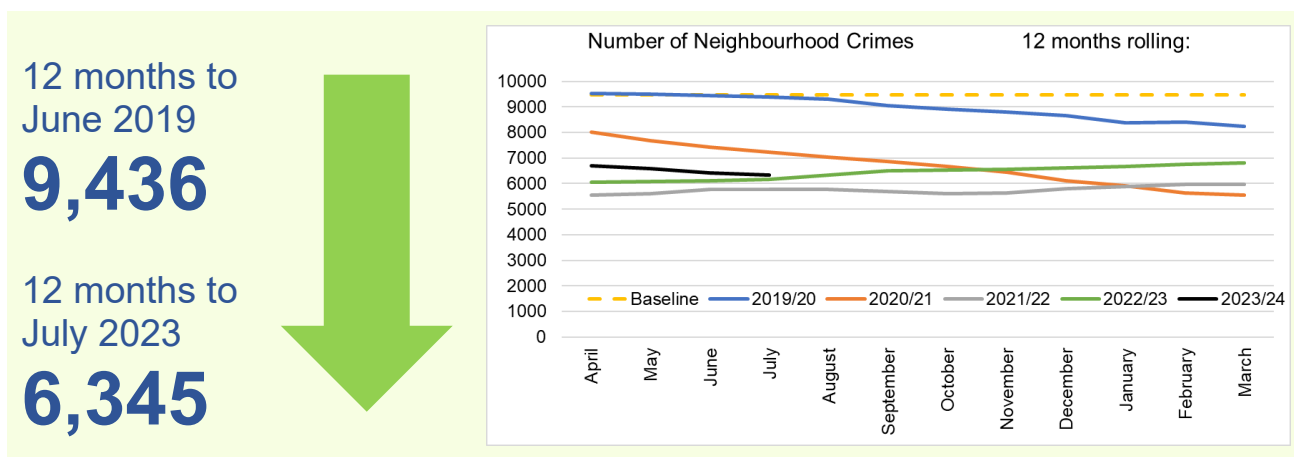
This measure has not been updated since the previous meeting.

## 5. Safe

2,725 hate crimes were recorded in the 12 months to October 2022. This is a 54.5% increase (+961) when compared to the baseline year, the 12 months to June 2019. Despite the observed increase, it is difficult to make objective inferences about performance based on increases or decreases in hate crime. For instance, an increase in offences could be interpreted as positive, because victims may be more confident to report to the police, or the police may have made recording improvements when identifying hate offences. Conversely, the trend could also be interpreted as negative because it could be reflective of a 'real' increase in victimisation.

The Commissioner has recently concluded a scrutiny inquiry which examined Devon and Cornwall Police's response to hate crime. The [Commissioner's Findings Report](#) is included as a standalone item on this meeting's agenda.

### 5.5 Number of Neighbourhood Crimes (National Measure)



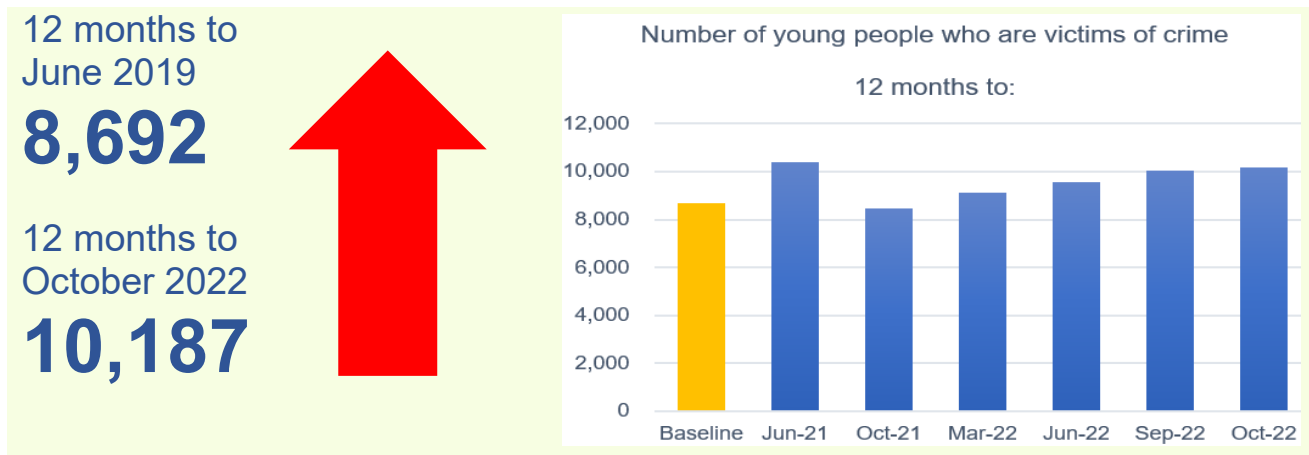
Neighbourhood crime consists of the following offence types: Burglary dwelling, robbery, theft of and from a vehicle and theft from the person. In the 12 months to July 2023, 6,345 neighbourhood crimes were recorded across Devon and Cornwall. This is a 32.8% decrease (-3,091) when compared to the baseline year (12 months to June 2019) and a downward trend is evident.

Sharp decreases in neighbourhood crime were evident in 2020/21, which may be attributable to the Covid-19 pandemic and lockdown periods, with people spending increasing periods of time in their homes. Recent data shows that neighbourhood crimes still remain below pre-pandemic levels and Devon and Cornwall continue to have the lowest rate of residential burglary in England and Wales at 1.0 crimes per 1,000 population compared with the national average of 3.2.

# 6. Resilient

## 6.1 Number of Young People who are victims of crime

(not updated)



This measure has not been updated since the previous meeting.

In the 12 months to October 2022, 10,187 people under the age of 18 were identified as a victim of crime in Devon and Cornwall. This is 17.2% more victims (+1,495) when compared to the baseline year (12 months to June 2019).

The increases in crime against young victims is greater than the increases seen in other age categories. Looking at trends over time, it is evident that with each successive lockdown, the number of offences where the victim was recorded as under 18 reduced significantly. As we emerged from each lockdown, the trends increased to levels above the baseline.

Specific offence types that have particularly increased include:

- Stalking and harassment
- Public order offences
- Rape
- Violence without injury
- Other sexual offences
- Violence with injury

With the exception of violence with injury, the increases in these offence types are consistent with increases in overall crime, both nationally and locally. Violence without injury increases are being driven by greater awareness of the counting rules regarding behavioural offences and malicious communications. Increases in rape and serious sexual offences are linked to greater awareness and confidence to report. The increases in public order offences are linked to greater propensity for disorder as we have emerged from the pandemic. These drivers have all been well documented nationally and Devon and Cornwall's experience is in line with national trends.



# 6. Resilient

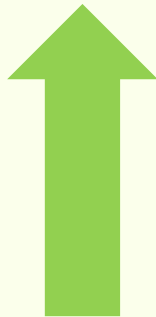
## 6.2 Amount of Funding bought into Devon and Cornwall by the Police and Crime Commissioner

Financial year 2018/19

**£238,228**

Financial year 2022/23

**£5,500,000**



In the financial year 2022/23, the Commissioner has secured £5,500,000 of additional funding to help tackle crime and support victims in Devon and Cornwall. This figure includes the additional funding the OPCC has secured, as well as funding the OPCC has supported partners in securing. This equates to an additional £5,261,772 in funding when compared to the baseline year (2018/19).

Projects that were supported by the additional funding in 2022/23 include, £3.1 million to support local crime prevention activity across Truro, Torquay, Barnstaple, Plymouth and Exeter through successful bids to the Home Office's Safer Streets Fund. This is an addition to a £789,295 boost in funding for local victim support services, £417,395 to work with domestic abuse perpetrators to address their behaviour and £359,100 to support serious violence prevention activity throughout Devon and Cornwall.

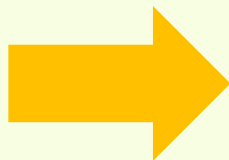
## 6.3 Percentage (%) of victims that were satisfied with the overall service they received from Devon and Cornwall Police (not updated)

12 months to  
June 2019

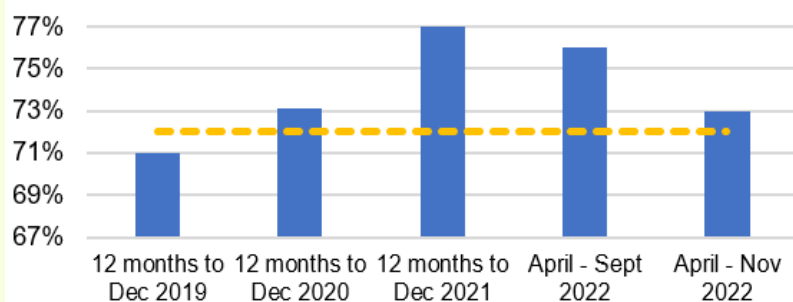
**72.0%**

April to  
November 2022

**73.0%**



Priority Victim Satisfaction - % satisfied with whole experience



--- Baseline: 12 months to June 2019

This measure has not been updated since the previous meeting.

## 6. Resilient



To measure victim satisfaction, Devon and Cornwall Police conduct a survey with victims. The survey is based on priority victim satisfaction. Priority victims are those that are victims of serious crimes which include domestic abuse, hate crime, sexual offences, attempted murder as well as victims who are persistently targeted, vulnerable or intimidated.

681 priority victims were surveyed between April and November 2022 and 73.0% said they were satisfied with the overall service they received from Devon and Cornwall Police. The results suggest victim satisfaction levels are 1% higher compared with the baseline year (72.0%), which implies a stable trend. The Commissioner will monitor trends closely as the survey size continues to grow.

# 7. Connected



## 7.1 Number of Customer Contact points Open to the Public



Monitoring the number of customer contact points open to the public – via front desks – is one way of helping the Commissioner to evaluate connectivity. As of August 2023, there were 16 customer contact points open to the public across Devon and Cornwall. This is an increase of 6 compared to the baseline of October 2021.

Additional front desks are now open in Tiverton, Newton Abbot, Penzance, Truro, Newquay, Bude and Falmouth and the Commissioner is committed to opening more front desks throughout the remainder of her term.

Enquiry Offices in Cornwall & Isles of Scilly:

- Bude
- Camborne
- Bodmin
- Falmouth
- Isles of Scilly
- Newquay
- Penzance
- St Austell
- Truro

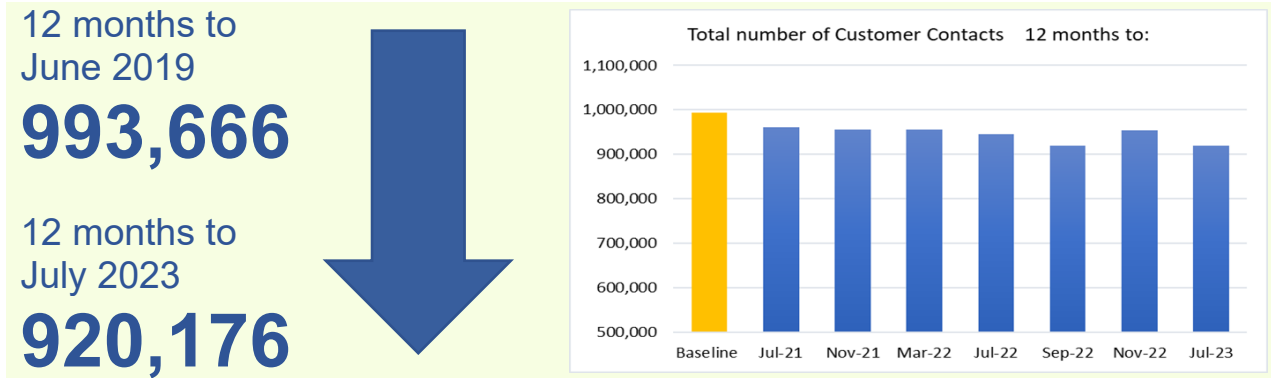
Enquiry offices in Devon:

- Barnstaple
- Exeter
- Newton Abbot
- Plymouth (Charles Cross)
- Plymouth (Crownhill)
- Tiverton
- Torquay

# 7. Connected



## 7.2 Number of Customer Contacts (999, 101, Online)



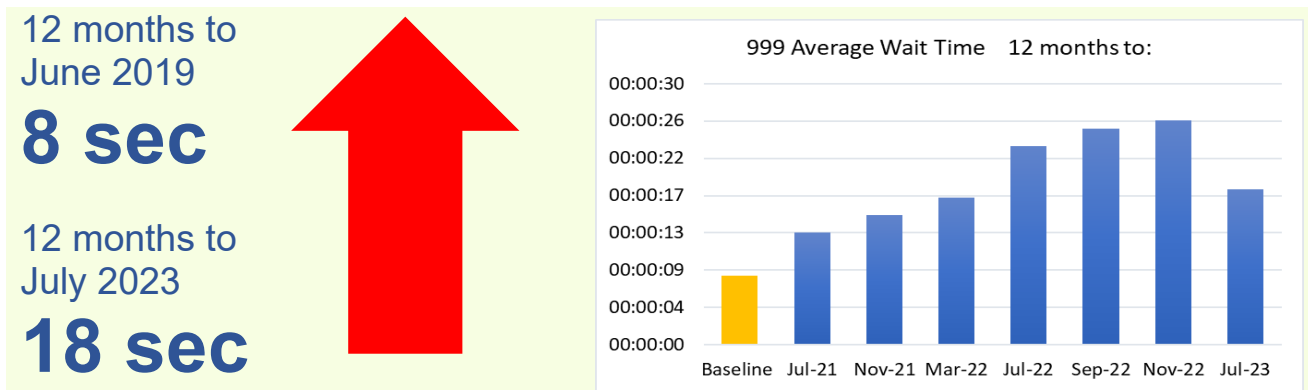
In the 12 months to July 2023, Devon and Cornwall Police’s Contact Centre received 920,176 contacts.

This included:

- 999 calls: 327,310
- 101 calls: 423,248
- 101 emails and texts: 131,366
- Webchats: 38,252

There has been a 7.4% decrease in the number of contacts received (-73,490) when compared to the baseline year (12 months to June 2019). A reduction in 101 calls has driven most of the decrease. 999 demand continues to increase, with 14,114 additional calls received in the 12 months to July 2023 when compared to the previous year.

## 7.3 101 and 999 call wait times: 999 average wait time



The average wait time for 999 emergency calls in the 12 months to July 2023 was 18 seconds. This is an increase of 10 seconds when compared to the baseline year (the 12 months to June 2019). When compared to the figure reported to the last panel meeting (the 12 months to November 2022) the average wait time has decreased by 8 seconds and is the lowest reported wait time since March 2022. Recent monthly data indicates a continued improvement in performance with average 999 call wait times of 15 seconds in May and June and 12 seconds in July. The Commissioner will continue to monitor these recent improvements and challenge the Force to sustain and further improve 999 call wait times.

# 7. Connected



## 7.4 101 and 999 call wait times: Switchboard triage average wait time (new measure)

December 2022 to  
July 2023

**1m 51s**

From the 28<sup>th</sup> of November 2022 all 101 calls are first triaged by switchboard. Some of these calls will be resolved at this first point of contact, however a high proportion of calls will be transferred to the secondary crime and incident lines within the Force Contact Centre.

The average wait time between December and July to speak to a contact handler on switchboard was 1 minute 51 seconds.

## 7.5 101 and 999 call wait times: 101 average wait time (new measure)

12 months to  
July 2023

**35m 51s**

In the 12 months to July 2023, the average wait time for a 101 call (after switchboard or IVR routing) was 35 minutes and 51 seconds.

As more performance data becomes available, the Commissioner will consider whether recent changes made to the 101 service, including changes to the routing of calls, the introduction of switchboard triage, and a call back service, have made improvements to the 101 service the public receives.

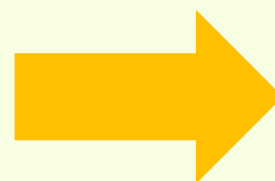
## 7.6 Levels of Public Confidence in the Police (not updated)

12 months to  
March 2019

**76.2%**

12 months to  
March 2020

**77.5%**



Data for this measure has not been updated since the last meeting. Historically, data measuring public confidence has been taken from the Crime Survey for England and Wales (CSEW). It was reported in the last panel paper that in the year to March 2020, 77.5% of Devon and Cornwall's

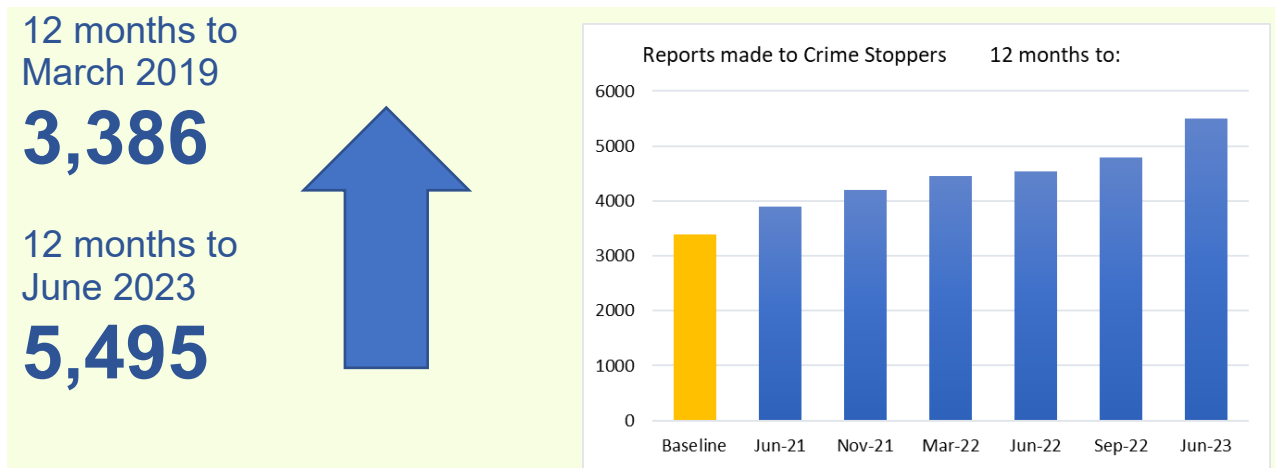
# 7. Connected

residents agreed with the statement that, 'taking everything into account, [they] have confidence in the police in [Devon and Cornwall]'. This was a 1.3% increase on the baseline year, the 12 months to March 2019.

In the continued absence of survey results for Devon and Cornwall from the CSEW, Devon and Cornwall Police are conducting public surveying to explore public confidence. So far, a total of 2,000 surveys have been conducted. Data for the 12 months to June 2023, indicates that 78% of respondents agree with the statement: "Taking everything into account, I have confidence in the police in this area".

Whilst the CSEW and Force survey use differing methodologies and the results cannot be directly compared, they indicate a stable trend in public confidence in Devon and Cornwall Police. The Commissioner will continue to monitor this measure closely.

## 7.7 Reports made to Devon and Cornwall from Crime Stoppers



Crime Stoppers is a national charity which allows people to call anonymously to report information about crime. Any information which Crime Stoppers deem useful to the police is passed onto the respective local police force. In the 12 months to June 2023, 5,495 reports were disseminated to Devon and Cornwall Police via Crime Stoppers. This is a 62.3% increase (+2,109) on the number of reports received in the baseline year (the 12 months to March 2019) and an upward trend continues to be evident.

**Introduction**

Tackling drugs is one of the four priorities in my Police and Crime Plan, because drugs can have a devastating social impact on community life and on those who are dependent upon them. They have an adverse impact on individuals, families and businesses right across our communities. There are clear links between substance misuse and other priorities set out in my Police and Crime Plan, highlighting the significance of drugs as a cross-cutting theme in crime, policing and criminal justice.

To tackle drugs effectively we must address both the supply of drugs into our communities and the level of demand for those drugs. Too often people are afraid to report these crimes and we must give them the confidence and tools to report offences as well as working to break the cycle of addiction and reduce the demand for drugs. As such my [Drugs Strategic Intentions Plan 2022-2025](#) focuses on:

- **Prevention:** Through early intervention and proactive anti-drug driving operations
- **People:** Supporting access to drug treatment programmes
- **Place:** A zero-tolerance approach to public space drug use
- **Partnership:** Collaboration with partners to support system wide change

**Police and Crime Plan Measures and Indicators**

- Encourage people to report drug dealing occurring in their community to the police or Crimestoppers and make the south west a hostile environment for drug dealing.
- Hold the Chief Constable to account for the effectiveness of the police response to drug trafficking and enforcement both locally and by contributing to regional and national approaches.
- Encourage robust local partnerships to deliver the services needed to tackle drug demand and supply together through an ADDER approach (Addiction, Diversion, Disruption, Enforcement and Recovery).
- Raise awareness of the county lines threat and support collaborative and multi-agency approaches to the sharing of intelligence and best practice.

| Direction of Travel | Variance compared to baseline                                     |
|---------------------|---|
| ▽ △                 | 2.5%+/- than baseline   |
| ▷                   | = to baseline or less than 2.5% higher or lower than the baseline |

|                        |               |              |
|------------------------|---------------|--------------|
| Change from last Panel |               |              |
| ↑ = increase           | ⇒ = no change | ↓ = decrease |

| Interpretation of trend |                              |
|-------------------------|------------------------------|
|                         | Indicative of positive trend |
|                         | Indicative of stable trend   |
|                         | Indicative of negative trend |
|                         | Trend status not assigned    |

| DRUGS                      |          |                               |                          |                           |                        |                      |
|----------------------------|----------|-------------------------------|--------------------------|---------------------------|------------------------|----------------------|
| Performance Measure        | Baseline | Preferred direction of travel | Reported to Jan 23 Panel | Reported to Sept 23 Panel | Change from last Panel | Change from Baseline |
| Drug possession offences   | 3,315    |                               | 3,406                    | 2,871                     | ▽                      | ▽                    |
| Drug trafficking offences  | 981      |                               | 997                      | 978                       | ▷                      | ▷                    |
| Organised drug disruptions | 69       | △                             | 941                      | 1,204                     | △                      | △                    |

**Understanding the drugs landscape**

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.

Most 'recreational users' are often blind to the social consequences of the drug trade; they simply do not see first-hand the violence, human exploitation, severe addiction and crime that comes with drug trafficking, leading them to view their use of drugs as harmless. This uninformed approach to drug use commonly results in individuals disregarding the impacts that drugs have on their own health, despite the vast evidence that highlights the adverse effects that drug consumption has on both physical and mental health.

Cannabis is the largest drugs market at an estimated **70,500** users in the force area.

It is estimated that there are more than **8,000** people using opiates and/or crack cocaine in our local population within Devon and Cornwall; equating to 7.8 per 1000 aged 15 -64 (an increase of 15%).

An estimated **£214 million** is spent on drugs annually in Devon & Cornwall - 50% of which is spent on crack cocaine and opiates.

It is estimated that **less than half** of all opiate and/or crack users are currently in treatment.

The estimated societal cost of opiate and crack cocaine in Devon and Cornwall is **£474 million**. Up to **£234 million** of this can be attributed to crime.

### Drug Supply

Devon and Cornwall's drug supply come from a range of business models, including Lone Dealers, County Lines, and Dangerous Drug Networks. County Lines and Dangerous Drugs Networks are usually associated to Class A supply, whereas Lone Dealers are usually associated to Class B.

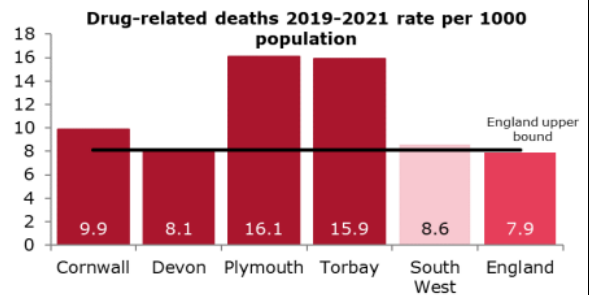
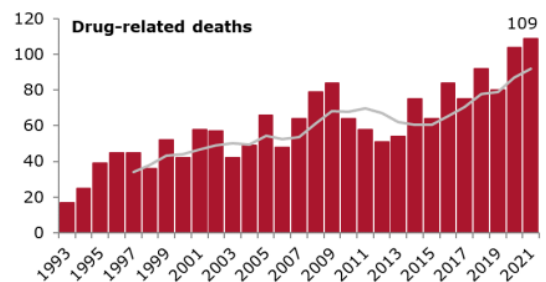
The majority of drug supply comes from Merseyside, the West Midlands, and London. Drugs are transported by car, via the rail network, and the postal system.

Cannabis cultivation often occurs within the Force area, with larger more complex 'grows' frequently linked to Western Balkan Organised Crime Groups.

The sale of illicit prescription drugs such as benzodiazepines via online platforms is almost certainly a growing threat. They may be several times stronger than the branded equivalent, unknown to users.

### Drug deaths

Across the UK drug-related deaths are at their highest since records began. There were 109 drug-related deaths in the Peninsula in 2021 and rates are very high. Key contributory factors include poly drug use, increasing presence of cocaine and benzodiazepines, and an ageing drug using population with complex health needs.



\*Graphs and data taken from the [Peninsula Strategic Assessment 2022/23](#)



## What are we doing?

### Proactively tackling drugs trafficking and County Lines

#### Operation Medusa – Drugs Intelligence Desk

The Police and Crime Commissioner has funded the implementation of a new drugs desk for the next two financial years (23/24 and 24/25). The drugs intelligence desk will provide an increased intelligence and research capacity, live time intelligence support to operational initiatives and intensifications, a triage process for digital forensics and critical evidential support for investigations ensuring offenders can be charged and remanded at greater speed. The drugs intelligence desk will develop stakeholders understanding and knowledge of the risks faced in the local area ensuring partnership activity is informed and targeted. As a result we expect reductions in risk, improved identification of exploitation and an increase in enforcement action to keep our communities safe.

The illegal supply of drugs is a multi-billion-pound international crime business that is felt across the peninsula. Devon and Cornwall, as a largely rural area with many coastal and market towns, is a net importer of Dangerous Drugs Networks using the County Lines model, the majority of which originate in Merseyside, the West Midlands and London. There are typically up to 20 active county lines in Devon and Cornwall at any one time, not including other classes of Dangerous Drugs Networks.

These organised criminal gangs exploit children and vulnerable adults to move and store drugs and money, often through the use of intimidation, violence (including sexual violence) and weapons. Dangerous Drugs Networks are dynamic in their nature; to maintain their activity they frequently change lines when responding to disruptions in their existing lines; either by starting new lines or resuming old ones.

#### Drug testing on arrest

The police have powers in some circumstances to undertake drug testing on arrest. This can be a powerful tool for identifying offenders who are using class A drugs. A positive drug test for heroin, crack or cocaine use allows police to facilitate an individual's access to drug treatment and other support to tackle their drug-related offending.

Devon and Cornwall Police have recently secured Home Office funding to deliver a Drug Testing on Arrest pilot programme which will be launched soon.

### 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 anti-social behaviour (ASB). This is 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, which first took place in March 2022, harnesses collective powers to disrupt drug crime in the South West by dismantling drugs supply networks, arresting those who profit from them, and it means criminals will be under no illusion 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. The most recent Op Scorpion week of action held in April 2023 resulted in:

- 56 arrests relating to those suspected of links to the drugs trade.
- Officers seized almost £250,000 worth of suspected class A, B and C drugs, over £7,000 in cash suspected to be linked to criminality, 66 mobile phones suspected to be involved in co-ordinating drug deals, 70 knives and six other weapons.
- 91 intelligence led person searches.
- 41 intelligence led vehicle searches.

## OPERATION SCORPION RESULTS ACROSS THE SOUTH WEST, BETWEEN MARCH - DECEMBER 2022, INCLUDE:

- 1,514 drug disruptions
- 388 drug-related arrests
- Approx £363k of cash seized
- 579 adults and children safeguarded, with welfare/vulnerability checks carried out
- More than £1.1m street-value drugs removed from the South West's streets
- A vast array of weapons seized (including air rifles, knuckledusters, machetes, tasers and knives) and removed from circulation.

*“Operation Scorpion has taken drugs, weapons and those involved in drug supply out of our communities and presented those who want help to get off drugs with the help and support they need. It has sent a strong message to those who seek to exploit the most vulnerable people in society that we do not tolerate drugs in the South West.”*

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

### Commitment met -

- ✓ Hold the Chief Constable to account for the effectiveness of the police response to drug trafficking and enforcement both locally and by contributing to regional and national approaches.

## Collaborative partnership action

Success to tackling drugs is reliant on partners working together to understand our Devon and Cornwall population and how drugs are causing harm in our area, any challenges in our system and the changes that are needed to address them.

Devon, Cornwall and the Isles of Scilly already have robust multi-agency partnerships established operating through structures such as Community Safety Partnerships (CSPs), the Serious Violence Prevention Programme, the Local Criminal Justice Board (LCJB), Safeguarding Partnerships, Health and Wellbeing Boards (HWBs), and Integrated Care Partnerships (ICPs).

While all these (and more) may contribute to addressing drug use and promoting recovery, the government's Harm to Hope 10-year strategy has required the establishment of local dedicated Combating Drugs Partnerships to bring together action and oversight. Across the Peninsula we have four Combating Drugs Partnerships and the OPCC is represented at each one.

I have established a Peninsula Criminal Justice Drug and Alcohol Reference Group to inform the four Combating Drugs Partnerships. This group enables the Chief Constable and I to provide police and criminal justice advice and is a forum where best practice and learning can be shared.

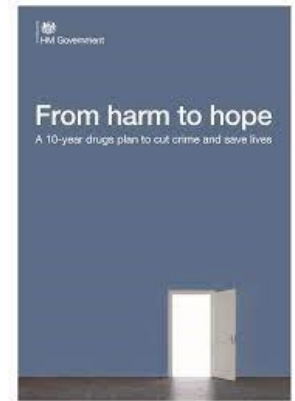
## Investing in treatment services for people in the criminal justice system

Research has shown that drug treatment substantially reduces the likelihood of an individual reoffending and is therefore a significant tool in tackling drug related offending. It is essential that the police and partners take a comprehensive, multi-agency, trauma informed approach to tackling the threats posed by drugs.

Substance misuse is often linked to an individual's response to a past trauma or other unmet needs. Complexity and vulnerability continue to be increasing themes amongst drug users, with significant cross over in mental health issues, Adverse Childhood Experiences (ACEs), domestic abuse, housing difficulties and involvement in the Criminal Justice System. Whilst the police and other law enforcement agencies are undoubtedly best placed to restrict the supply of illicit drugs into the force area, they do not necessarily have the specialist skills to support someone with their recovery.

During 2022, commissioning scoping work was completed with partners in response to the new Harm to Hope government strategy and the implementation of new combatting drugs partnerships. This work indicated the importance of maintaining investment for local treatment delivery models that support people in the criminal justice system. Therefore, I am continuing to fund Local Authority partners to commission local criminal justice drug treatment services for three years to support the realisation of the peninsula-wide strategic plans.

In 2023/24 I have made **£416,969** available to support this priority.



Analysis of treatment and police data found that

**44%**

of people who started treatment hadn't offended again two years later and that recorded offences by people in treatment fell by a third over the two years.

### Commitments met -

- Encourage robust local partnerships to deliver the services needed to tackle drug demand and supply together through an ADDER approach (Addiction, Diversion, Disruption, Enforcement and Recovery).
- Support collaborative and multi-agency approaches to the sharing of intelligence and best practice.

## Crimestoppers

Information from our communities is vital to help crack down on illegal activity happening in our neighbourhoods. Through the Commissioner's grant scheme the office contributes towards the costs of a Crimestoppers Regional Manager who has specific responsibility to deliver crime-based campaigns in line with the priorities of the Police and Crime Plan.

Over the last 12 months there have been a number of hard-hitting drug related campaigns supporting the delivery of Op Scorpion and focussing on road safety associated with drug driving, linked with Vision Zero.



Drug related reports account for

**44%**

of all Devon and Cornwall reports to Crimestoppers

In addition, Crimestoppers Zones have been developed in three areas: Devonport (Plymouth), Stonehouse (Plymouth) and Truro. The aim of these zones is to reduce crime, increase reporting and build community confidence and empower people to start local Neighbourhood Watch schemes.

In 2022/23, Crimestoppers received **5,155 reports**, an **increase of 16%** compared to the previous year. Significantly higher than the national increase of **6%** increase.

**CrimeStoppers.**  
Speak up. Stay safe.

**0800 555 111**  
100% anonymous. Always.

## StreetSafe

StreetSafe is a national initiative launched by the police which allows a person to provide feedback to the police (and partners) on areas where they feel unsafe within their community. It allows you to comment on where you feel unsafe and the reasons why you might feel unsafe e.g. poor lighting, drug litter, harassment or intimidation.

Devon and Cornwall currently has the 5<sup>th</sup> highest level of reporting concerns of all forces across the UK.

<https://www.police.uk/pu/notices/streetsafe/street-safe/>

### Commitment met -

- ✓ Encourage people to report drug dealing occurring in their community to the police or Crimestoppers and make the south west a hostile environment for drug dealing.

### Devon and Cornwall Drug and Alcohol Support Services:

- Devon - EDP Drug & Alcohol Services works with people who have been, or are, affected by drug and alcohol problems, and currently offers services, in prison and in the community. Call: 0800 233 5444.
- Cornwall Drugs & Alcohol Adult services (We Are With You). Call: 0333 2000 325.
- Plymouth Drugs & Alcohol (Harbour). Call: 01752 434343.
- Torbay Drugs and Alcohol Services. Call: 01803 291129.

**Introduction**

Antisocial behaviour (ASB) can be defined as behaviour by a person which causes, or is likely to cause, harassment, alarm, or distress to any person. It can be targeted at a specific person or group, can cause nuisance, annoyance and suffering to a community and can affect the wider environment, such as public spaces or buildings.

Most ASB incidents (issues like noise nuisance, fly tipping, parking issues (non-obstructive), littering etc) are not recorded as crimes and should be reported to the relevant Local Authority. However persistent ASB is a very visible sign of disorder in our communities, and therefore tackling ASB is one of the four priorities in my Police and Crime Plan.

ASB 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. This includes tackling issues in our neighbourhoods and town centres such as drug dealing and drug taking.

**Police and Crime Plan Measures and Indicators**

- Reclaim town centres for the general public from those undertaking ASB, and rebuild public confidence in the public realm and make our city, town and village centres more resilient to ASB.
- Ensure that victims of persistent and severe ASB in our communities are heard and know how to get help.
- Increase visible foot patrols to deter ASB in our communities.
- Work with policing and partners to deliver a robust and targeted partnership approach, using the range of powers available to all partners.

| Direction of Travel    | Variance compared to baseline                                     |
|------------------------|---|
| ▽ ▲                    | 2.5%+/- than baseline   |
| ▶                      | = to baseline or less than 2.5% higher or lower than the baseline |
| Change from last Panel |   |
| ▲ = increase           | ▶ = no change    ▼ = decrease                                     |

| Interpretation of trend |                              |
|-------------------------|------------------------------|
|                         | Indicative of positive trend |
|                         | Indicative of stable trend   |
|                         | Indicative of negative trend |
|                         | Trend status not assigned    |

| ASB                                       |          |                               |                          |                           |                        |                      |
|---|----------|-------------------------------|--------------------------|---------------------------|------------------------|----------------------|
| Performance Measure                       | Baseline | Preferred direction of travel | Reported to Jan 23 Panel | Reported to Sept 23 Panel | Change from last Panel | Change from Baseline |
| Recorded number of ASB incidents          | 39,026   | ▽                             | 27,842                   | 24,518                    | ▼                      | ▼                    |
| Recorded number of public order incidents | 7,061    |                               | 8,433                    | 7,577                     | ▼                      | ▲                    |

## What are we doing?

### Proactively tackling antisocial behaviour (ASB) - Operation Loki

Between March and May 2023 an additional focus was placed on neighbourhood policing within our Safer Streets (Torquay, Exeter, Barnstaple, Plymouth, Truro and Falmouth) areas to improve public confidence, visibility and make our communities feel safer.

Running for four weeks in each Local Policing Area, the neighbourhood policing teams tailored their activities to target specific local issues, deploying a full range of policing tactics and powers. This included violence against women and girls, the evening and night-time economy (ENTE) and antisocial behaviour.



#### Activities included:

- Traffic operations in collaboration with the No Excuse team
- ENTE operations targeting drugs supply
- 'Pop-up' police stations
- Licensing visits and engagement, including test purchase operations of shops selling vapes and alcohol
- Engagement and crime prevention surveys
- High-visibility patrols by regular officers, Special Constabulary and Community Safety Accreditation Scheme (CSAS) partners
- Community engagement by Diverse Community Teams, Police Support Volunteers, Volunteer Police Cadets, and Chaplaincy
- Deployments for warrants, shoplifting and youth ASB
- Advice and guidance from Designing Out Crime staff

## Op Loki outcomes

- **156** arrests made
- **115** licensed premises visited
- **666** community engagement events attended
- **78** safeguarding referrals made

#### Commitments met -

- Increase visible foot patrols to deter ASB in our communities.
- Reclaim town centres for the general public from those undertaking ASB, and rebuild public confidence in the public realm and make our city, town and village centres more resilient to ASB.

## Supporting Public Space Protection Orders (PSPOs)

Councils are responsible for implementing Public Spaces Protection Orders (PSPOs), which impose restrictions on behaviour in defined locations. For example, they can prevent street drinking in public spaces, or prevent noisy groups from gathering. Failure to comply with an order is a criminal offence and can lead to a fine by the Police or a Council Officer.

As Police and Crime Commissioner I must be consulted on all PSPO applications, and I am required to provide a formal written response detailing whether or not I am in support. In the past 18 months, I have responded to 5 consultations and provided support for PSPOs in:

- Exeter City Centre
- Teignmouth
- Bideford
- Tavistock Meadows
- Exmouth Town Centre



Whilst PSPOs can be a useful tool, their enforcement remains inconsistent across Devon and Cornwall and requires closer scrutiny.

The Local Government and Social Care Ombudsman's recently published ['Out of Order': learning lessons from complaints about antisocial behaviour](#) highlights the powers that local councils already have to tackle ASB and urges councils to utilise these powers more often to take enforcement action and help victims.

### ASB Case Review and escalation process to the OPCC

If an individual (or others) have reported an incident three or more times within a six-month period and not received a satisfactory response, they can activate the ASB Case Review through their local authority. Details on how to request a Case Review can be found on each Local Authority website.

If following an ASB Case review, the applicant remains unsatisfied with the outcome they can, in certain circumstances, escalate their case to my office to request a review of the way an application for an ASB Case Review was dealt with, and also the way their ASB Case review was carried out.' The circumstances for escalation are:

1. The Relevant Bodies have rejected an application to use the ASB Case Review on the basis that the threshold has not been met and the Victim considers that the threshold has been met;
2. The ASB Case Review has failed to consider a relevant process, policy or protocol;
3. The ASB Case Review has failed to consider relevant factual evidenced information.

My office has undertaken two ASB Case Review escalations in the last 12 months.

#### Commitment met -

- Work with policing and partners to deliver a robust and targeted partnership approach, using the range of powers available to all partners.

## Services commissioned by the OPCC to tackle antisocial behaviour (ASB)

### ASB Youth Outreach - Utilising Street-based Youth Work to lessen antisocial behaviour

Preventing ASB occurring and escalating benefits communities. It is for this reason my office has commissioned an ASB outreach service which seeks to engage young people in positive, developmental opportunities, sometimes including activities which deliberately contain an element of 'risk' (such as go carting). The aim is to enable young people to be better able to identify risk and their effect on others.

The commissioned outreach service is led by Space Youth Services with delivery services across the Peninsula by Space, Young Devon and Young People Cornwall. The outreach work happens in the places where these groups usually socialise or gather such as local parks, skate parks and outside local shops.

382 youth work sessions have been carried out between August 2022 and June 2023 across Devon and Cornwall and have made a real impact on the communities and the young people involved.

#### Case study examples

- Work in **Barnstaple** where young people previously engaged in ASB gave up their mornings in the Easter holiday to work on a gardening project at the Youth Centre.
- In **Newton Abbot** the project worked with a particularly large co-hort of young people – 20 of whom have now signed up to attend activities at the local youth club and one of the young people has landed a job with Space (the lead organisation) in a peer educator role.
- In **Plymouth** the service worked closely with the City Council to de-escalate concerns around Coxsides and the Barbican ensuring young people engaged in ASB were diverted into other activities including enjoying the local skate park and football club.

### ASB Victim Support Service



Just because an ASB incident is not a crime should not detract from the support a victim or the community can access; the emotional and health consequences of an incident can be equally as detrimental. It is for this reason my office has commissioned a dedicated ASB victim support service to support people affected by ASB to cope and recover.

In addition to the emotional support provided, the dedicated caseworkers signpost, refer and advocate on behalf of their clients, working on a "honest broker" basis, in that they liaise with partner agencies and are willing to deliver unwelcome messages to both clients and partners.

In the 12 months to 31<sup>st</sup> July 2023, 184 people have received ASB support services from Victim Support.

### ASB Mediation Service

Each ASB case is different so there is not one intervention that fits all. In terms of neighbour disputes, mediation has proved to be successful in reducing conflict and preventing escalation to the police, enabling communities to access the self-help tools they need to prevent ASB escalation and increasing options for conflict resolution and crime reduction.

My office has commissioned Devon Community Mediation Service and Northern Devon Community Mediation Service to offer mediation across Devon. Separate funding is being held for Cornwall to enable access for private mediation, as and when the need is identified. In 2023/24 I have made **£480,000** available to support this priority.

#### Commitment met -

- Ensure that victims of persistent and severe ASB in our communities are heard and know how to get help.





## Devon and Cornwall Police and Crime Panel

15<sup>th</sup> September 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 July 2023.

#### 1. Reopening Police Enquiry Offices



In July and August, I visited police stations in Looe, Honiton, Ilfracombe, Kingsbridge and Okehampton. Police Enquiry Offices (PEOs) at these locations will be reopened under the third phase of my programme to invest in front line contact within our communities. This project – code-named Operation Meloria - will also deliver a police enquiry office at Devonport Police Office in Plymouth for the first time and a front desk will be added to Exmouth Police Station, which is being rebuilt in a £5m project to give the town a public-facing station which is fit for 21st century policing. During my visits I met MPs, councillors, members of the local community and had a chance to tour the facilities and see how work to reintroduce the front desks was progressing. This third phase of the project represents an investment of £1.5m and will result in approximately 18 jobs for police enquiry officers being created around the force area.



The public enquiry office construction work at both Devonport and Looe police stations continues to proceed as per the planned programme with openings expected in September and October respectively. Contractors are already appointed for the next three stations - Okehampton, Kingsbridge and Ilfracombe, all due to be ready by the end of the calendar year with the final station being Honiton, which will open in early 2024.

In August, the Cornwall Council-owned Torpoint Police Station, which is scheduled for demolition later this year, was vacated and the officers relocated to a new premises further inland at Antony. This will provide greater accessibility to the Rame peninsula and provides excellent accommodation for police staff.

### **2. Reducing the risk posed by Reinforced Autoclaved Aerated Concrete (RAAC)**

Panel members will no doubt have read about the significant problems caused to public estates managers by the presence of Reinforced Autoclaved Aerated Concrete in buildings. RAAC is a lightweight form of precast concrete, frequently used in public sector buildings in the UK from the mid-1960s to the mid-1980s. It is less durable than traditional concrete and this can have significant safety consequences. I am pleased to be able to reassure the panel that my estates team conducted a comprehensive survey of the entire police estate (approximately 135 buildings) in 2019 after the Health and Safety Executive (HSE) issued a national warning around this construction method. RAAC was discovered in three buildings, a sports hall and swimming pool complex at Middlemoor police headquarters and Barnstaple Police Station. All have been - or are due to be - demolished. A decision was taken not to replace the swimming pool. I have replaced Barnstaple Police Station and will officially open a new sports hall tomorrow (September 16). I would like to use this opportunity to thank the then estates manager Laura Haynes, who has now moved on from the post, for her exemplary leadership in identifying this problem and finding solutions to it to prioritise the safety of officers, staff and the public.

### **3. Police Officer Pay Award**

A 7% police officer pay award has been announced by the Government following the acceptance of the Police Remuneration Review Board (PRRB) recommendations. Along with prison officers this was the joint highest award announced. The Home Office announced that funding will be provided for the additional costs over and above 2.5% which is the average estimated nationally for pay awards. This additional funding is very welcome and ensures that this level of pay award can be funded without affecting the services provided by police officers.

The police staff pay award has yet to be announced but the additional funding announced by the Home Office includes the same additional funding for a police staff pay award of the same level.

### **4. Safer Streets – Round Five**

On July 6, the Home Office announced its latest round of Safer Streets Funding. Round five, worth £43m, will run for 18 months from October 1, 2023 to March 31, 2025 with each police and crime commissioner provisionally being allocated up to £1m to develop their Safer Streets funding proposals. In addition, there is a mandatory 50% matched funding requirement.

The Safer Streets Round Five funding is aimed at significantly reducing levels of neighbourhood crime, Violence Against Women and Girls (VAWG) and Antisocial Behaviour (ASB) in

disproportionately and persistently affected areas of England and Wales, and to develop the evidence base to inform future investment and commissioning decisions.

Following an evidence-based assessment of data and local partnership intelligence and given that the Home Office recommendation was for commissioners to consider alternative hotspots which had not received previous Safer Streets funding, my team and I proposed Paignton and Camborne & Redruth (combined) as project locations.

My office immediately set up two partnership working groups, who met weekly over the summer to develop funding proposals for each geography. These proposals were submitted to the Home Office by the deadline of August 29.

For each project area the working groups identified up to seven interventions which will have the greatest impact on addressing the themes of the fund. Across both areas, interventions will include additional CCTV and improved street lighting, mobile police engagement vehicles, VAWG night-time economy police interventions, town centre ASB officers and additional youth outreach provision. The Home Office is due to confirm the funding awards in September and a verbal update, if available, will be provided to panel members at the meeting.

## 5. Operation Scorpion – rounds five and six



I am pleased to report that robust enforcement action to disrupt drugs supply continues to take place in partnership with other South West police forces and their respective commissioners under the 'Operation Scorpion' initiative. Phase five of this month-long operation targeted organised crime groups (OCGs) involved in cannabis cultivation. It led to 67 arrests, £6.5m worth of cannabis and a 9mm handgun being seized from locations across the region. The region's five police forces, supported by the South West Regional Organised Crime Unit (SWROCU) and independent charity Crimestoppers, carried out 58 warrants at commercial cannabis grows. The South West's results were part of a nationally coordinated operation to unearth and disrupt OCGs by taking out a key source of their revenue, while simultaneously apprehending many of those involved, safeguarding

those being exploited, and increasing intelligence around how the networks operate. Throughout the operation, Devon and Cornwall Police executed 20 warrants, seizing over 1,190 cannabis plants with an estimated street value of more than £675,000. Officers made a number of arrests during the warrants. On June 28 I attended a raid on a former nightclub in Torquay where drugs seized (pictured) had an estimated street value of up to £349,440. It was impressed upon me the vital role members of our communities have in providing intelligence to police about such operations. The sixth iteration of Operation Scorpion will take place from October 9 to 11, during the County Lines Week of Intensification. With Crimestoppers we are encouraging our communities to learn how to spot the signs of county lines drug dealing and pass intelligence to police as it is only with the support of our residents that we protect society's most vulnerable from the irreconcilable damage caused by drugs.

### **6. Rural crime to be the next regional priority**

As Chairman of the South West Police Collaboration Board (SWPCB), I am pleased to announce that Rural Crime has been chosen as the next regional priority for the South West region. This follows on from the model of Operation Scorpion. Wiltshire Police and Crime Commissioner Philip Wilkinson is leading the scoping of this with Gloucestershire Chief Constable Rod Hansen. SWPCB members will be updated on the terms of reference at the October 19 meeting.

### **7. Chief officer group changes**

I am pleased to be able to inform the panel that Assistant Chief Constable David Thorne was, on July 28, appointed as Temporary Deputy Chief Constable for Devon & Cornwall Police, filling the role vacated by A/CC Jim Colwell. T/DCC Thorne joined the force in 1999 and will be known to Plymouth councillors as a former Plymouth BCU Commander, in addition to his many criminal investigation roles with Devon & Cornwall Police. He left Devon and Cornwall to become Assistant Chief Constable with South Wales Police in 2020, returning in March this year as Assistant Chief Constable with responsibility for Crime and Criminal Justice. T/DCC Thorne has a wealth of experience gained during his 24 years of service. Chief Superintendent Steve Parker has been appointed as Temporary Assistant Chief Constable to lead Crime and Criminal Justice. T/ACC Parker has covered this area for a large part of the last two years and is greatly experienced in leading serious criminal enquiries. Temporary Chief Superintendent Sharon Donald has been appointed to the role of Head of Crime in T/ACC Parker's absence.

### **8. Customer contact**

The correspondence which my office's customer contact team receives enables me to gain an understanding of the issues members of the public are concerned about. Since the last Police and Crime Panel, data from July 7 to August 25, shows that conduct, contact, road safety, antisocial behaviour, and service delays are themes which commonly arise within the customer contact arena.

I received 28 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 26 queries or concerns regarding this topic. These mostly referenced the difficulties of the wait times.

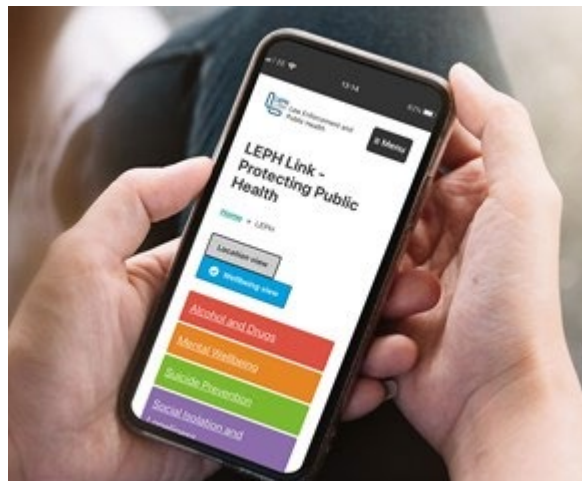
The topic of firearms generated 11 queries or concerns into my office, with most of the correspondence received referencing the delays that are experienced when applying for a licence, certificate or renewal. In terms of queries and concerns relating to Police and Crime Plan priorities, road safety generated 25, anti-social behaviour 21, violence four, and drugs six.

My team strives 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 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.

## 9. Councillor advocates

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. This year I am delivering a seminar on each of my strategic priorities. On July 17, around 60 councillors came together for an online seminar on the priority of road safety. Councillors were updated on innovative initiatives to tackle speeding drivers using drone technology, attempts to reduce a worrying rise in serious motorcycle incidents and the use of dashcam footage to identify dangerous drivers. For context, provisional data tells us there were 127 additional Op Snap submissions resulting in positive action in July of this year compared to January. On September 19, councillors will come together for a seminar to update them on progress at reducing violent crime.

## 10. Launch of the LEPH Link



It has been nearly a year since the Law Enforcement Public Health Link app (LEPH) - sponsored by the Serious Violence Prevention Programme - was first piloted in Plymouth. In that time, participating officers – from Neighbourhood and Pathfinder through to Investigation and Custody – have been trialling the new signposting tool and reporting back on their experiences. Since force-wide rollout back in May, it is worth reflecting on the pilot and sharing learnings, plus noting officers' feedback. I am delighted to report that the pilot saw almost 2,000 users and with 86% of surveyed officers saying they think it will save them time on the job, LEPH Link will bring greater efficiency and improved service to frontline policing.

In brief, the LEPH app is easily downloadable to officers' mobile devices, providing real-time access to a vast range of local and national support services at the point of need. It has proved particularly helpful for rapid signposting to local drug and alcohol support services, as well as mental health and suicide prevention (the top three most used categories) but also for domestic abuse, homelessness and rough sleeping services. As a custody officer commented, "I really like the fact that LEPH is broken into different need areas".

Using an evidence-based, public health model (developed by University of Leeds and endorsed by the National Police Chiefs' Council and the College of Policing), this is a progressive tool that is sponsored by the Serious Violence Prevention Programme and delivered in-force. Helpfully, it is based on the Making Every Contact Count model, that aims to:

- Allow rapid 'real time' signposting to a wide range of public health services in the community, meaning members of the public, especially the most vulnerable, can get vital help at the point of need.
- Make frontline policing quicker and easier, freeing up time and resources for other more complex work.
- Be easy to install on devices - no tricky tech barriers and simple to use in everyday policing.

The benefits are plain to see, both to people in need and more widely, to community safety. Many officers have stated that vulnerable people they have helped via LEPH have been really grateful, thanking them for quick and easy signposting to appropriate services. Feedback also shows that use of the new service helps reduce shame and stigma (e.g. with seeking help for addiction or rough sleeping) due to the ease of intervention.

Of course, the new LEPH Link app is not intended to replace existing safeguarding measures or investigation protocols. The app simply provides a reliable source of real-time, location-based information to help save officers time and support the public at the point of need. It is a real success story and an example of how innovation can benefit modern policing.

## 11. Victim Care Website advertising and promotion



My new website to provide information to victims of crime about the services I commission to support them - [victimcare-dc.org](http://victimcare-dc.org) – has a simpler 'call to action' with just one set of contact details, for the Victim Support charity and 24/7 helpline, than the site it replaced. My communications and engagement team have embarked on a round of advertising and promotion to ensure that awareness of these services, and the site, is increased among residents of Devon, Cornwall and the Isles of Scilly. This includes an advertising campaign which promotes the campaign on buses in the police force area (pictured). The services promoted are free at point of use and available to victims of crime whether or not these crimes have been reported to police.

## 12. Vision Zero South West Road Safety update

### Commercial Vehicle operation

Commercial vehicles make up 13.5% of UK traffic, so it's vital these vehicles are in a safe and roadworthy condition. In July officers worked with the Driver and Vehicle Standards Agency on an

operation targeting commercial vehicles on the M5 in Devon. Vehicles of all sizes – from 3.5 tonne vans to the largest HGVs – were taken to the weighbridge site at Sampford Peverell for inspection.

During the operation, 37 vehicles were stopped, with 60% having identified offences. Depending on the offence, some drivers were offered advice or roadside rectification, while more serious offences resulted in vehicle prohibitions and prosecution against drivers and operators.

### Motorcyclist Behaviour Change campaign

As I have previously mentioned, 2022 was a truly tragic year for motorcyclists in Devon and Cornwall with a spike in deaths (16) and serious injuries (187). This resulted in the set-up of a Vision Zero South West multi-agency task group to address the issue. After months of research and work involving the Cabinet Office's Behavioural Science team and numerous local experts, we recently launched a campaign aimed directly at motorcyclists – featuring none other than TV presenter and motorcycle legend Henry Cole. We have already received great feedback on the video and it has attracted much press attention – you can see it yourself [here](#).

### Community Speedwatch (CSW)

In October we are hosting our two annual CSW seminars which take place in both counties:

- Thursday, October 19 – Royal Cornwall Showground Pavilion, Wadebridge
- Monday, October 30 – Westpoint, Exeter

I look forward to seeing many of you there.

### Artificial Intelligence (AI) speed cameras



We have deployed the UK's first free-standing AI road safety camera system which identifies mobile phone and seatbelt offences. The cameras are highly portable and will be sited in different locations across Devon and Cornwall. During the first 14 days of use on some of Devon and Cornwall's busiest roads the cameras captured an estimated 2,500 offences. A third of all fatal collisions in 2021 involved someone not wearing a seatbelt and so this new system is a vital tool in helping to bring down the number of people killed or seriously injured on our roads.

### **13. Local Criminal Justice Board (LCJB)**

#### Victim Codes of Practice (VCoP)

I am pleased to share with you the work that I have commissioned in my capacity as Chair of the Local Criminal Justice Board in relation to scrutinising cases to ensure compliance with the VCoP across the whole of the criminal justice system. Devon and Cornwall is the first area to establish a full partner agency scrutiny panel which includes those agencies with statutory responsibilities; the Police, the Crown Prosecution Service (CPS), His Majesty's Courts and Tribunal Service (HMCTS), His Majesty's Prison and Probation Service (HMPPS) as well as our strategic delivery partners - Victim Support, the Witness Care Service and representatives from the Youth Justice Service (YJS) and Voluntary Community and Social Enterprise (VCSE) as appropriate. Panels are themed to review the victim's journey for specific crime types, however compliance is monitored across the 12 rights and entitlements detailed within the code to inform policies and working practices and identify and share good practice. The panel last met on July 25 and to review domestic abuse cases. There was positive engagement from all agencies which included representation from the force domestic abuse safeguarding lead.

#### Out of Court Disposals (OoCD)

The Local Criminal Justice Board also continues to oversee the scrutiny of Youth and Adult OoCD through the detailed examination of cases by panel members who represent key stakeholders across the Criminal Justice Partnership. Forthcoming panels include a review of OoCDs issued for sexual offences for youth cases on September 6 and stalking or harassment cases for the adult OoCD panel on September 14. I value the commitment and dedication from all the stakeholders involved in these panels, the findings of which inform the development of processes, training materials and cross agency working to improve standard as well as recognising dedicated and positive practice.

It is important that the public have confidence that Devon and Cornwall Police is using its powers legally, proportionately and consistently with policy and working practices with regard to OoCDs and that the Victims Code of Practice is complied with across the whole of the criminal justice partnership. It is also healthy for any organisation to pause and reflect on their practice and learn. These scrutiny panels meet three times a year focusing attention on areas of priority and publishing the findings and the police responses [here](#).

#### Youth Justice

I would also like to share with you the work of the 'Swift Youth Justice' task and finish group who are investing time to understand where there are delays in the system for youth cases. Case studies are being analysed to review the amount of time from arrest to conclusion across the whole criminal justice system. I recognise the importance of this work given the impact these delays have on young people, both suspects and victims. This subgroup will examine the reasons for delays, understand the challenges through engagement with key stakeholders and work together to develop creative solutions. They will report their findings and subsequent recommendations to the LCJB.

#### Maximising the dignity of women throughout the criminal justice system

I established this group at the start of 2023, chairing the first meeting to understand what the key issues are that women were experiencing throughout the criminal justice system. A particular focus is around the journey that women on remand experience when traveling from HMP Eastwood Park to courts in Devon and Cornwall for trial. This group has made great progress to document the



issues experienced by women including undertaking interviews with those who have lived experience. The group last met on June 15 and discussed gaps in service delivery, early interventions, community-based solutions and effective custody and support on release. I look forward to seeing how this group work together to identify new approaches which will improve the experience of women. Their progress will be presented to board members at the LCJB planning day on September 20.

#### The development of a victims & witness interactive multimedia resource

I am pleased to report that the LCJB is working closely with my communications and engagement team to develop an interactive multimedia resource which will provide victims and witnesses of crime an understanding of the route their journey will take dependent on the crime they have been connected with. I am grateful to criminal justice agencies who have provided resources to develop scripts, provide information and record their part of the journey. They each describe their areas of responsibility, the services they can offer and what they can expect from the initial point of reporting the crime, through to the conclusion of a case, including any after care or support that is available. I am confident that this resource will be an aid for increasing public understanding of the responsibilities of all agencies across the whole criminal justice partnership, but importantly will describe the journey within a single interactive resource rather than signposting those seeking information to different platforms.

#### **14. His Majesty's Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS) inspection reports**

Following the tragic events in Keyham in August 2021, the Home Secretary and I requested that HMICFRS conduct a review of the progress that Devon and Cornwall Police has made in relation to recommendations issued by the Independent Office for Police Conduct (IOPC) in its [Operation Begna report](#); and the comments made by Ian Arrow, Senior Coroner, in section three of his [Prevention of future deaths report](#). On July 28, HMICFRS published the findings of this review which found that the force has implemented four of the five IOPC recommendations and has made significant progress in relation to almost all of the comments made by the coroner. HMICFRS is satisfied that the force is entering into constructive dialogue with the IOPC on the remaining recommendation.

Nevertheless, HMICFRS states that the force's backlog of licences and renewals remains substantial, and its reliance on the issuing of temporary permits is high, and that this is an inappropriate and inefficient way of trying to manage demand. The Chief Constable and his team have developed a strategic plan to begin to significantly reduce the backlog and clear this completely by December 2024. I am supportive of the Chief Constable's approach and will be monitoring the force's progress against this December 2024 target.

HMICFRS has not made further recommendations to the Chief Constable at this stage but its report highlights further areas that the force will need to develop including a performance framework in the Firearms and Explosives Licencing Unit (FELU), consistent use of the decision-making risk matrix, formalisation of the dip sampling policy and some further improvements to training (while recognising that progress in this area has been generally good).

HMICFRS also published two national thematic inspection reports in July. The first, 'Police Performance: Getting a Grip', highlighted problems with the way that police forces understand and manage their own performance, meaning they do not know what issues are most important to tackle and where and how they can improve. The second, 'An inspection of how effective police forces are in the deployment of firearms', found that while overall there are good selection processes for firearms officers, and officers are well-trained and well-equipped, improvements need to be made

in the selection and training of strategic and tactical firearms commanders who manage a high degree of risk.

These reports can be all viewed in full on the [HMICFRS website](#). My formal response to each of these reports will be published over the next two months on my own [website](#).

#### **15. Annual report**

The 2022-23 annual report presented to the July 28 meeting of the Police and Crime Panel has been published on my [website](#) and in print. This publication fulfils my statutory obligation to provide such a document, aids public understanding of the force's strategic direction and provides transparency over how the force's budget for the year was raised and spent.

#### **16. Middlemoor Police and OPCC Headquarters Refurbishment**

At Devon and Cornwall Police's Middlemoor headquarters, a programme of refurbishment has now been completed, enabling our much-utilised Occupational Health staff to be relocated into new fit for purpose accommodation. This is an important strategic step forward because it will allow the subsequent demolition of a building, known as 'Cornwall House', later on this calendar year, which is the remaining building located within an area previously earmarked for land disposal on the open market.

Furthermore, a refurbishment of the office occupied by my staff and our partners at Andy Hocking House will commence this month and is expected to be completed in November.



**Alison Hernandez**

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

#### **Contact for further information:**

**Pierre Doutreligne**

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Report prepared on 7<sup>th</sup> September 2023



## Devon and Cornwall Police and Crime Panel

15<sup>th</sup> September 2023

### Hate Crime Scrutiny

#### 1. Background

- 1.1. Hate crime trends can be a helpful indicator of community tensions and as such, the Commissioner agreed with the Police and Crime Panel to include hate crime as a key indicator in her Police and Crime Plan.
- 1.2. Further to this and following ongoing discussions with the Panel, the Commissioner committed to undertaking a scrutiny inquiry into hate crime in Devon and Cornwall.
- 1.3. This work was undertaken by the Office of the Police and Crime Commissioner in early 2023 and the scrutiny report was published in July 2023 alongside the Commissioner's Annual report.
- 1.4. The purpose of the scrutiny inquiry was to:
  - Examine hate crime prevalence across Devon and Cornwall, including increases in police recorded hate crime and trends in geography and crime type, and the prevalence of violent crime;
  - Review the effectiveness of the force's strategic and policing response to hate crime and how this meets the needs of victims and the wider public;
  - Hold the Chief Constable to account in any areas where the force appears to fall short in its response.

#### 2. Findings

- 2.1. Hate crime currently accounts for around 2.5% of all recorded crime in Devon and Cornwall. Over the past three years, recorded hate crime has increased. In the 12 months to July 2022, 2,603 hate crimes were recorded in Devon and Cornwall.
- 2.2. The inquiry demonstrated that police recorded hate crime in Devon and Cornwall is increasing, but this does not tell the whole story. Whilst we know that hate crime is still significantly under reported, it is likely that recent increases in police recorded hate crime are at least in part due to increased reporting, and in some cases, improved recording practices by the police.
- 2.3. Whilst around half of hate crime reports are recorded as types of violence, violence with injury represents a small proportion of hate crime. More than half of stalking and harassment offences related to malicious communications, which includes offences committed online.



- 2.4. The inquiry demonstrated that the police are working hard to tackle hate crime and provide a good service to victims, but some persistent issues remain for the policing of hate crime. This means that not all hate crimes are reported to the police and some victims of hate crime do not have a positive experience of the police. However, we do know that victim satisfaction rates are slightly higher for victims of hate crime (73%) than for victims of all crime (72%).
- 2.5. Although some areas for improvement were identified the inquiry demonstrated that these areas had already been identified by the police, and appropriate steps are being taken to deliver continued improvement for victims of hate crime.
- 2.6. The Commissioner therefore made no new recommendations to the Chief Constable but will continue to monitor hate crime performance and delivery on an ongoing basis, and report hate crime trends to the Panel through the Performance Scorecard.
- 2.7. The full report, which is appended, can also be [read online](#).

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Report prepared on 7<sup>th</sup> September 2023

## **A PCC Scrutiny Inquiry into Hate Crime**

Examining hate crime prevalence and the policing response in  
Devon and Cornwall

### **Findings Report**

June 2023

## Police and Crime Commissioner's Foreword



An average of 2,100 hate crimes are recorded by Devon and Cornwall Police each year. Over the past few years these numbers have been increasing and concerns over this increase has been raised with me by members of the public, and by the Police and Crime Panel<sup>1</sup>.

I believe that everyone has a right to live, work and enjoy leisure time in a place that they feel safe from crime, and that's why my vision for Devon and Cornwall, as laid out in my Police and Crime Plan<sup>2</sup> includes making our area the safest place in the country.

Being a victim of any type of crime can be traumatising and have long lasting impacts for those affected, but hate crimes can be especially traumatic. Victims of hate crime often know that they have been targeted because of a specific part of their identity, and this can be particularly compounding, especially for those who already feel more vulnerable or marginalised in our society.

Whether a victim then has a positive or negative experience of the police and the wider criminal justice system can significantly affect their ability to recover from the impact of hate crime, as well as having a considerable impact on public trust and confidence in policing.

I therefore established this scrutiny inquiry to better understand why police recorded hate crime is increasing, and also to review Devon and Cornwall Police's approach to tackling hate crime, including how well victims are being treated.

What I have found is that whilst police recorded hate crime in Devon and Cornwall is increasing, crime data cannot tell us the full story. Increases in police recorded hate crime are as likely to represent increases in hate crime reporting, as they are likely to represent actual increases in hate crimes being committed.

However, with this scrutiny inquiry I wanted to look beyond the numbers. Through speaking to people with lived experience of hate crime it is clear that for those who have been victims, or who are fearful of becoming victims, hate crime remains a serious issue, and one which can have a considerable impact on people's lives, particularly for those from minority or marginalised communities.

I am however assured that Devon and Cornwall Police are working hard to tackle hate crime and it is clear that the force is striving to provide a good service to victims. There

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<sup>1</sup> <https://www.devonandcornwall-pcc.gov.uk/about-us/police-and-crime-panel/>

<sup>2</sup>

[https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/14286%20PCC%20\(Police%20&%20Crime%20Plan%202021-25\)\\_WEB.pdf](https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/14286%20PCC%20(Police%20&%20Crime%20Plan%202021-25)_WEB.pdf)

remain some challenges to address if we are to deliver an improved experience for all victims of hate crime, but overall I am satisfied with the way that Devon and Cornwall Police are responding to hate crime.

I would like to thank everyone who contributed to this report, including police officers and staff, members of the public and partner organisations, whose openness to sharing their knowledge and experience was invaluable in the production of this report.

## 1. About this scrutiny inquiry

1.1. Through this scrutiny inquiry the Commissioner sets out to:

- Examine hate crime prevalence across Devon and Cornwall, including increases in police recorded hate crime and trends in geography and crime type, and the prevalence of violent crime;
- Review the effectiveness of the force's strategic and policing response to hate crime and how this meets the needs of victims and the wider public;
- Hold the Chief Constable to account in any areas where the force appears to fall short in its response.

1.2. In undertaking this inquiry, the Commissioner reviewed hate crime data as recorded by Devon and Cornwall Police. The Commissioner also reviewed reports and written responses provided by Devon and Cornwall Police, detailing their working practices and policies in relation to hate crime.

1.3. In addition the Commissioner consulted the following people as part of the review:

- Devon and Cornwall Police's Hate Crime Lead
- Devon and Cornwall Police's Diverse Communities Team
- Child Centred Policing Lead Inspector
- Professionals who deliver support services to victims of hate crime
- People with lived experience of hate crime

## 2. What is hate crime?

2.1. In England, Wales and Northern Ireland the agreed definition of a hate crime is any criminal offence which is perceived by the victim or any other person to be motivated by hostility or prejudice towards a person's:

- race or perceived race
- religion or perceived religion
- sexual orientation or perceived sexual orientation
- disability or perceived disability
- transgender identity or perceived transgender identity

2.2. Devon and Cornwall Police also recognises and records crimes motivated by hostility or prejudice towards a person's sex or gender as hate crimes. Crimes motivated by other forms of hostility or prejudice (i.e. alternative subcultures, age, hair colour, body size etc) can also be recorded as hate crime.



### 3. Commissioner's findings and observations

#### **Police recorded hate crime in Devon and Cornwall is increasing, but this does not tell the whole story**

- 3.1. Police recorded hate crime has been increasing consistently over the past 3 years in Devon and Cornwall, and this reflects increases in hate crime nationally. Whilst we know that hate crime is still significantly under reported, it is likely that recent increases in police recorded hate crime are at least in part due to increased reporting, and in some cases, improved recording practices by the police.
- 3.2. However, many of the people we spoke to felt that crimes motivated by hate are happening more frequently, and some felt more fearful of hate crime than previously, and this public perception of hate crime and risk is concerning.

#### **Whilst around half of hate crime reports are recorded as types of violence, violence with injury represents a small proportion of hate crime**

- 3.3. In 2021/2022, 47% of hate crimes recorded in Devon and Cornwall were related to violence. This includes stalking and harassment, violence without injury (for example verbal threats) and violence with injury. Of these 'violent' hate crimes, the largest proportion are stalking and harassment reports, with violence with injury representing 11% of all crimes.
- 3.5. More than half of stalking and harassment offences related to malicious communications, which includes offences committed online. It is important not to in any way diminish how serious these crimes are and the impact that these crimes will have on victims. However, this inquiry has not identified significantly increasing levels of physical violence motivated by hate.

#### **The Police are working hard to tackle hate crime and provide a good service to victims**

- 3.4. Devon and Cornwall Police have a range of interlinking strategies and initiatives in place prevent hate crime, bring offenders to justice, increase hate crime reporting and support victims to recover from the impact of hate crime.
- 3.5. **Diverse Communities Team (DCT):** The team has a significant role in the force's approach to tackling hate crime. The team works hard to build relationships with local communities and partners to address barriers to reporting hate crime, improve confidence in policing, as well as providing safety and crime prevention advice. They also use intelligence and data to inform more targeted policing activity (such as working to prevent repeat victimisation), support investigations and input into force wide hate crime training.
- 3.6. **Work with schools:** The Child Centred Policing Team work closely with schools and colleges to raise awareness around hate crime, provide guidance and

support to teachers and school staff, and build positive relationships between the police and children and young people.

- 3.7. **Victim services:** The Victim Care Unit contacts all victims of hate crime to ensure that they are provided with the opportunity to benefit from specialist support services or signposting for non-crime related needs. Victims can now also benefit from an Independent Victim Advocate who will undertake a full needs assessment and put together a bespoke support plan for the victim, which may include services who specialise in supporting people with particular protected characteristics.
- 3.8. **Force led scrutiny and learning:** The force runs a range of hate crime scrutiny panels, references groups and a hate crime improvement group, all of which assist the force in continually reviewing its approach to hate crime. Community and lived experience perspectives are included in this scrutiny through independent advisors. These panels and groups provide both force wide learning, and specific feedback to individual officers and supervisors where appropriate.

**Some persistent issues remain for the policing of hate crime, which means that not all hate crimes are reported to the police, and some victims of hate crime do not have a positive experience of the police**

- 3.9. The reasons for these persisting issues are complex and many are not unique to Devon and Cornwall, but some key barriers to improving the way that the police respond to hate crime in Devon and Cornwall have been identified through this scrutiny inquiry.
- 3.10. **Reporting hate crime through the 101 service:** Despite hate crime victims being considered priority callers, the police are taking too long to answer these calls. HMICFRS judged that the force were 'inadequate' overall in how they manage and respond to 101 and 999 calls in their recent PEEL inspection report<sup>3</sup>, and the people with lived experience of hate crime we spoke to, and professionals who work with them, also identified 101 wait times as a considerable barrier to reporting, and a source of additional stress and potential trauma for victims. The force needs to improve its 101 service overall, if it is going to improve the service that it provides to victims of hate crime.
- 3.11. **Hate crime investigations:** The quality and timeliness of all crime investigations was judged by HMICFRS as 'requires improvement' in their recent PEEL report, and the force have acknowledged that this standard is reflected across hate crime investigations. Those with lived experience of hate crime have also told us that investigation delays and poor outcomes can be re-traumatising for victims, as well as deterring them from reporting hate crimes in the future.

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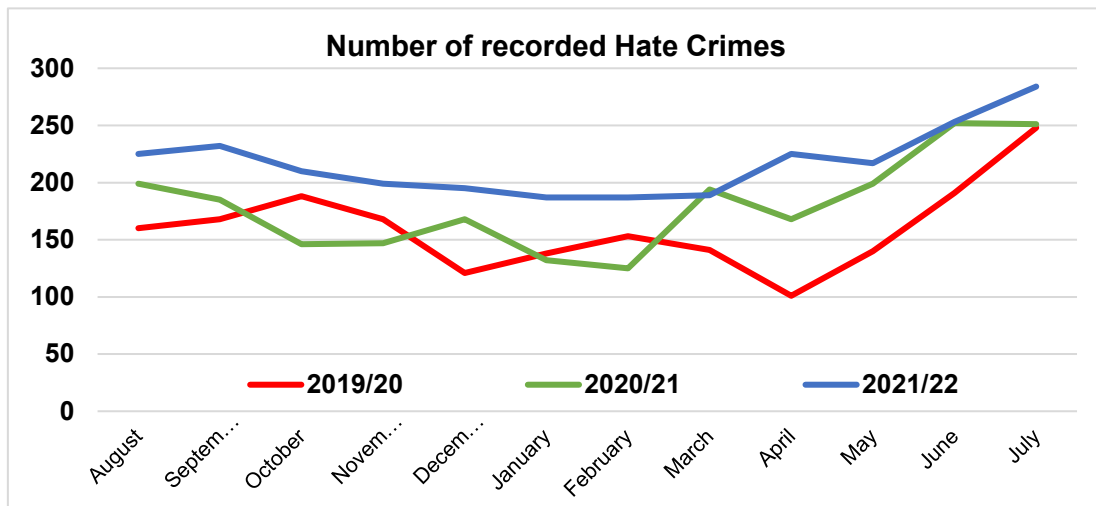
<sup>3</sup> <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-assessment-2021-22-devon-and-cornwall/>

- 3.12. The force does recognise the importance of improving hate crime investigations, and its Diverse Communities Team (DCT) provide specialist assistance and advice to investigators working on hate crime cases. Recognising the specific vulnerabilities of victims of hate crimes and the specialist approach needed for investigation, the force has made plans to move hate crime investigations to its Moonstone team, which currently runs domestic abuse investigations, but this has not yet been implemented.
- 3.13. **Hate crime training for police officers and staff:** Some of the people we heard from said that they had experienced police officers using language that they perceived to be discriminatory and others felt that policing responses were not trauma informed. Given the limitations of this inquiry, we cannot be sure that these experiences are entirely representative, but the current hate crime training offer for both police officers and staff is limited, and the force has itself recognised that there is a need to review and improve on the training that officers and staff are currently provided with.
- 3.14. **Lack of confidence and trust in the policing of hate crime:** This is influenced by a range of factors including individual or community prior experiences of reporting hate crime, as well as the wider narrative around legitimacy and confidence in policing nationally. However this lack of confidence has a significant impact on whether victims report hate crime to the police and/or seek out victim support services.
- 3.15. Overall, I recognise these areas for improvement have already been identified by the force, and I am satisfied that appropriate steps are being taken to deliver continued improvement for victims of hate crime.

## 4. Hate crime prevalence

### Police recorded hate crime in Devon and Cornwall

- 4.1. Crime data, by its nature, can only tell us about crimes that are reported to and recorded by the police. However, whilst recognising that this can only tell us part of the story, police recorded hate crime data is a useful starting point to help us better understand the hate crime picture in Devon and Cornwall.
- 4.2. Hate crime currently accounts for around 2.5% of all recorded crime in Devon and Cornwall. Over the past three years, recorded hate crime has increased. In the 12 months to July 2022, 2,603 hate crimes were recorded in Devon and Cornwall. This is a +20.2% increase compared to the previous year and a +36% increase compared to the two previous years.

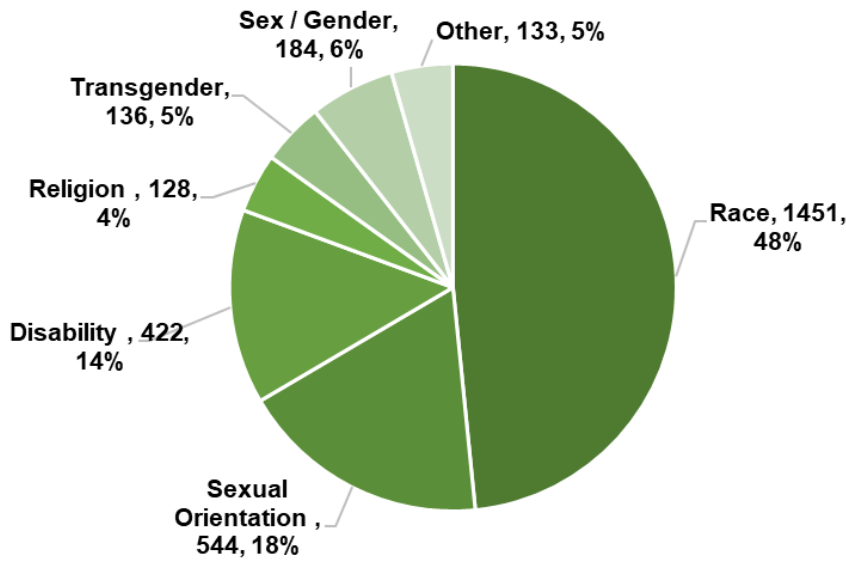


- 4.3. In the last year, most (47%) hate crimes were related to violence, broken down as:



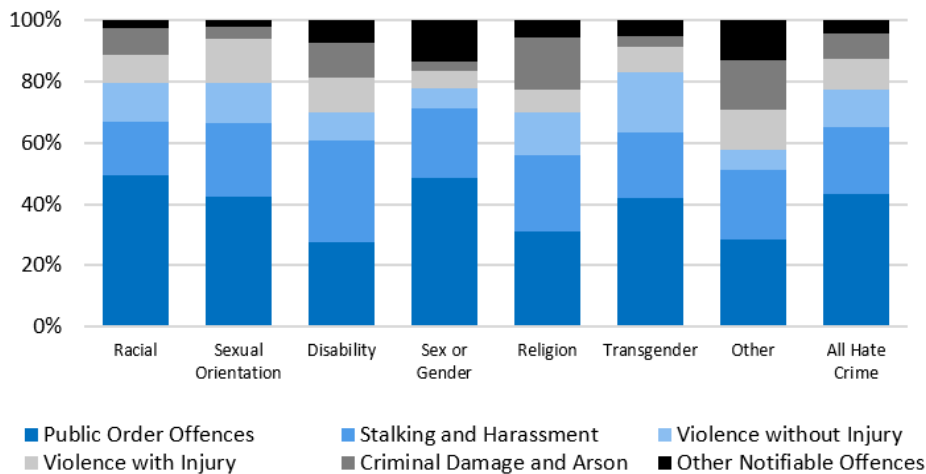
- 4.4. More than half of Stalking and Harassment offences related to malicious communications, which includes offences committed online. An additional 41% of hate crimes were related to Public Order offences. This includes a range of behaviours, including the use of abusive, insulting, or threatening language.
- 4.5. Nearly half of all hate crimes were motivated by race (48%), followed by sexual orientation (18%) and disability (14%)<sup>4</sup>.

<sup>4</sup> **NB:** hate crimes can have more than one motivation (i.e., one offence may be motivated by both race and religion).

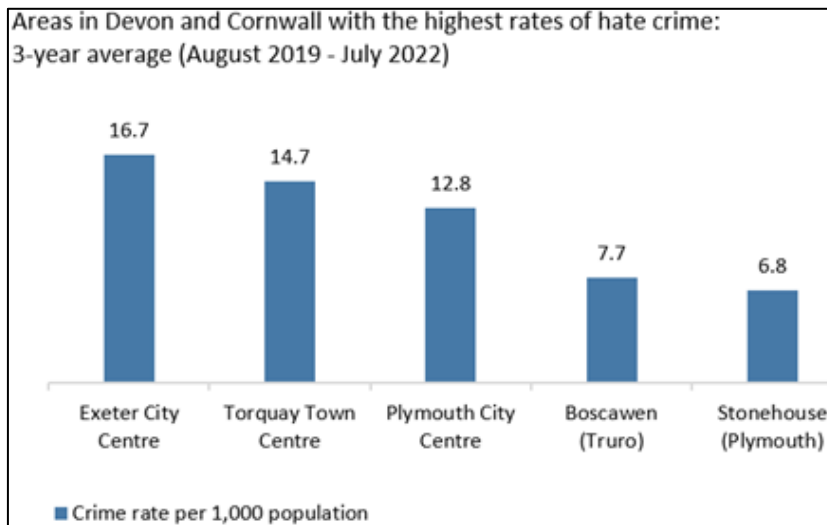


4.6. Crime data also shows the relationship between offence type and motivation. The graph below shows that (when compared to all hate crime) a higher proportion of racial and sex or gender motivated hate crimes are public order offences, a higher proportion of disability and religiously motivated hate crimes are stalking and harassment offences, a higher proportion of hate crimes motivated by sexual orientation are violence with injury offences and a higher proportion of hate crimes motivated by religion are criminal damage and arson offences.

Recorded hate crime in Devon and Cornwall by offence type (%)  
12-months to March 2022



4.7. Most hate crimes occur in city or town centre locations, including Exeter City Centre, Torquay Town Centre and Plymouth City Centre. This trend coincides with the areas that have the highest rates of total crime in Devon and Cornwall.



- 4.8. According to Devon and Cornwall's crime data, the majority of victims of hate crime are aged between 35 and 50 years old. However, victims of violent hate crime are younger than the average age of a hate crime victims. Over the last three years<sup>5</sup> 44% of victims of violent hate crime were under the age of 25 (compared to 28% of all hate crimes).

#### Comparisons with the national picture

- 4.9. Whilst recognising that Devon and Cornwall have experienced increases in the number of recorded hate crimes, the force area is not an outlier in this trend and similar increases have been seen across police forces nationally. In the last year hate crime increased by 26% in England and Wales<sup>6</sup>.
- 4.10. We can also see similar trends in crime types with most hate crime nationally relating to public order offences (51%) and stalking and harassment (22%).
- 4.11. Likewise, the most prevalent motivations for hate crime nationally are also similar to those seen in Devon and Cornwall, with race (70.5%), sexual orientation (16.8%) and disability (9.1%) the most prominent motives.

#### Factors influencing the increase

- 4.12. It is widely understood that one of the key drivers behind recent increases in police recorded hate crime is an improved awareness and understanding of what constitutes hate crime amongst both the police and the public. This has led to more hate crimes being reported to the police and more crimes being correctly identified as hate crimes.

<sup>5</sup> 2019/20, 2020/21 and 2021/22

<sup>6</sup> [Hate crime, England and Wales, 2021 to 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2021-to-2022)

- 4.13. However, it is also likely that hate crime incidents themselves are increasing, which may in part be influenced by an increase in hate crimes being committed online<sup>7</sup>.
- 4.14. Past research has also found that the number of recorded hate crimes can often surge following high-profile incidents and events that receive a considerable level of public attention such as the Black Lives Matter movement and the Covid-19 pandemic. Events like these have the ability to not only increase incidents of hate crime and incidents (as was experienced by members of the Asian community during the Covid-19 pandemic) but also make communities most impacted by hate crime, and wider society, less tolerant to hatred and therefore increase reporting. For example, both nationally and locally, there was an increase in reports of hate crimes motivated by race following the death of George Floyd in May 2020 and the founding of the Black Lives Matter movement.
- 4.15. The majority of people that we heard from through our engagement with communities and relevant third sector organisations said that they felt that hate crime is increasing, and that people are more fearful of becoming a victim of hate crime. In particular people talked about:
- The increase in online hate incidents and hate crime, in particular social media making it easier for hate groups to spread their messages to a wider audience, e.g. the rise of Incel groups, which can in turn normalise hate speech and also influence people's behaviour in the 'real world';
  - The impact of media and political influences in popularising narratives of blame, encouraging intolerance, and fuelling polarised views – "culture wars";
  - Police recorded hate crime figures only representing a small proportion of actual hate crime, and non-reporting being mainly down to a lack of confidence in policing;
  - Concerns about the hate speech and attitudes growing amongst children and young people, in particular hate related bullying going unrecognised and unreported by schools, fuelling harmful behaviour and 'victim-blaming' attitudes amongst young people. This is further compounded by the impact of 'influencers' such as Andrew Tate;
  - Their 'differences' being more visible in smaller, less diverse communities which are common across Devon and Cornwall, and many felt that they were more likely to be targeted;
  - The experiences of refugees in Devon and Cornwall and lack of public understanding around this;
  - That having lived experience of hate crime, or a job working with/supporting victims can have a considerable impact on people's feelings of safety.

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<sup>7</sup> <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/hate-crime-scoping-study/>

## 5. Tackling hate crime

### Force Equality Objectives

- 5.1. Tackling hate crime and protecting those at risk of targeted abuse and violence is one of the key themes of Devon and Cornwall Police's Equality Objectives 2022-2025. There are four objectives relating specifically to hate crime:
- Raise awareness and increase reporting of hate crime across all diverse communities;
  - Develop and establish effective third-party reporting mechanisms for victims of hate crime across all protected groups;
  - Work in partnership to ensure that hate crime outcomes include a range of relevant suitable disposal options including community resolution, diversion and education and prosecution;
  - Deliver very high-quality investigative standards, with rigorous supervisory oversight.
- 5.2. These objectives are key drivers for the hate crime business plan which sets out the force's overall approach to tackling hate crime.

### Engagement with communities and schools

- 5.3. The Diverse Communities Team (DCT) is comprised of 12 police officers and staff working across the four BCU areas, led by an Inspector. The team and works with police colleagues, partners and communities to address the threat of hate crime across Devon and Cornwall.
- 5.4. A key part of the team's prevention work is their ongoing engagement with communities who may be vulnerable to hate crime. Examples of this include working with asylum seekers at accommodation sites across the peninsula, building relationships with people with learning disabilities (via day centres and supported living organisations), and work to support with the Hong-Kong community in Exeter. 'Building bridges' with communities in this way enables the police to understand the emerging issues they may be facing, as well as being able to offer crime prevention and safety advice and guidance.
- 5.5. However, the team has a finite amount of resource and capacity to carry out this work and a significant challenge for the team is engaging with people who may be less connected to other services and are more difficult to reach (i.e. someone with a learning disability who lives independently and does not attend a day centre or support group).
- 5.6. There is also now a growing demand for the work of the DCT across the cities of Exeter and Plymouth due to the impact of increasing populations and changing demographics, as well as the rises in police recorded hate crime. This means that the team is often working beyond its capacity, which is unlikely to be sustainable into the future.



- 5.7. The Forces' Child Centred Policing team works with schools and educational settings to increase children and young people's understanding of hate related issues and promote information sharing around hate crime (or other matters) with the police. The team have recently conducted a hate crime survey with schools across Devon and Cornwall, to understand their experience of hate crime and their confidence in reporting to the police. The survey has helped the team to identify hate crime types which are most likely to occur in schools, and the kinds of additional support schools need from the police, which included direct work with student victims and perpetrators, early intervention support to manage situations as they arise, improving students understanding of hate crime and incidents, and advice on thresholds and when to report to the police.
- 5.8. As a result of the survey, the team have developed a hate crime reporting flowchart and worked with schools to provide guidance about how best to respond to hate offences. This has included the development of a fact sheet which has been shared with school safeguarding leads to help them identify hate incidents and to prompt reporting.
- 5.9. The force hosts a website especially for headteachers, where information about crime and young people is regularly shared. There is a page dedicated to hate crime, including advice and guidance about contacts and support in the event of a hate incident.
- 5.10. However, as with the DCT, the Child Centred Policing team has a finite resource to work in a face to face capacity with schools, and provide the additional support that schools are asking for to help them manage and prevent hate crime and hate incidents.

#### Campaigns and events

- 5.11. The force has a Zero Tolerance to Hate Crime Campaign, which was rebranded in 2022. This includes posters and stickers placed in public settings to make offenders, and victims, aware that Devon and Cornwall Police have a zero-tolerance approach to hate crime, and action will be taken when reports are made. To ensure that the campaign remains current and effective, the force are currently reviewing their approach through a task and finish group with independent advisors.
- 5.12. The DCT are heavily involved in community events such as the Respect and Pride festivals and national hate crime awareness week, and take all opportunities to meet with local people and raise awareness of hate crime.

#### Working with local partners

- 5.13. Community Safety Partnerships (CSP) can also play a significant role in combatting hate crime in communities. As members of all nine CSPs across the peninsula, the police work alongside council, health and other public agencies to address community safety issues including on hate crime. Exeter's Community Safety Partnership includes 'hate crime and extremism' as one of its priority areas and in their October 2022 meeting, the police provided input around hate

crime trends which supported a multi-agency discussion on what the partnership may do to understand the true extent of hate crime in Exeter through engagement with communities.

### Use of crime data and intelligence

- 5.14. The force brings together the DCT, sector inspectors, neighbourhood teams specialist problem solvers and partners at Tactical Information Management meetings to analyse crime and incident data and identify repeat victims, offenders and hotspot locations.
- 5.15. The DCT also have a role in identifying emerging threats that could impact protected groups across Devon and Cornwall, including local and national high profile issues or rising tensions.
- 5.16. All intelligence is fed into daily management meetings. This ensures that information about hate crime is shared regularly and that emerging issues are addressed and accounted for in day-to-day policing, including identifying repeat victims. Actions that could be taken to address emerging threats may include officer patrols in identified hotspots, or the development of problem-solving plans.

### Initial response and investigations

- 5.17. Recognising the seriousness of hate crimes and the impact on victims, reports of hate crimes via 101 are prioritised (along with calls relating to domestic abuse, sexual violence, missing persons and road traffic collisions) and the police aim to answer these calls within in 5 minutes. However, demand and pressures on the 101 service mean that the police are consistently failing to meet this target. In the 12 months to April 2023 the average time it took to answer hate crime related 101 calls was 23 minutes and 31 seconds.
- 5.18. The time taken by Devon and Cornwall Police to answer 101 and 999 calls is an area that the Commissioner has been consistently monitoring and challenging the force to improve for a number of years, including the publication of a scrutiny report on the 101 service in January 2021<sup>8</sup>. These concerns were also recognised by HMICFRS following their most recent annual inspection of Devon and Cornwall police where the force was judged as ‘inadequate’ at responding to the public, and the need to improve the time taken to answer emergency and non-emergency calls was highlighted as an area for improvement<sup>9</sup>.
- 5.19. Reported incidents of hate crime are assessed by the police using the THRIVE<sup>10</sup> risk assessment model in the contact centre to determine the urgency of the police response. HMICFRS also reviewed the force’s use of the THRIVE model

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<https://devonandcornwall.s3.amazonaws.com/Documents/About%20Us/Scrutiny/101%20Scrutiny%20Panel%20Findings%20and%20Recommendations%20Report%20Published%20January%202021.pdf>

<sup>9</sup> <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-assessment-2021-22-devon-and-cornwall/>

<sup>10</sup> <https://www.college.police.uk/guidance/vulnerability-related-risks/introduction-vulnerability-related-risk>

and vulnerability checks (for all crime types) as part of their PEEL inspection and found that call takers did not always check for vulnerability at first point of contact, or (due to incessant demand) always record their assessment of the callers' vulnerability, which may impact the appropriateness of the force's response and the service the victim receives. In response to these findings the force have recently refreshed their THRIVE training and are conducting peer reviews to drive up standards in this area.

- 5.20. The force investigates all reports of hate crime and has policies and procedures in place to guide their processes. Hate crimes are investigated by patrol officers or neighbourhood teams, unless the crime is very serious in nature, at which point it will be escalated to detectives in the Crime Investigation Department. All hate crimes should have an operational response plan, with an Inspector reviewing each crime when the investigation is complete to ensure that all appropriate actions have been taken.
- 5.21. The DCT are able to support and advise investigating officers on hate crime investigations, where they can bring their expertise in hate crime, and their knowledge and experience of working with particular communities to strengthen the investigation and overall policing response.
- 5.22. However, HMICFRS' PEEL report judged Devon and Cornwall Police's ability to investigate crime as 'requires improvement'. While the inspection did not consider the way that the force investigates hate crimes specifically, when reviewing investigations of all crime, inspectors found that some investigations were not as thorough as they should be and that investigation plans were not always completed properly, which could have a considerable impact on the likelihood of perpetrators being identified.
- 5.23. The force have acknowledged that the quality of hate crime investigations needs to improve. Recognising the specific vulnerabilities of victims of hate crimes and the specialist approach needed for investigation, the force have recently committed to moving the investigation of hate crimes into the same teams that investigate domestic abuse crimes (Moonstone) to allow for a more consistent victim-focussed approach. However this has not yet been possible due to capacity issues within the Moonstone team and the timescales for when this may be achievable remain unclear.

### Outcomes

- 5.24. The Force's offender outcome rate for hate crime is lower than for other crime types. In 2020/21, around 9% of hate crimes in Devon and Cornwall resulted in a charge/summons (this was 11% for all crime). Whilst these rates are consistent with the national picture, improving outcome rates is a key priority for the force in tackling hate crime.
- 5.25. The force have recently undertaken dip sampling activity of hate crimes cases where the suspect was identified, and the victim was supportive, but the case was finalised as not proceeded with. Key recommendations from this review include the need to promote the use of community resolution (rather than words

of advice) and also the importance of the Inspector review at the completion of the investigation.

- 5.26. Whilst referral rates to the CPS are lower than for other crime types, the conviction rate for those hate crimes that are referred to the CPS, is good. A quarterly meeting has been established between hate crime leads in the police and CPS to improve police referral rates. The force are also delivering
- 5.27. Restorative justice approaches can be successfully used in many hate crime cases to give offenders an insight into the impact of their actions and provide a satisfactory outcome for victims. The force acknowledges that there is a need to seek out restorative justice outcomes more often in cases of hate crime and over the last year or so the DCT have specifically been working with investigating officers to increase referrals to restorative justice services.

### Training

- 5.28. The College of Policing have not published any guidance around hate crime training meaning that there is no standard or consistent approach to hate crime training across forces.
- 5.29. Devon and Cornwall Police currently provide student police officers with 90-minutes of hate crime training through their initial training, which is part of a national curriculum accredited by the University of South Wales.
- 5.30. An online hate crime training package, ilearn (developed by West Yorkshire Police), was rolled out by the force during 2021. This is non-mandatory awareness raising tool but is available to all officers and staff.
- 5.31. Jointly with the CPS the force is delivering an awareness raising training session specifically for Inspectors and Sergeants on hate crime investigation and improving referrals to the CPS.
- 5.32. Further hate crime awareness packages have been developed by the DCT and are undertaken by officers where issues have been identified as part of a hate crime review. The team also run hate crime awareness sessions for departments when requested and ad hoc force wide hate crime training days.
- 5.33. Hate crime training is also provided to call handlers in the contact centre to help them effectively identify and respond to victims of hate crime, which includes listening to and answering live calls, as well as formal training packages covering protected characteristics and how to deal with hate crime reports.
- 5.34. Recognising that there is a need to improve the amount and quality of hate crime training available to police officers and staff, a mapping exercise is currently being undertaken in force to understand all hate crime training provided to officers and staff of all levels of experience, and quality assuring the inputs for

relevance and accuracy where possible. The force has also recognised that there is a need to provide refresher hate crime training to experienced officers and staff, particularly because the landscape is changing so quickly, and case law is continually being updated.

### Force led scrutiny and learning

- 5.35. The force operates a range of hate crime scrutiny panels and reference groups which all provide feedback on how the Force can improve victim services and performance. The force's hate crime scrutiny panel includes independent advisors who offer an external community perspective, and in many cases, lived experiences of hate crime. Representatives of the Force also sit on the CPS scrutiny panel which features hate crime cases.
- 5.36. Representatives from the force attend the Regional Hate Crime Working Group which helps to ensure that regional and national best practice is understood and applied locally.
- 5.37. Identified learning and areas for improvement inform the hate crime business plan as well as the agenda for the internal hate crime improvement group. Force wide messaging is used where appropriate and feedback is also made to individual officers and supervisors as required.
- 5.38. The Force policy and working practices on hate crime are regularly reviewed and aligned with national guidance from the College of Policing<sup>11</sup>.

## **6. Under reporting**

- 6.1. Whilst under-reporting occurs for all types of crime, the under-reporting of hate crime is a particular issue.
- 6.2. The 2014 Leicester Hate Crime Project, which engaged with over 4,000 people from a diverse range of backgrounds and recorded the views of 1,421 victims of hate crime, suggested that as few as 10% of victims of hate crime reported the offence, despite the majority of participants being able to recall events that could be considered hate crime.<sup>12</sup>
- 6.3. The issue of under-reporting is considered a significant limitation to the success of any hate crime prevention strategy.<sup>13</sup> Previous analysis of the Crime Survey for England and Wales (CSEW) data shows that over 50% of respondents did not report incidents because of potentially negative perceptions of the police<sup>14</sup>.

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<sup>11</sup> <https://www.college.police.uk/app/major-investigation-and-public-protection/hate-crime>

<sup>12</sup> Chakraborti, N., Garland, J. & Hardy, S., (2014), *The Leicester Hate Crime Project: Findings and Conclusions Executive Summary*, Leicester: University of Leicester

<sup>13</sup> Mark, A. W., Rupert, B. & Wiedlitzka, A., (2016), *Preventing Hate Crime: Emerging practices and recommendations for the improved management of criminal justice interventions*, University of Sussex

<sup>14</sup> Home Office, Office for National Statistics and Ministry of Justice, (2013b), *An overview of hate crime in England and Wales*: Appendix tables. Available: <https://www.gov.uk/government/statistics/an-overview-of-hate-crime-in-england-and-wales>

- 6.4. This finding was further reinforced by a 2019 study which highlighted that, compared to victims of non-bias motivated crimes, hate crime victims were significantly less likely to cite that they did not report because ‘the police couldn’t do something’ but were significantly more likely than other victims to not report because they believed that ‘the police wouldn’t do something’.<sup>15</sup>

### Local findings

- 6.5. These findings are compounded by our own locally conducted research where we found that communities had very similar reasons for not reporting hate crimes to the police, which included:
- Normalisation of hate: E.g. the harassment of women in the night-time economy which is often tolerated/normalised (sometimes also racially motivated). People do not always recognise what has happened to them as a hate crime, or do not think that the police will recognise it.
  - Culture and accountability in schools: Hate incidents being dealt with internally (or not at all) by schools and not reported to the police. Whilst schools not wanting to unnecessarily criminalise children maybe a factor, there is concerns that victims are not always getting the support they are entitled to, and some hateful behaviour may not be appropriately addressed.
  - Fear: Victims’ concerns about repercussions of reporting and being more vulnerable to repeat victimisation. In addition victims who are seeking asylum may be less likely to report due to concerns about the impact on their asylum application, as well as pre-conceptions that stem from the treatment that they may have experienced by the police in their own country.
  - Lack of confidence/trust in policing: Often influenced by previous interactions with the police, including previous experiences of reporting hate crimes to the police.

### Addressing the barriers to reporting

- 6.6. Devon and Cornwall Police are actively working to address barriers to reporting. The DCT play a key role in this and as outlined earlier in this report, engage with local communities to establish relationships of trust. Through these relationships and connections, as well as hearing community concerns and providing advice and guidance, these regular positive interactions with minority groups can help to boost confidence in the police, promote reporting methods, and help people to understand their rights and entitlements and how to access the available support if they have been a victim.
- 6.7. The DCT also works with service providers, support groups, charities and public bodies to raise awareness of hate crime and promote reporting, including explaining methods of reporting such as third party reporting and TrueVision<sup>16</sup> services. The force has developed a QR code for reporting hate incidents and

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<sup>15</sup> Lantz et al, (2019), *Reporting Racist Hate Crime Victimization to the Police in the United States and the United Kingdom: A Cross-National Comparison*, 60(4), British Journal of Criminology

<sup>16</sup> <https://www.report-it.org.uk/>

has promoted it in communities and areas identified as having an extra need such as schools, hospitals, public transport, universities, and some bars and pubs.

- 6.8. Similarly, the work that the Child Centred Policing Team undertake with schools can help to improve children and young people's view of the police, and build positive and trusted relationships with schools to enable the reporting of hate crime to the police, where appropriate.

## 7. The victim experience

### Impacts of hate crime on victims

- 7.1. Victims of hate crime report a range of emotional and psychological impacts such as fear, shock, sadness, shame and long-term mental health issues<sup>17</sup>. Many of the people we heard from talked about feeling less safe in their community following their experience, and that experiencing hate online can impact feelings of safety and confidence in that sphere, but also in the 'real world'.

### Experiences of the police and the criminal justice system

- 7.2. As highlighted earlier in this report, some victims are not reporting hate crime to the police because they have had a negative experience of the police and/or reporting crime previously. These negative experiences range from inappropriate responses by police when initially reporting the crime, poor communication and updates on the progression of the investigation, lack of appropriate support and dissatisfaction with the criminal justice outcome<sup>18</sup>.
- 7.3. The people we heard from during our research shared their experiences of reporting hate crime and other crime to the police including:
- Some feeling that police officers did not understand hate crime and/or recognise it as such;
  - Experiences of reporting hate crime (including violent hate crimes) and a perception of the police not taking any/the right action;
  - Feeling that the policing response is not always trauma informed (i.e. victim blaming and shaming);
  - Experiences of language from police officers which was perceived to be homophobic or discriminatory, and in some cases a perceived lack of cultural awareness/sensitivity;
  - Long wait times for 101, which some felt could cause further anxiety and trauma for the victim;
  - Victims not being kept informed about the progress of the investigation;
  - Delays in the system/court process which many felt could also lead to re-traumatisation.

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<sup>17</sup> <https://www.bl.uk/collection-items/the-experiences-of-victims-of-hate-crime>

<sup>18</sup> Ibid

- 7.4. Some of the people we spoke to had more neutral or positive experiences of the reporting of hate crime, but most had received an inconsistent service, i.e. the initial response to the report of the hate crime was good, but the follow up was poor.

#### Victim's rights and entitlements

- 7.5. Victims of all crime are entitled to receive a minimum level of service, as set out in the Victims Code of Practice (VCOP). It details 12 entitlements, including the right to be understood, the right to have details of the crime recorded without delay, and the right to be kept informed<sup>19</sup>.

Under the VCOP, victims of hate crime are regarded as 'priority victims' and are entitled to an enhanced level of service. This means that updates and information must be provided to the victim within 1 day of it being known, in comparison to 5 days for a 'non-priority' victim.

- 7.6. Victims are also entitled to support from victim care services under the VCOP.

#### Support for victims

- 7.7. One way that Devon and Cornwall Police assesses victims support needs is through a Victim Needs Assessment (VNA). The VNA is conducted shortly after the crime is reported, and it is expected that all victims should have their needs assessed. In the 12 months to March 2022, 86% of hate crime victims in Devon and Cornwall received a VNA. This is compared to 89% of victims of all crime over the same period.
- 7.8. All victims of hate crime are contacted by the Victim Care Unit (VCU), regardless of whether they stated they needed assistance to cope or recover from the crime. This ensures that all victims of hate crime are provided with the opportunity to benefit from support from a specialist support service and/or can be signposted to support for any non-crime related needs (i.e. bereavement services, mental health services), and receive crime prevention advice.
- 7.9. The Police and Crime Commissioner is responsible for commissioning support services for victims of crime in Devon and Cornwall. Services that support victims of hate crime, include Victim Support<sup>20</sup>, Young Devon, Intercom Trust, Safer Stronger Consortium and Living Options.
- 7.10. As of January 2023, the VCU are now able to refer a victim into Victim Support where they will be allocated their own Independent Victim Advocate (IVA), who will complete a full needs assessment and put together a bespoke support plan. The IVA can work closely with those specialist services who work with people with protected characteristics to ensure the victim is fully supported, which may be particularly beneficial for hate crime victims.

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<sup>19</sup> <https://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime>

<sup>20</sup> <https://www.victimsupport.org.uk/>



- 7.11. Victim Support services are also available to victims regardless of whether they have reported a crime to the police. They provide free confidential support 24 hours a day, 365 days a year for people affected by crime and traumatic events for as long as it is needed. The Devon and Cornwall service is delivered locally through skilled staff and in partnership support organisations. These services are closely linked into the (Victim Support) National Homicide Service providing a dedicated, comprehensive service for those bereaved by murder and manslaughter and our national Support line.
- 7.12. In addition the DCT works with victims of hate crime, particularly repeat victims, and those making complaints to the police around hate crime issues to ensure that victims receive the support they need and have a positive experience of reporting crime.
- 7.13. The force also regularly conducts victim satisfaction surveys by phone to inform learning and improvements. Survey feedback suggests that most (73%) hate crime victims are satisfied with the service they receive from Devon and Cornwall Police (April 2022 – January 2023).
- 7.14. Around 16% of hate crime victims did express a level of dissatisfaction. This may be influenced by a number of factors, including whether the victim was kept regularly informed about their case, ease of contact with the police, and whether any formal action was taken against an offender.
- 7.15. Despite the vast array of processes and services in place with the aim of providing a good service to victims of hate crime, the Force acknowledges that the service currently provided does remain variable. As already outlined in this report, the quality and timeliness of investigations remains an area for improvement (which is consistent with other crime types).

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True Vision Stop Hate Crime, The police don't tolerate hate crime: Why should you?

<https://www.report-it.org.uk/>

Victim Support

<https://www.victimsupport.org.uk/>

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## DEVON AND CORNWALL POLICE AND CRIME PANEL

15<sup>th</sup> September 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 11<sup>th</sup> May 2021 is shown in the table below. This report covers the period up to 22<sup>nd</sup> August 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 <sup>th</sup> May – 7 <sup>th</sup> September 2021          | 0                   | 0                             | 0                               | 0        | 0  | 0                   |
| 8 <sup>th</sup> September – 20 <sup>th</sup> October 2021      | 0                   | 0                             | 0                               | 0        | 0  | 0                   |
| 21 <sup>st</sup> October - 15 <sup>th</sup> December 2021      | 1                   | 1                             | 0                               | 1        | 0  | 1*                  |
| 16 <sup>th</sup> December 2021 – 14 <sup>th</sup> June 2022    | 1                   | 1                             | 0                               | 1        | 0  | 1*                  |
| 15 <sup>th</sup> June 2022 - 7 <sup>th</sup> September 2022    | 0                   | 0                             | 0                               | 0        | 0  | 0                   |
| 8 <sup>th</sup> September 2022 - 7 <sup>th</sup> November 2022 | 0                   | 0                             | 0                               | 0        | 0  | 0                   |
| 8 <sup>th</sup> November 2022 - 3 <sup>rd</sup> January 2023   | 1                   | 1                             | 0                               | 1        | 0  | 1*                  |
| 4 <sup>th</sup> January 2023 - 14 <sup>th</sup> June 2023      | 0                   | 0                             | 0                               | 0        | 0  | 0                   |
| 15 <sup>th</sup> June 2023-22 <sup>nd</sup> August 2023        | 0                   | 0                             | 0                               | 0        | 0  | 0                   |
|  |                     |                               | <b>Grand total</b>              | <b>3</b> | <b>0</b>                                     | <b>3</b>            |

\* Resolved through the Chairman of the Panel

#### Contact for further information

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Report prepared on 7<sup>th</sup> September 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  |
|-------------------|--|---|
| 28 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 priority profiles (15 mins)  |   |
|                   | Operation Loki Review (30 mins)  |   |
|                   | The Commissioners Hate Crime Scrutiny Report and the Chief Constables response (15 mins) |   |
|                   | Police and Crime Plan 2021 – 2025 Scorecard (15 mins presentation, 30 mins Q&A)          | Standing Item   |
|                   | Police and Crime Commissioners Update – PCSC update (30 mins)                            | Standing Item   |
|                   | Non-Criminal Complaints against the Police and Crime Commissioner                        | Standing Item   |
| 24 November 2023  | Public Engagement (1 hour)   | For the Panel to scrutinise all aspects of public facing engagement with key strands such as recording data about crime, 101, 999, community policing and police desk footfalls |
|                   | County Lines & Operation Scorpion  |   |
|                   | Police and Crime Plan 2021 – 2025 Scorecard (30 mins)                                    | Standing Item   |
|                   | Police and Crime Commissioners Update – PCSC update (30 mins)                            | Standing Item   |
|                   | Non-Criminal Complaints against the Police and Crime Commissioner                        | Standing Item   |
| 2 February 2024   | Recruitment and Retention  |   |
|                   | Precept  |   |

| Date of Meeting  | Agenda item   | Action        |
|------------------|---|---------------|
|                  | 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 2024 | <u>Only if Precept is vetoed</u>                                  |               |

## Future Items

| Agenda items to be scheduled    | Action   |
|---------------------------------|--|
| Managing Offenders and suspects | PEEL report rated inadequate. Are the police now managing sex offenders appropriately and have the recommendations been implemented and is it sustainable? |
| Items to be monitored           |  |
|                                 |  |