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Devon and Cornwall Police and Crime Panel

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31 January 2013

DEVON AND CORNWALL POLICE AND CRIME PANEL

Friday 8 February 2013

10.30 am

Council House (Next to the Civic Centre), Plymouth

Members:

Councillor Croad, Chair

Councillor Kennedy, Vice Chair

Councillors Barker (Teignbridge District Council), Boyd (Torridge District Council), Councillor to be confirmed (North Devon District Council), Diviani (East Devon District Council), Dolphin (Cornwall Council), Folkes (Cornwall Council), Hare-Scott (Mid Devon District Council), Hicks (Isles of Scilly), Maddern (Cornwall Council), Oliver (Torbay Council), Penberthy (Plymouth City Council), Saltern (South Hams District Council), Sanders (West Devon Borough Council), Sutton (Exeter District Council), Williams (Plymouth City Council) and Wood (Cornwall Council)

Independent members:

Yvonne Atkinson (Devon) and Mike Firbank (Cornwall and Isles of Scilly)

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

This meeting will be broadcast live to the internet and will be capable of subsequent repeated viewing. By entering the Council Chamber and during the course of the meeting, Councillors are consenting to being filmed and to the use of those recordings for webcasting.

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DEVON AND CORNWALL POLICE AND CRIME PANEL

1. APOLOGIES

To receive apologies for non-attendance submitted by Members.

2. MINUTES

(Pages 1 - 6)

To sign and confirm as a correct record the minutes of the meeting held on 17 January 2013.

3. 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, Civic Centre, Plymouth PL1 2AA or democraticsupport@plymouth.gov.uk. Questions must be received at least 5 complete working days before the meeting.

4. CONFIRMATION HEARING FOR THE ROLE OF CHIEF CONSTABLE OF DEVON AND CORNWALL POLICE

(Pages 7 - 32)

The Panel will hold a Confirmation Hearing for the position of Chief Constable of Devon and Cornwall Police. Mr Shaun Sawyer, Temporary Chief Constable of Devon and Cornwall Police, is the Police and Crime Commissioner's preferred candidate.

5. CONSIDERATION OF THE POLICE AND CRIME COMMISSIONER'S DRAFT POLICE AND CRIME PLAN

(Pages 33 - 144)

The Police and Crime Panel will review the Police and Crime Commissioner's draft Police and Crime Plan.

6. CONSIDERATION OF THE POLICE AND CRIME COMMISSIONER'S PROPOSED LEVEL OF PRECEPT

(Pages 145 - 176)

The Panel will consider the Police and Crime Commissioner's proposed precept and will decide whether to support or veto the proposed precept.

Devon and Cornwall Police and Crime Panel

Thursday 17 January 2013

PRESENT:

Councillor Croad, in the Chair.
Councillor Kennedy, Vice Chair.
Councillors Barker, Boyd, Folkes, Maddern, Penberthy, Saltern, Sanders, Sutton, Williams and Wright (substitute for Cllr Diviani).

Independent Members: Yvonne Atkinson and Rev Mike Firbank.

Apologies for absence: Councillors Diviani, Hare-Scott, Hicks and Wood.

Also in attendance: Peter Aley, Head of Safer Communities, Sarah Hopkins, Community Safety Partnership Manager, and Judith Shore, Democratic and Member Services Manager.

The meeting started at 11 am and finished at 1 pm.

Note: At a future meeting, the committee 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.

20. **MINUTES**

AGREED the minutes of the meeting held on 22 October 2012.

21. **OFFICE OF THE POLICE AND CRIME COMMISSIONER AND THE POLICE AND CRIME PANEL - WAYS OF WORKING**

The Chair, Councillor Croad, reported that he had met with the Police and Crime Commissioner, Mr Tony Hogg, on 28 November 2012. Discussions had centred around the need for the Panel and the Commissioner to work effectively together; the timetable and notification process for the appointment of the Chief Constable; the role of the Panel as a 'critical friend' and the desirability of early notification to the Panel of the proposed precept. The Chair confirmed that the principle of adopting a memorandum of understanding would be revisited at a later stage.

22. **EMERGING STRATEGIC THEMES, OBJECTIVES AND PRIORITIES FOR THE POLICE AND CRIME PLAN**

The Police and Crime Commissioner (PCC), Mr Tony Hogg, gave a presentation about the emerging strategic themes, objectives and priorities for the Police and Crime Plan.

The PCC confirmed that the Plan was still under development and that the consultation period would start in the next few days. He considered that there

should be a closer working relationship between the business community, the health sector and the voluntary sector.

He strongly believed that the role of the PCC would be an effective one, looked forward to representing the police force, to working with the Chief Constable and the community and to consulting closely with the community. The draft Plan explained the role of the PCC and his priorities and how they would be delivered. He promised to be open, fair and accountable, to close the gap between the police and the public, to hold surgeries, to take account of local views, to work closely with the peninsula's community safety partnerships and to 'put the victim first'.

The presentation included references to how the plan would be developed, emerging objectives, reducing crime and bringing offenders to justice, giving victims and witnesses a stronger voice, listening and responding to the public, strong leadership and measuring success.

Following the presentation, the PCC answered members' questions:

Q How would the PCC ensure that the police were representative of the community they served?

A Public equality duty assurances would be contained in the Plan

Q The consultation period was going to be very short. How did the PCC intend to consult hard to reach groups? How did he intend to consult and communicate in future?

A Due to statutory timescales the consultation process in this first year was truncated. The Independent Advisory Group would assist with representing the interests of minority communities and the public engagement strategy was not yet finalised. The PCC undertook to inform the Panel about his consultation strategy.

Q You stressed the importance of community safety partnerships however they do not have secure finances – will you provide any funding?

A The PCC would meet with the partnerships to ensure that the Plan took account of their requirements/interests.

Q How transparent and open would the process for appointing your advisers be? You have appointed a Chief Adviser but no public adverts had been seen.

A The legislation allowed the PCC to appoint a deputy and other advisers. Generally, the appointment system would be transparent and the PCC would set up a recruitment group which would consider the points raised at this meeting. He would keep the Panel fully informed about his recruitment plans.

Q Which matters would not be a priority for you?

A Some specific areas had been included under more general headings. If anyone considered that something was missing from the Plan the PCC would be pleased to hear from them.

Q Did the PCC have more detail about the consultation strategy? Did he have

- a communications strategy? Would he use social networking?
- A The community engagement strategy and the communications strategy, which included the use of multi-media, were being finalised. A variety of methods would be used to communicate as widely as possible.
- Q How did the PCC plan to address public concern regarding understaffing, especially the lack of road traffic enforcement in the Tamar Valley?
- A This would be an operational matter and therefore the responsibility of the Chief Constable.
- Q Did the PCC agree that stronger partnerships would be key to closer working arrangements particularly in relation to children and adult safeguarding.
- A The PCC agreed and had signed off a paper about a new approach to safeguarding vulnerable people.
- Q The public didn't understand whose role it was to police issues relating to alcohol misuse – would you agree that partners must work more closely together as the public weren't aware who to complain to.
- A The PCC had asked for information about the responsible authorities and would be looking to meet with them and discuss these matters further.
- Q How would you differentiate between dissimilar areas with regard to reducing crime?
- A This question will prompt us to consider whether we should undertake performance reviews at strategic or more local levels.
- Q The area was diverse, had an urban/rural divide and scarce resources to be targeted at reducing crime. People would look for an assurance that resource allocation addressed specific issues in different localities – the Plan didn't include this.
- A Resource allocation was usually based on the analysis of crime figures. Rural communities had specific needs and urban areas such as Plymouth would have additional pressures around the level of crime. Performance was monitored and considered in conjunction with resource allocation. The PCC undertook to look at the issue of providing greater clarity in the Plan.
- Q How were special constables, including training and equipment and seasonal variations, costed?
- A There were approximately 360 special constables at present and their use would be continued. Communities, especially in rural areas, were encouraged to help themselves. If a person wanted to apply and met the criteria they could be interviewed and, potentially, be located in their own area.
- Q With regards to anti-social behaviour issues, it was important that potentially vulnerable people were identified at an early stage and this would depend upon data and information sharing with partners. Could you give a commitment to progressing that?
- A The PCC undertook to progress the matter.

- Q You have considered alcohol related domestic violence and there was a tendency to put the blame on the licensee. However, the figures illustrated that drinking at home greatly contributed to domestic violence and to problems in the streets. Will you take this, and the contribution that licensees make to the night time economy, into account when you examine alcohol related problems?
- A The PCC advised that 50% of domestic abuse was alcohol related and tackling alcohol related issues was very resource intensive. There were excellent licensee schemes and considerable police effort expended on tackling the issue. He confirmed that close working relations with the licensing authorities should ensure a joined up and proportionate approach.
- Q With regards to reoffending rates – there was a lack of public tolerance towards ex-offenders, very few schemes that would offer employment and too few agencies willing to work with ex-offenders. It was essential to commission more support to reduce the reoffending figure - would the PCC agree?
- A The PCC agreed that this was an important area and advised that the commissioning budget would be retained for the 2013/2014 financial year. Future funding would be reviewed with the aim of gaining additional benefits.

The Chair, Councillor Croad, thanked Mr Hogg for presenting his draft Police and Crime Plan to the Panel and for answering Members' questions.

23. **CHIEF CONSTABLE APPOINTMENT - CONFIRMATORY HEARING PROCESS**

Mrs Hopkins introduced the report which included the proposed date (8 February) for the confirmatory hearing. She advised that the media had already widely reported that Mr Shaun Sawyer was the preferred candidate for the position of Chief Constable. However, the Panel had not yet been formally notified of this choice though it expected to be notified imminently. The Host Authority, in liaison with the Chair, had done all it reasonably could to prepare for the confirmatory hearing process.

Mrs Hopkins advised that the PCC had asked the Host Authority to consider holding a confirmatory hearing earlier than 8 February. She acknowledged that convening meetings to suit the availability of all Members was challenging, especially at short notice. She reminded the Panel that the Local Government Association's advice was that the public should be given ample opportunity to attend the confirmatory hearing and that, in order for the Panel to be able to exercise the power of veto, 2/3rds of the Panel members (14 Members) would need to be present.

Members considered that trying to organise an additional Panel meeting at short notice would be impracticable. A number of dates were proposed and Members' availability was canvassed; it was evident that not enough Members would be able to attend on any date earlier than 8 February. Therefore, there would be no change to the date.

The PCC advised that he would be present at the confirmatory hearing for the Chief Constable.

In response to Members' questions, the Chair confirmed that:

- the PCC would supply information which would assist in the process of ensuring that the confirmatory hearing did not duplicate the interview process
- the LGA advised that a private meeting should take place at which the questions should be agreed and this was scheduled to take place immediately after the Panel's formal meeting

A member stated that although the Panel had not received formal notification of the PCC's preferred candidate, that information had appeared in the media. The PCC responded that it was regrettable that the information was in the public domain as only a few people knew who the preferred candidate was.

AGREED:

- the process outlined in this report and in Appendix 2 for the confirmatory hearing of the PCC's proposed Chief Constable appointment
- the principles of professional competence and personal independence contained in Appendix 4 of this report, for the evaluation of the candidate
- that further discussions will be held, in private, following this meeting to formulate questions to be asked at the confirmatory hearing.
- that any further refinements to the questions following receipt of any additional information from the PCC is delegated to the Head of Safer Communities, in consultation with the Panel chair, before the confirmatory hearing is held
- that, subject to having received the PCC's notification, the confirmation hearing will take place on Friday 8 February 2013
- if there is any further delay in the PCC notifying the Panel, the confirmation hearing meeting is provisionally scheduled to take place on Friday 22 February 2013

There was a five minute adjournment before the next item.

24. **HANDLING NON-CRIMINAL COMPLAINTS**

Mrs Hopkins introduced the report and confirmed that a further, detailed report would be brought before the Panel so they would be able to properly consider the most appropriate method of handling non-criminal complaints.

Members who had received copies of complaints about the PCC were advised to send them to the Community Safety Partnership Manager.

Members commented that there should be a three month time limit for a report about the handling of non-criminal complaints to be received by the Panel. They questioned whether the PCC could properly investigate a complaint about himself.

The Head of Safer Communities advised that a number of aspects had to be taken into consideration including resources (both financial and staffing) as well as the unknown number of complaints. He further advised that a complaints procedure delegated to the Office of the PCC (OPCC) would not be dissimilar to local authority complaints procedures, in that the local authority investigated all complaints in the first instance. The Panel had certain responsibilities conferred on it by legislation which could not be delegated to the OPCC and the future report would take all relevant considerations into account.

AGREED that:

- the handling of non-criminal complaints is delegated, for a three month period, to the OPCC.
- the OPCC will report back to the Panel about the number and nature of complaints and how many were successfully resolved
- officers of the Host Authority will continue to work with the OPCC to draft a process for presentation to a Panel meeting in the near future

25. **PRECEPT REGULATION AND TIMELINE**

Mrs Hopkins introduced the report.

Members commented that the Home Office did not necessarily appreciate the conflict between the various sets of legislation.

AGREED that:

- the letter that the Chair of the Devon and Cornwall Police and Crime Panel wrote to the Home Office copying in all other Police and Crime Panels is noted
- the Home Office reply and feedback from other Panels is noted

26. **PUBLIC QUESTIONS**

No public questions were submitted.

DEVON AND CORNWALL POLICE AND CRIME PANEL

Subject: Confirmation Hearing for the role of Chief Constable of Devon and Cornwall Police

Date: 8 February 2013

Author: Sarah Hopkins, Community Safety Partnership Manager

Organisation: Plymouth City Council

Contact: Tel (01752) 305542 e-mail sarah.hopkins@plymouth.gov.uk

Executive summary

Police and Crime Panels (PCP) are required to carry out, as one of their 'special functions', a confirmation process before the Police and Crime Commissioner (PCC) can formally appoint a Chief Constable¹. The Panel has a power of veto.

The Panel were provided with, and adopted the process for scrutinising the Chief Constable appointment at their meeting on 17 January 2013.

The interviews for the Devon and Cornwall Chief Constable are scheduled for Tuesday 15 January 2013. Mr Shaun Sawyer, Temporary Chief Constable for Devon and Cornwall Police, was selected as the Police and Crime Commissioners 'preferred candidate'.

The Police and Crime Commissioner notified the Panel of his selection of preferred candidate in writing on 18 January 2013. The Chair of the Police and Crime Panel wrote to Mr Sawyer on 22 January 2013 inviting him to attend the Confirmation Hearing on 8 February 2013, which he has accepted, and was provided with a copy of the 'Principles of Professional Competence and Personal Independence' the Panel will use to evaluate the selection.

As agreed at the last Panel meeting, the Panel's lines of questioning have been reviewed in light of the appendices.

This report briefly outlines the process for conducting today's confirmation hearing for the Police and Crime Commissioner's selection of Chief Constable for Devon and Cornwall Police.

Implications: Police and Crime Plan, Annual Report, Peninsula Partnership Strategic Assessment, Panel Functions, Panel Arrangements and Rules of Procedure

It is important for the Panel to be satisfied that the candidate has demonstrated the level of skills, knowledge and experience needed to deliver efficient and effective policing in Devon, Cornwall and the Isles of Scilly and support the PCC in the delivery of the strategy and objectives set out in the Police and Crime Plan.

Implications: resources including finance, human and IT

¹ Schedule 8 of the Police Reform and Social Responsibility Act 2011
<http://www.legislation.gov.uk/ukpga/2011/13/contents/enacted>
and Police and Crime Panels (Precepts and Chief Constable Appointments) Regulations 2012) -
<http://www.legislation.gov.uk/uksi/2012/2271/contents/made>

In order to ensure that the process is handled with due regard to employment law and the Equality Act 2010, the LGA recommends that the Host Authority provides a Monitoring Officer and Senior HR Advisor to support the Panel. Any decision to veto the PCC's proposed selection could be viewed as calling into question the appointment procedures of Devon and Cornwall Police as well as having implications for the candidate.

Recommendations & Reasons for recommended action:

It is recommended that the Devon and Cornwall Police and Crime Panel considers the suitability of the Police and Crime Commissioner's preferred candidate, Mr Shaun Sawyer, for the role of Chief Constable for Devon and Cornwall Police.

Agreeing these recommendations will ensure the Panel meets fully the requirements of the Police Reform and Social Responsibility Act 2011 and the Regulations whilst considering practical implications.

Alternative options considered, and reasons for recommended action

Failure to agree to the recommendations would mean that the Devon and Cornwall Police and Crime Panel is not meeting the requirements of the Police Reform and Social Responsibility Act 2011 and the Regulations, in relation to Chief Constable appointments and the selection of the Chief Constable being decided by default.

Background Papers

None.

I. Powers of the Devon and Cornwall Police and Crime Panel

1.1 The Panel has the functions conferred by Schedule 8 Part 1 of the Police Reform and Social Responsibility Act 2011 (Appointment of Chief Constables). This enables them to:

- a) Review the proposed appointment, by holding a Confirmation Hearing within three weeks of notification being given. A 'confirmation hearing' is a meeting of the Panel, held in public, at which the candidate is requested to appear for the purpose of answering questions relating to the appointment;
- b) Make a report to the Commissioner on the proposed senior appointment;
- c) Include a recommendation to the Police and Crime Commissioner as to whether or not the candidate should be appointed;
- d) Publish the report to the commissioner made under this paragraph.

1.2 The Panel has the power to veto the proposed appointment. A veto would mean that the Panel, by the required two thirds majority (14 out of 20 members), has decided that the candidate should not be appointed as Chief Constable. If it takes this course of action, the Panel:

- a) Will include a statement within their report confirming that the Panel have vetoed the appointment;
- b) Will provide a reason for the veto of the appointment (as per the Confirmation Hearing protocol);
- c) Will provide evidence from the proceedings of the Confirmation Hearing in support of the reason for vetoing the appointment (as per the Confirmation Hearing protocol).

1.3 Should the Panel not veto the appointment, the following steps shall be taken:

- a) The Police and Crime Commissioner may accept or reject the Panel's recommendation as to whether or not the candidate should be appointed.
- b) The Police and Crime Commissioner must notify the Panel of the decision whether to accept or reject the recommendation.

1.4. Should the Panel veto the appointment, the following step shall be taken:

- The Police and Crime Commissioner must not appoint that candidate as Chief Constable.

2. Confirmation Hearing for the role of Chief Constable of Devon and Cornwall Police

Prior to the Hearing

2.1 The Panel received notification on 18 January 2013 from the Police and Crime Commissioner that Mr Shaun Sawyer, Temporary Chief Constable for Devon and Cornwall Police is the preferred candidate for the role of Chief Constable of Devon and Cornwall Police

2.2 Under the Police Reform and Social Responsibility Act 2011 the Panel has also been provided with the following information (**Appendices 1 – 5**) which cover:

- the criteria used to assess the suitability of the candidate for the appointment

- why the candidate satisfies those criteria
- the terms and conditions on which the candidate is to be appointed.

At the Hearing

- 3.3 The first part of the meeting will be conducted in public and structured as follows:
- The candidate will be welcomed to the meeting.
 - The candidate will have an opportunity to present to the Panel his/her understanding of the role.
 - The Panel members will have the opportunity to ask questions of the candidate.
 - The candidate will be given opportunity to clarify any answers given during the hearing and ask questions of the Panel about the next stage of the process.
- 3.4. The Panel members will ask questions of the candidate which relate to his/her professional competence and personal independence, the answers to which will enable the Members to evaluate their suitability for the role. Lines of enquiry were discussed in a private session following the Panel's meeting on 17 January 2013.

On the Close of the Hearing

- 3.5 Immediately following the Confirmation Hearing, the Panel will go into closed session in order to decide on its recommendations to the Commissioner regarding the appointment of the preferred candidate to the role of Chief Constable.
- 3.6 The Panel will discuss the following:
- Whether the candidate has the professional competence to exercise the role as set out in the role profile.
 - Whether the Panel feels that the candidate has the personal independence to exercise the role.
- 3.7 Where a candidate does not meet the minimum standards in the areas described in paragraph 3.4, this would suggest a significant failure in the appointments process undertaken by the Commissioner. If the Panel believes that there has been a significant failure in the appointments process, the Panel may choose to use the veto power, as stated in paragraph 1.2.
- 3.8 Where a candidate meets the standards but there is still cause for concern about his or her suitability, it may be appropriate to outline those concerns in the Panel's response to the Police and Crime Commissioner.

Following the Confirmation Hearing

- 3.9 The PCPs recommendation relating to the outcome of the Confirmation Hearing will be communicated to the Commissioner in writing by the next working day who will inform the Candidate. If the outcome is favourable, and if it is appropriate and the PCC agrees, then the announcement could be made sooner. The Local Government Association guidance advises, however, that the release of information either favourable or where a veto has been exercised should be consistent in order to avoid assumptions being made and in fairness to the candidate.

- 3.10 Where a veto is recommended, on the next working day the PCP will notify the PCC of the veto in writing and append a summary of the principal reasons for that refusal – both documents should be treated as separate documents so that the latter can be formally published without breaching the Data Protection Act. In this instance, the PCC should be asked not to make the result of the appointment public until 5 days has elapsed following the date of the Hearing. This will allow all parties, including the candidate, to consider their next steps before the recommendation is made public.
- 3.11 Should the veto be exercised, the process will be repeated for a 'Reserve Candidate', but the Panel has no further power of veto.

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Appendix 1

A REPORT FOR THE
**DEVON AND CORNWALL
POLICE AND CRIME PANEL**
CONFIRMATION HEARING
ON 8 FEBRUARY 2013

**TO CONSIDER THE POLICE AND CRIME COMMISSIONER'S
RECOMMENDATION FOR APPOINTMENT AS**

CHIEF CONSTABLE OF DEVON AND CORNWALL POLICE

Prepared by Geoff Pears
Independent Panel Member
16 January 2013

BACKGROUND

Devon and Cornwall Police has had a Temporary Chief Constable since March 2012 when the previous Chief Constable relocated to a national role. The recruitment of a substantive Chief Constable has been delayed pending the election of the first Police and Crime Commissioner (PCC) in November 2012.

The post was advertised on 5 December 2012 on the Devon and Cornwall PCC website and on the ACPO and APCC Intranet with a closing date of 31 December. The selection panel met on 8 January 2013 to shortlist the applications. Panel interviews were held on 15 January 2013. There were five applications; four candidates were invited for interview.

RECOMMENDATION

As a result of these interviews the Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly, Tony Hogg, is pleased to recommend the appointment of Shaun Sawyer as Chief Constable.

Mr Sawyer has been Temporary Chief Constable since March 2012. The selection panel was unanimous in reaching this decision and supporting this recommendation.

SUITABILITY FOR APPOINTMENT

Mr Sawyer satisfied all the selection criteria and was a clear 'first choice' for all five selection panel Members. In particular he provided a very clear vision for the future of policing in Devon and Cornwall, and the best strategic analysis of how to get there. He provided the panel with excellent evidence of his experience leading strategic change and managing performance. He demonstrated excellent communication and decision making skills, good interpersonal skills, and an impressive enthusiasm and commitment for ensuring that Devon and Cornwall becomes the safest place to live and work in the UK through the combined efforts of all public service organisations.

THE SELECTION PANEL

National guidance recommends that the Police and Crime Commissioner should convene a selection panel of 4-5 people including a senior representative of the principal local authorities in the force area and an independent member with experience of public appointments processes. The selection panel for this appointment comprised

- Tony Hogg, PCC
- Lady Jan Stanhope, Adviser to the PCC
- Kevin Lavery, Chief Executive, Cornwall County Council
- Tony Melville, Professional Policing Adviser (ex Chief Constable)
- Geoff Pears, Independent member

SELECTION PROCESS

All applicants completed a competency based application form which panel members scored individually. The panel met on 8 January to discuss who to call for interview and other details of the selection process.

At interviews on 15 January 2013 candidates were given 45 minutes to prepare a 10 minute presentation on the following topic:

My vision for policing in Devon, Cornwall and the Isles of Scilly and key strategic decisions to achieve it

This was followed by 10 - 15 minutes of questions on issues raised by the presentation and a competence based interview lasting around 50 minutes.

SELECTION CRITERIA

All candidates were asked questions looking for evidence of their competence and experience in the following areas:

1. Leading strategic change, looking for examples where they had led significant change programmes and their views on possible changes to the policing model
2. Working with others, particularly partnership working, looking for examples where they have developed relationships with partner agencies for public benefit
3. Public service and community and customer focus, looking in particular for their experience of building public confidence, dealing with anti-social behaviour, and managing community expectations
4. Leading the workforce, looking in particular at their experience of building effective teams and communicating effectively at all levels throughout their force area
5. Professionalism and operational resilience, looking at their experience of handling serious incidents, making difficult operational decisions, and upholding professional standards and ethics, in their current role
6. Managing and improving performance in the face of continuing cuts in policing budgets

Panel members also had access to references nominated by each candidate. Reference check report attached at Appendix 5.

TERMS & CONDITIONS OF APPOINTMENT

Appointment

The appointment of Chief Constable will be made in accordance with the provisions of the Police Acts, regulations and determinations. The appointment will be subject to the approval of the Police and Crime Panel.

The appointment will be subject to satisfactory references, vetting checks and medical clearance.

Term

The appointment will be for a fixed term of five years. Any extensions to this term shall require the approval of the Police and Crime Commissioner. The written notice period for termination of the appointment is three months by either party.

Salary

The salary for this appointment will be £151,215 per annum.

The Post

The nature of the post will require the postholder to work outside normal office hours and at weekends on a regular basis.

Car Allowance

The Chief Police Officer is provided with an unmarked operationally equipped vehicle which is fully maintained and insured. The business use of costs of the vehicle will be fully covered. The Chief Police Officer will make a one off contribution to the capital value of the vehicle if it is above the authorised limit and will pay for the private use of the vehicle via payroll. An agency fuel card is provided and all private fuel use is paid by the Chief Officer.

Further details are available upon request to the Office of the Police and Crime Commissioner.

Holiday

The postholder is entitled to leave in accordance with Police Regulations.

Housing Allowance

Transitional rent allowance is payable (for those officers so entitled) at the level set by regulations.

Home Security

This will be assessed on a case by case basis and details are available upon request to the Office of the Police and Crime Commissioner.

Private Medical Scheme

The Police and Crime Commissioner will provide access to a private medical scheme. Full details are available on request.

Removal/Relocation Expenses

The Office of the Police and Crime Commissioner will pay removal/relocation expenses in accordance with Regulation 35. In that regard, the overall limit on the total value of reimbursements is £50,000 (excluding any recoverable VAT.) It should be noted that personal tax liability will be incurred on amounts received above the current HMRC limit of £8,000 and that any tax due above that limit will be reimbursed within the overall limit detailed above.

Superannuation

Superannuation contributions will be deducted at the rate specified in the Police Pension Regulations.

Pre-employment Checks

Any conditional offer of employment will be subject to successful completion of various pre-employment checks including a medical assessment, security and reference checks. These must all be deemed as satisfactory the Force. A formal offer of appointment will not be made until **all** of the above pre-employment checks are satisfactorily completed.

Whole-time Service

The successful candidate will be required to devote his/her whole-time service to fulfilling the duties of the office of Chief Constable and shall not take up any other additional appointment or undertake a business interest without the prior written consent of the Police and Crime Commissioner.

PERSONAL STATEMENT

Following a career in senior HR and diversity roles I have been self employed since 2005. For most of this period I worked part time as an Independent Public Appointments Assessor accredited by the Commissioner for Public Appointments. In the last two years I have been the independent on panels to select Chairs for seven NHS trusts, non executive directors and audit chairs for two Strategic Health Authorities and numerous primary care and acute trusts.

Until December 2010 I was the independent panel member for four police authorities for the recruitment of independent members.

Earlier this month I was the independent panel member for the appointment of the Chief Constable for Wiltshire Police.

I confirm that all panel members have been involved in this selection process to appoint a Chief Constable for Devon and Cornwall Police from the very early stages.

I am entirely satisfied that this selection process, and the decision arising from it, has been based on the principles of merit, openness and fairness.

Geoff Pears
Independent Panel Member
16 January 2013



Chief Constable Devon and Cornwall Police

Fixed term for five years | **£151,215** plus car and health cover

The Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly is seeking to appoint a new Chief Constable.

The Office of the Police and Crime Commissioner covers the largest geographical police area in England, extending 180 miles from the Dorset and Somerset borders in the east to the Isles of Scilly in the west. Our policing area presents very different challenges – large cities of Exeter and Plymouth, the longest coastline in England, a vast rural population and a significant number of summer visitors due to a buoyant tourism industry. Effective policing needs to be delivered against a backdrop of reducing budgets, an increase in the volume and complexity of demands and a changing police landscape.

As the first Police and Crime Commissioner for Devon and Cornwall I am seeking to appoint an individual who has excellent professional policing skills and experience who will offer high profile leadership and support to our many police officers, staff, and volunteers, who has strategic vision matched with the ability and determination to turn aspirations into practical delivery and who can work effectively with partners to bring together new and innovative approaches to reducing crime and improving safety and security for everyone

I am determined to make a success of the PCC role and support our police forces. If you feel you would like to join me on this journey, please see the details below.

Tony Hogg, Police and Crime Commissioner for Devon and Cornwall

The Police and Crime Commissioner for Devon and Cornwall is proud to be committed to equal opportunities and welcomes applications for this post from all sections of the community.

Closing date for applications	Monday 31 December 2012
Shortlisted candidates notified	By Wednesday 9 January 2013
Date for final interviews	Tuesday 15 and Wednesday 16 January 2013

The Police and Crime Commissioner has discretion to offer the Chief Constable a salary 10% above or below the spot rate in determinations for the force area. The preferred candidate will negotiate a salary with the Commissioner within this range before a formal offer is made, subject to a Confirmation Hearing by the Police and Crime Panel. To apply please contact Sue Howl, OPCC CEO chiefexecutivesupport@devonandcornwall.pnn.police.uk for information on how to apply.



Office of the Police and Crime Commissioner

CHIEF CONSTABLE FOR DEVON, CORNWALL AND THE ISLES OF SCILLY

ROLE AND JOB DESCRIPTION

POST TITLE

Chief Constable

ACCOUNTABLE TO

Police and Crime Commissioner

LOCATION

Police HQ, Exeter

SPECIAL CONDITIONS

The nature of the post will require the post holder to work outside normal office hours and at weekends on a regular basis

RESPONSIBLE FOR

- a) Supporting the PCC in the delivery of the strategy and objectives set out in the Police and Crime Plan.
- b) Delivering efficient and effective policing in Devon, Cornwall and the Isles of Scilly.
- c) Fulfilling all professional and legal obligations of the office of Chief Constable.
- d) Working with the PCC and other public, voluntary and private sector agencies to deliver, sustain and promote trust and confidence in policing in Devon, Cornwall and the Isles of Scilly.

CORE RESPONSIBILITIES

(As described in the National Competency Framework – Competency Requirements of Chief Officer Ranks)

Core Responsibility Area		Activity	
1	Managing the Organisation	1.1	Create a shared vision, mission and set of values to give purpose to the Force
		1.2	Provide strong leadership for the Force
		1.3	Create and maintain productive working relations with the Police and Crime Commissioner
		1.4	Lead organisational change
		1.5	Promote and develop quality standards within the Force
		1.6	Monitor and review organisational performance
		1.7	Formulate organisational objectives and standards of performance
		1.8	Ensure provision of capacity and capability to deliver the Strategic Policy Requirements
		1.9	Promote equality, diversity and human rights in working practices and service delivery
2	Partnership Working	2.1	Develop, implement and review community safety strategies in support of the PCC commissioning strategy
		2.2	Promote and manage partnership policing
		2.3	Improve services through collaboration
3	Managing and Developing People	3.1	Develop individuals' and teams' to enhance performance
		3.2	Coach and mentor senior staff
		3.3	Set, monitor and maintain standards of professional conduct and integrity
		3.4	Promote standards of professional conduct across the Force
		3.5	Carry out performance reviews and monitor outcomes
4	Police Operations	4.1	Ensure the effective handling of major and critical incidents
		4.2	Set strategy for policing operations
		4.3	Develop Force operational strategies and contingency plans for major incidents and disorder
5	Investigation	5.1	Determine and review authorisations
		5.2	Develop, implement and review volume crime related strategies
		5.3	Promote and develop the quality of major crime investigation
6	Marketing and Communication	6.1	Promote and manage Force relations with the media
		6.2	Manage the media during major enquiries and incidents
7	Custody and Prosecution	7.1	Develop, implement and review criminal justice strategies and practices
		7.2	Lead the development of criminal justice strategies
8	Finance and Resources	8.1	Ensure the effective management of finance and resources
		8.2	Secure finance and resources to meet organisational plans

KNOWLEDGE, SKILLS AND EXPERIENCE

- a) Experience of operating at a strategic level to manage and develop the organisation.
- b) Experience of leadership across a range of operational and organisational policy functions.
- c) Relevant operational experience with evidence of the effective management of critical and major incidents.
- d) Evidence of drive and the ability to deliver high levels of performance.
- e) Evidence of a commitment to community and customer focus at a senior leadership level.
- f) Effective change management experience.
- g) Evidence of continuing professional and personal development.

PERSON SPECIFICATION

The Police and Crime Commissioner requires the postholder to be able to display the skills expected of a Chief Constable in accordance with the Policing Professional Framework – Personal Behavioural Qualities.

Policing Professional Framework (PPF)

Chief Constable

Personal Qualities

Decision making

Assimilates complex information quickly, weighing up alternatives and making sound, timely decisions. Gathers and considers all relevant and available information, seeking out and listening to advice from specialists. Asks incisive questions to test facts and assumptions, and gain a full understanding of the situation. Identifies the key issues clearly and the inter-relationship between different options at a local and national level, assessing the costs, risks and benefits of each. Prepared to make the ultimate decision, even in conditions of ambiguity and uncertainty. Makes clear, proportionate and justifiable decisions, reviewing these as necessary.

Leadership

Leading strategic change

Thinks in the long term, establishing a compelling vision based on the values of the Police Service, and a clear direction for the Force. Instigates and delivers structural and cultural change, thinking beyond the constraints of current ways of working, and is prepared to make radical change when required. Identifies better ways to deliver value for money services that meet both local and national needs, encouraging creativity and innovation within the force and partner organisations.

Leading the work force

Inspires people to meet challenging organisational goals, creating and maintaining the momentum for change. Gives direction and states expectations clearly. Talks positively about policing and what it can achieve, building pride and self-esteem. Creates enthusiasm and commitment throughout the Force by rewarding good performance, and giving genuine recognition and praise. Promotes learning and development within the Force, giving honest and constructive feedback to colleagues and investing time in coaching and mentoring staff.

Managing performance

Translates the vision into action by establishing a clear strategy and ensuring appropriate structures are in place to deliver it. Sets ambitious but achievable timescales and deliverables, and monitors progress to ensure strategic objectives are met. Identifies and removes blockages to performance, managing the work force and resources to deliver maximum value for money. Defines what good

practice looks like, highlighting good practice. Confronts underperformance and ensures it is addressed. Delegates responsibilities appropriately and empowers people to make decisions, holding them to account for delivery.

Professionalism

Acts with integrity, in line with the values and ethical standards of the Police Service. Delivers on promises, demonstrating personal commitment, energy and drive to get things done. Defines and reinforces standards, demonstrating these personally and fostering a culture of personal responsibility throughout the Force. Asks for and acts on feedback on own approach, continuing to learn and adapt to new circumstances. Takes responsibility for making tough or unpopular decisions, demonstrating courage and resilience in difficult situations. Remains calm and professional under pressure and in conditions of uncertainty. Openly acknowledges shortcomings in service and commits to putting them right.

Public service

Promotes a real belief in public service, focusing on what matters to the public and will best serve their interests. Ensures that all staff understand the expectations, changing needs and concerns of different communities and strive to address them. Builds public confidence by actively engaging with different communities, agencies and strategic stakeholders, developing effective partnerships at a local and national level. Understands partners' perspectives and priorities, working cooperatively with them to develop future public services within budget constraints, and deliver the best possible overall service to the public.

Working with others

Builds effective working relationships through clear communication and a collaborative approach. Maintains visibility and ensures communication processes work effectively throughout the Force and with external bodies. Consults widely and involves people in decision-making, speaking in a way they understand and can engage with. Treats people with respect and dignity regardless of their background or circumstances, promoting equality and the elimination of discrimination. Treats people as individuals, showing tact, empathy and compassion. Negotiates effectively with local and national bodies, representing the interests of the Police Service. Sells ideas convincingly, setting out benefits of a particular approach, and striving to reach mutually beneficial solutions. Expresses own views positively and constructively. Fully commits to team decisions.

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DETAILS OF PREVIOUS THREE POSTS

Current Role Title:	Temporary Chief Constable	
Force:	Devon and Cornwall Police	
Start Date:	March 2012	Finish Date: To date
Brief description of role and responsibilities:		
To support the PCC in delivery of the strategy and performance objectives set out in the Police and Crime Plan.		
Leading, coaching and managing the Chief Officer Group and wider force.		
To manage effectively the budget and associated resources.		
To cut crime and keep the public safe, policing to risk, harm and vulnerability.		
To develop meaningful community policing engagement with particular focus on reducing youth crime, hate crime and anti-social behaviour.		
To revise and implement the Force Change Programme.		
To develop sustainable partnerships with key stakeholders within the peninsular.		
To develop effective regional collaboration to optimise the use of resources and delivery regional interoperability.		
To maintain force capability in support of the Home Secretary's Strategic Policing Requirement.		
Delivery of efficient and effective policing in Devon, Cornwall and the Isles of Scilly		
To fulfil all professional and legal obligations of the office of Chief Constable		
Work with the PCC and other public, voluntary and private sector agencies to improve trust and confidence in policing in Devon, Cornwall and the Isles of Scilly		
Implementation of Job and Grading Review (Job Evaluation)		

Previous Role Title: Deputy Chief Constable			
Force:	Devon and Cornwall Police		
Start Date:	April 2010	Finish Date:	March 2012
Brief description of role and responsibilities:			
To be the Chief Operating Officer for the Force, accountable for corporate performance and quality issues determining priorities for improvement and requirements for support.			
The Senior Responsible Owner for the Force's core delivery programme and liaison with Chief Officer Group to secure and allocate overall resources to match the changing Force profile.			
To develop and deliver appropriate strategic planning and accountability frameworks.			
Development and implementation of the Force Blueprint and Procurement,			
Development and implementation of Job and Grading Review.			
To develop relationships with public service and other stakeholders to optimise the use of resources and develop co-operative working practices.			
To ensure effective liaison with the Police Authority and work with the Chief Executive in developing business and professional processes and new governance framework.			
Where relevant to chair Misconduct Hearings within Force and command relevant operational matters as required.			
To represent the image and interest of Devon and Cornwall Police at both local and national level and where assigned, to fulfil other duties and responsibilities as designated by the Chief Constable.			

Previous Role Title: Commander Counter Terrorism
(Seconded NPIA Bramshill December 2009-March 2010)

Force: Metropolitan Police Service

Start Date: April 2008 **Finish Date:** March 2010

Brief description of role and responsibilities:

Delivery of safe effective counter terrorism, domestic extremism and sensitive investigations within London.

London ACPO lead for PREVENT working with communities, Police Authority, Office for Security CounterTerrorism, Government Office for London, ACPO TAM and BCU Commanders.

Supporting Home Office and British Security Service in delivery of CONTEST strategy.

Supporting Foreign and Commonwealth Office and CT partners in protecting UK interests overseas.

Delivery major Change Programme including IT programmes.

Development of Command Leadership, Communication and Diversity Plan.

Supporting military colleagues developing police support in Iraq, Pakistan and Afghanistan.

Gold London / COBR representative for CT critical incidents, e.g. Mumbai.

Mentoring developing and coaching senior staff.

Responsible for leadership and management of 1748 staff, including 18 permanent overseas deployments with associated £114m revenue and £14m capital budget.

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Candidate References

As part of the selection process for Chief Constable Devon and Cornwall Constabulary I was asked by the Chair of the panel, Tony Hogg to undertake telephone references for all the short listed candidates.

I used a semi structured approach to the references, asking each referee the same core questions and then following up on any issues raised.

The questions explored where:

1. How would you describe the contribution of XXX to overall performance in the organisation?
2. What are your views about the suitability of XXX to be appointed as Chief Constable and what if any concerns do you have?
3. If XXX were appointed in your view would they have any development needs to address in their new role?
4. Is there anything else you want me on behalf of the selection panel to be aware of?

During these interviews, which each lasted about half an hour, there were no areas of concern raised that would have either altered the short listing decisions or prevented the selection panel deciding on a preferred candidate. All candidates were endorsed as suitable for the role by their references.

Tony Melville

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DEVON AND CORNWALL POLICE AND CRIME PANEL

Subject: Consideration of the Police and Crime Commissioner's Draft Police and Crime Plan

Date: 8 February 2013

Author: Sarah Hopkins, Community Safety Partnership Manager

Organisation: Plymouth City Council

Contact: Tel (01752) 305542 e-mail sarah.hopkins@plymouth.gov.uk

Executive summary

Section 5 of the Police Reform and Social Responsibility Act 2011¹ requires that the Police and Crime Commissioner (PCC) must issue a Police and Crime Plan within the financial year in which each ordinary election is held or as soon as practical after taking up office. In preparing the Plan, the PCC is required to consult with the Chief Constable.

The Act also requires that Police and Crime Panel (PCP) review the PCC's draft Police and Crime Plan, or any variation which is attached (Appendix 1). The PCC is required to have regard to any report or recommendations made by the PCP in relation to the draft plan or any variation and give a response to any report or recommendations and publish that response. The PCC will then publish the final Plan.

The PCC and Community Safety Partnerships (CSPs) have a reciprocal duty to have regard to each other's priorities. In advance of the election of Police and Crime Commissioners on 15 November 2012, CSPs across the Force area prepared a joint Partnership Strategic Assessment for Crime and Disorder and made this available to the PCC, and is attached (Appendix 2).

The PCC is required to ensure the PCP has sufficient time to exercise its functions with regard to the plan. The Panel was provided with a presentation by the PCC on emerging themes and objectives for the Plan at its meeting on 17 January 2013. The draft Police and Crime Plan was issued for consultation on 18 January 2013 and circulated to the Panel members shortly after. The consultation for the Plan ends on 8 February 2013.

Implications: Police and Crime Plan, Annual Report, Peninsula Partnership Strategic Assessment, Panel Functions, Panel Arrangements and Rules of Procedure

It is important for the Panel to be satisfied that the draft Police and Crime Plan has met the requirements of the Police Reform and Social Responsibility Act 2011 and has adequately taken account of the priorities of the Peninsula Partnership Strategic Assessment.

Implications: resources including finance, human and IT

Resources are a fundamental part of considering the Police and Crime Plan and so it is important to consider the Police and Crime Plan in relation to the PCC's proposed level of precept.

¹ <http://www.legislation.gov.uk/ukpga/2011/13/contents/enacted>

Recommendations & Reasons for recommended action:

It is recommended that the Devon and Cornwall Police and Crime Panel reviews the draft Police and Crime Plan and considers whether it wishes to make any comments or recommendations to the Police and Crime Commissioner to be taken into account before the publication of the final Plan.

Agreeing these recommendations will ensure the Panel meets fully the requirements of the Police Reform and Social Responsibility Act 2011.

Alternative options considered, and reasons for recommended action

Failure to review and comment on the PCC's draft Police and Crime Plan, or any variation, may result in the Police and Crime Plan being agreed by default and the Panel would be unable to adequately fulfill its functions and would lose the opportunity to influence key decisions to be taken by the new Police and Crime Commissioner in finalising the Police and Crime Plan for Devon and Cornwall.

Background Papers

None.

I Police and Crime Plan Structure

- I.1 Police and Crime Plans are a statutory requirement for all police force areas introduced as part of the Police Reform and Social Responsibility Act 2011. The plan is both a core planning tool for PCCs and an important mechanism for communicating their intentions to the public, police, partners, panel and other stakeholders.
- I.2 While the style and focus of each plan is a matter for the PCC, the Act identifies information that must be contained within it. These are set out below:
- the commissioner's police and crime objectives for the area;
 - the policing of the police area which the chief officer of police is to provide;
 - the financial and other resources which the commissioner is to provide to the chief officer of police;
 - the means by which the chief officer of police will report to the commissioner on the chief officer's provision of policing;
 - the means by which the chief officer of police's performance in providing policing will be measured; and
 - the crime and disorder reduction grants which the commissioner is to make, and the conditions (if any) of those grants.
- I.3 The Police and Crime Plan must also set out the commissioner's police and crime objectives, which will include any objectives for policing, crime and disorder reduction and the discharge of the force's national or international functions.

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SAFER TOGETHER

My plan to make our communities safer through a collective approach to tackling crime and anti-social behaviour

Police and Crime Commissioner for Devon and Cornwall

My VISION

“Devon, Cornwall and the Isles of Scilly as the safest area of the country, served by the best police force”

Introduction from Tony Hogg, Police and Crime Commissioner for Devon and Cornwall

I am honoured to be elected as the Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly. For the first time, the public has somebody singularly accountable for an efficient and effective police force for Devon and Cornwall. I will hold the Chief Constable to account on your behalf and work closely with him to develop and deliver this Police and Crime Plan.

By working together and everyone playing their part, we can make Devon, Cornwall and the Isles of Scilly the safest area of the country and enable communities to flourish. Together the public and the police can make a real difference by working more closely together to prevent and reduce crime and challenge unacceptable behaviour.

I know the public value the visibility and accessibility of their police officers. The aim of this Police and Crime Plan is to cut both crime and the fear of crime by bringing policing closer to the people. I will do this by halting the further decline in police officer numbers and focus particular attention on my five objectives: reducing crime and bringing offenders to justice, giving victims and witnesses a stronger voice, listening and responding to the public, providing strong leadership at all levels and investing in policing for the future.

We should be proud of the Devon and Cornwall police force. On your behalf, I will obtain the best value from our police. Please support your police and play an active part in your community's safety.

Tony Hogg



Devon and Cornwall and the Isles of Scilly

Devon and Cornwall and the Isles of Scilly is home to a population of 1.7 million residents spread across 4,000 square miles of urban, coastal and rural communities bordered by over 700 miles of coastline. An area of this size and particularly the rural isolation of some communities, provide specific challenges for policing.

Devon and Cornwall is one of the safest areas of England and Wales with overall levels of crime amongst the lowest in the country.

The police do not, and cannot work alone. Keeping people safe, reducing crime and catching criminals is an intensive, round the clock activity that relies on the co-ordinated response of a wide range of organisations both public and voluntary working together. The police are supported by a network of public organisations, partnerships and voluntary groups to keep people safe and protect the vulnerable.

This Police and Crime Plan will be achieved by working in partnership. As Police and Crime Commissioner, I will be expecting the police, Community Safety Partnerships, the Criminal Justice sector, voluntary agencies and charitable organisations to work with and further develop the breadth of provision that already exists. In an area the size of Devon, Cornwall and the Isles of Scilly it is essential to ensure that the wide network of people and agencies working to improve community safety is as joined up and co-ordinated as possible to ensure the best service and value to the public and victims.

In preparing this Police and Crime Plan, I have sought the views of the public and victims of crime; The Plan has been developed with the close co-operation of the police, Community Safety Partnerships and criminal justice agencies. I support the four priorities of the Community Safety Partnerships' Strategic Peninsula Assessment and have built them into this Plan.

Community Safety Partnerships' Peninsula Strategic Assessment priorities:

*Domestic, family and sexual abuse,
Alcohol, violence and the night time economy,
Anti social behaviour and
Reoffending.*

My pledge to respect the operational independence of the police

My role as Police and Crime Commissioner is to set out the strategic direction and budget and to hold the Chief Constable to account. I will do this by taking into account the requirements of the [Policing Protocol](#) and respect the Operational Independence of the Chief Constable.

My Values and principles

I have publicly sworn a [Declaration](#) of Acceptance of Office in which I declared how I would undertake the role of Police and Crime Commissioner. This is an important and open pledge which demonstrates how I will act on behalf of the public in a way that is impartial and accords with the importance of this office.

My values are those of the well recognised standards of holding public office, these are

Selflessness, Integrity, Objectivity Accountability, Openness, Honesty and Leadership

As Police and Crime Commissioner, I am also accountable to the public for the financial stewardship of a multi-million pound budget, and the propriety of a large and complex organisation of enormous community and social value. I fully acknowledge this responsibility and promise to adopt, wherever possible, sustainable approaches that are socially and economically responsible for the long term benefit of the public and policing.

My Commitment to Equality

I will carry out the duties of Police and Crime Commissioner with a clear commitment to ensuring equality and respecting diversity. I will aim to eliminate discrimination, and advance equality of opportunity. I intend to positively contribute to the advancement of equality and good community relations and will integrate equality considerations into the day-to-day business of the Office of the Police and Crime Commissioner. I will also hold the Chief Constable to account for the exercise of his duties relating to equality and diversity within the police force. I will publish an Equality, Diversity and Human Rights framework shortly.

The Policing Protocol can be viewed on the Home Office website www.homeoffice.gov.uk

The Police and Crime Commissioner's Declaration of Acceptance of Office can be found on the OPCC website www.devonandcornwall-pcc.gov.uk

My police and crime objectives

My Vision:

Devon, Cornwall and the Isles of Scilly as the safest area of the country, served by the best police force

My Mission:

To cut crime and the fear of crime by bringing policing closer to the public

My Objectives:

Reducing crime and bringing offenders to justice

- Reducing crime by finding lasting solutions
- Reducing re-offending and bringing offenders to justice
- Focusing on alcohol related violence
- Protecting the most vulnerable with a focus on domestic, family and sexual abuse and better awareness of crimes that go unseen
- Working to better understand and respond to crimes motivated by prejudice against someone's beliefs or circumstances
- Keeping our roads safe
- Reducing anti social behaviour
- Increasing the safety of the vulnerable , young and victims by protection from those posing the most serious harm
- Supporting early intervention programmes that address drug and alcohol misuse, mental health issues and young offenders

Giving victims and witnesses a stronger voice

- Being a champion for victims and witnesses through the criminal justice system
- Supporting the criminal justice system to deliver a simpler, swifter and more transparent service
- Better aligning the help and assistance offered by the police, other agencies and the voluntary and charitable sector
- Giving victims a greater say, particularly in how offenders are dealt with through the criminal justice system and restorative justice
- Keeping victims better informed as a crime is investigated

Listening and responding to the public

- Promoting equality and respecting diversity by ensuring the police service responds effectively to the needs of all communities
- Addressing community priorities through neighbourhood policing and greater visibility
- Improving the service received by callers with non-emergency enquiries
- Giving people a greater say in how policing is delivered
- Being more accountable to the public by providing new opportunities to have your say

Investing in policing for the future

Investing in people

- Developing the skills and expertise of officers and staff
- Increasing the use of special constables and volunteers

Investing in technology

- Updating technology to make key policing activities more efficient
- Using technology to improve public contact with the police

Investing in improving processes and systems

- Continually reviewing the way we work to improve service to the public
- Playing our part in national and international policing
- Working towards a sustainable policing model that continues to meet the needs of local communities

Providing strong leadership at all levels

Leadership as the Police and Crime Commissioner

- Holding the Chief Constable to account
- Bringing partners together to work more closely
- Making responsible decisions and speaking up for policing
- Being open and accountable about what I do and why

Leadership in partnerships

- Mitigating the impact of reducing budgets on the community together
- Working together to innovate and reduce demand
- Agreeing and delivering against common priorities

Leadership in the community

- Encouraging local people to help keep their communities safe by supporting the police
- Working to solve problems within communities and keep everyone safe

These priorities will be supported by an OPCC Action Plan and complimented by an Operational Delivery Plan

How I will deliver these objectives

My objectives are supported by an action plan to be delivered by the Office of the Police and Crime Commissioner. The Chief Constable will prepare an Operational Delivery Plan for the Force which must have regard to this Police and Crime Plan.

The OPCC Action Plan will be available shortly but can be broadly summarised by the following actions:

- I will keep this Police and Crime Plan and financial strategy under regular review
- I will hold the Chief Constable to account for the totality of policing
- I will provide funding to Community Safety Partnerships and other organisations to reduce crime and improve safety in line with the priorities and intentions in this Police and Crime Plan
- I will maintain an establishment of at least 3,000 police officers
- I will meet with the public regularly at events and surgeries to hear their views first hand and take action where appropriate.
- I will increase the number of Special Constables to help increase visibility and reduce the fear of crime
- I will provide targeted funding to the voluntary and charitable sectors to work with the community safety agencies to reduce crime through sustainable answers
- I will appoint an advisor to ensure victims' views are heard and taken into account by the police and partners
- I will work with practitioners, the licensed trade and business sector to challenge irresponsible behaviours, in particular alcohol abuse and to raise awareness of the impact it has on crime and health.

How I will measure success and hold the Chief Constable to account

I will hold the Chief Constable to account for the totality of policing. In order to focus on my objectives, I have set a small number of four-year, high-level improvement targets for the Force. These will be incorporated into a wider performance framework which will be finalised shortly. This framework will explain how I will hold open meetings at which the public will be able to question me and the Chief Constable about the performance of the police.

Reducing crime and bringing offenders to justice	Measure
<p>To reduce crime I am determined to reduce total crime over the next four years. The Peninsula Strategic Assessment (PSA) recognises that some crimes of domestic, family and sexual abuse and hate crime, by their very nature, go unreported. I want to encourage victims to come forward so that the police can take action. Therefore, I expect the number of some offences reported to the police will rise. I do not expect that any such increases will be greater than the overall reduction in total crime.</p>	<p>% reduction in total crime. as measured by police recorded crime</p>
<p>To reduce alcohol-related violence Current measures of alcohol related violence are inadequate in helping agencies to fully understand the nature of this problem and reduce crime. The police and partners will continue to tackle violence whilst developing a more meaningful means of illustrating the impact that is being made by police and other agencies.</p>	<p>For 2013/14 - a reduction in violent crime in a public place linked to the night time economy. A new alcohol-related violence measure will be developed for implementation in 2014/15</p>
Giving victims and witnesses a stronger voice	Measure
<p>To increase the percentage of crimes which result in a positive outcome A positive outcome is an offence resulting in an Offence Brought to Justice or through Restorative Justice. An offence is described as having been brought to justice where an offender has been cautioned, convicted or had offences taken into consideration by a court. Restorative justice is a victim-led approach where an offender is held to account for their actions, takes responsibility for the harm they have caused and takes steps to make amends</p>	<p>% increase in positive outcomes as measured by the police</p>
<p>To increase victims' satisfaction with the police A police survey of victims of burglary, vehicle crime and violent crime of their satisfaction with the service they have received from the police. In time, I intend to develop this measure to include witness satisfaction.</p>	<p>% increase in victim satisfaction as measured by the police</p>

Listening and responding to the public	Measure
<p>To increase public confidence in the police Assessed using a survey asking the public <i>'In general how good a job do you think the police in your local area are doing?'</i></p>	<p>% increase in those responding 'good' or 'excellent' as measured by the Crime Survey for England and Wales</p>
<p>To increase satisfaction with the police response to a non emergency matter In 2013/14, work will begin to improve the response received by the public to non emergency matters. This will include exploring how the police can work more effectively with its partners to provide a more joined-up and comprehensive service to the public.</p>	<p>Measure in development and to be in place by end of April 2013</p>
Providing strong leadership at all levels	Measure
<p>To increase the percentage of the workforce who state they are well led</p>	<p>Measure in development and to be in place by end of April 2013</p>
Investing in policing for the future	Measure
<p>To begin recruitment in order to maintain an establishment of least 3,000 police officers</p>	<p>Maintaining an establishment of at least 3,000 police officers.</p>
<p>To begin recruitment in order to maintain an establishment of at least 700 Specials</p>	<p>Reaching an establishment of at least 700 Specials by March 2017</p>

Strategic Policing Requirement

Police and Crime Commissioners are expected to work closely with their Chief Constables to ensure their Forces are able to contribute to the capacity and capability of the national policing requirement. This should be achieved in a way that is as consistent and joined-up across police force areas as possible. As Commissioner, my priority centres on the people of Devon, Cornwall and the Isles of Scilly. The policing service that keeps the public safe is provided and enhanced by a range of local, regional and national agencies. Devon and Cornwall Police play their part in contributing to this national policing capacity, so that the public can be kept safe wherever they are.

Workforce - halting the decline in police officer numbers

People tell me of how much they value their local police officers. Central Government cuts have placed a strain on police budgets. In an organisation that spends the majority of its budget on people, invariably these cuts have meant reductions in police officer and police staff numbers.

As Police and Crime Commissioner, I am committed to listening to the public and doing all I can to retain the highest number of police officers. The funding model I have developed with the Chief Constable aims to halt the decline in police numbers by sustaining police officer numbers above 3,000.

Subject to any further Government cuts, I am able to provide the Chief Constable with sufficient funds to recruit approximately 534 police officers between 2014 and 2017. This will effectively offset the number of officers we expect will retire from the Force during that same period.

Actual FTE	March 13	March 14	March 15	March 16	March 17
Police Officers	3,090	3,090	3,090	3,090	3,070
PCSOs	414	384	360	360	360
Police Staff	1,810	1,764	1,739	1,714	1,594
Specials	600	650	700	750	800

An increase in the number of Specials

Special Constables play an important role in forging strong links between the police and local people. Specials work alongside Police Officers and Police Community Support Officers to deal with local policing issues and help prevent crime and the fear of crime. I believe that there is great potential to increase the number of Specials in the Force and benefit from the skills and backgrounds they have to benefit the police in serving the public.

I intend to provide the Chief Constable with sufficient resource to recruit 200 additional Special Constables by April 2017. In order to fund these increases, I will draw on money set aside in a contingency fund to help cope with fluctuations in Government funding decisions. This financial plan will also require an increase in the council tax precept of 2% in 2013/14. This is equivalent to 6 pence a week on council tax bills for a band D property.

In order to increase the number of uniformed frontline officers, it will be necessary to continue with the planned reduction of police staff numbers through workforce reviews and the disestablishment of vacant posts.

The resources and assets I will make available to the Chief Constable

As Police and Crime Commissioner, I receive all Government police grant funding directly. Following consultation with the Chief Constable and the public, I decide upon the level of council tax revenue I intend to raise in order to meet the necessary budget requirement for maintaining an efficient and effective police force.

My Medium Term Financial Strategy sets out my spending plans, budget forecasts and intentions for balances and reserves.

The budget requirement for the four years 2013/14 to 2016/17 is illustrated below

Summary	2013-14	2014-15	2015-16	2016-17
Funding	£288.6m	£284.1m	£282.8m	£282.2m
Net Budget before contribution from reserves	£284.3m	£283.5m	£286.2m	£289.6m
Contribution to/(from) reserves	£4.3m	£0.6m	(£3.4m)	(£7.4m)

My Medium Term Financial Plan can be viewed here. *Link to be inserted*

Efficiencies

The Force has a history of delivering value for money savings. In the next four years of this plan, further reductions of £35.9m are anticipated. I am committed to work with the Force to deliver savings on all areas of the budget. A joint Value for Money strategy has been developed to support this. The planned savings divide into those which are based upon staff and officer numbers and non pay budgets. This is illustrated below.

Budget Division	2013/14	2014/15	2015/16	2016/17	Total
	£m	£m	£m	£m	£m
Projected savings	(10.3)	(7.7)	(8.0)	(9.9)	(35.9)
Reinvestment	2.8	2.0	3.3	3.8	11.9
Total	(7.5)	(5.7)	(4.7)	(6.1)	(24)

Collaboration

I am committed to working more closely with other Police and Crime Commissioners and police forces, particularly in the south west, in order to make the police Force more efficient and effective and to better meet the needs of our communities. There are already a range of services that are delivered in partnership with other Forces. One example is the joint taskforce to tackle serious and organised crime across the south west.

As well as a more effective way of working, these shared services and collaboration arrangements make financial sense. For example, significant savings have already been made by introducing a central purchasing facility for police forces in the south west of England.

There is more to be done, in particular to make it easier for forces to be able to work with each other more cohesively in order to reduce the threats to the public from crime and reduce the impact of financial uncertainty.

I am open to other collaborative ventures where it can be proven that they best serve the interests of the people of Devon and Cornwall. I will be working with the Chief Constable to explore the options available.

Community Safety and Commissioning

From 2013, in addition to core police funding including those funds currently allocated to 'police partnership funding, the Police and Crime Commissioner will receive all community safety funding albeit at a lower level than was previously provided. In previous years, this money was directed from central Government to Community Safety Partnerships.

I recognise the good work of the range of partnerships and stakeholders working to keep people safe and acknowledge the importance of maintaining a sustainable funding base.

In order to minimise disruption to services, for 2013/14 I will endeavour to fund the existing 2012/13 recipients of this money. To mitigate future reductions from Government, I intend to treat this as a single Community Safety Grant and police partnership fund.

During 2013, I will expect the recipients of this community safety and police partnership funding to be able to demonstrate how they contribute to community safety and crime reduction and support this Police and Crime Plan. I will work closely with partners to review current arrangements for the use of resources and consult with stakeholders in developing future proposals in order to ensure a smooth transition to any new arrangements in April 2014.

Buildings and assets

My Police and Crime Plan has an objective of investing in policing for the future. This includes making the best use of our buildings, technology and other assets to ensure that our police officers and staff are able to work as effectively as possible.

Making sensible investment decisions now will have long term benefits for the future and as Police and Crime Commissioner I will make the best use of existing assets. I will be seeking assurance from the Chief Constable that the Force estate is put to the best use by working in partnership and with due regard to the plans of local authorities and other partners. Following this, I will publish a refreshed Estate Strategy.

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DEVON CORNWALL ISLES OF SCILLY

Community **Safety** Partnerships

Peninsula Strategic Assessment **2012/13**

If you would like this document in another format please contact the Community Safety Team, Cornwall Council, Old County Hall, Station Road, Truro TR1 3HA or email mail@safercornwall.co.uk.

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Section 1: Core Messages

Introduction, summary and
aims and objectives

Introduction

A foundation for working together

The Peninsula incorporates eight community safety partnerships (CSPs) and one strategic County level partnership, Safer Devon. Their statutory responsibilities and activities are set down within the Crime and Disorder Act 1998, but the partnerships essentially serve and respond to local need and delivery structures and hence there are differences in the way that they work.

A Strategic Assessment (SA) is a 'snapshot' of crime and community safety produced using factual data. It aids understanding about crime and disorder issues, explores future threats and opportunities, and considers where a CSP can make the most difference. Every year each CSP in Devon, Cornwall and the Isles of Scilly produces its own SA, highlighting the key problems and priorities specific to their area.

This document (the second **Peninsula Strategic Assessment**, or **PSA**) describes crime and community safety issues and identifies priority issues affecting the whole Peninsula. CSPs across the Peninsula will use the PSA alongside local Strategic Assessments to target resources and identify if, where and how approaches and partnership resources can be co-ordinated to deliver more efficient and effective community safety outcomes to benefit residents and visitors within Devon, Cornwall and the Isles of Scilly.

An evidence base for prioritisation

Over 40 crime and disorder issues were assessed using a Strategic Threat and Risk Assessment tool (STRA). The STRA considers each issue in terms of the scale and frequency of impact on communities, whether it is a priority for the public, the cost to agencies and the wider community, and how well the Peninsula performs compared with the rest of the UK. This process highlighted **domestic, family and sexual abuse, alcohol, violence and the night time economy, Anti-Social Behaviour** and **reoffending** as the main risks.

Analysts representing each of the CSPs and the police worked together to build the evidence base contained within **Section 3**, with more detailed information in the **Appendices**. You will find links to the individual CSP SAs on page 64.

Relevant to everyone

The PSA contains information to help focus the activity tackling the priorities identified, clearly sectioned to enable readers to find the most relevant material for their needs.

Section 1 '**Core Messages**' contains a summary of the document, introducing the agreed aims and objectives for future CSP activity. Section 2 '**Setting the Scene**' describes the current national and local contexts, and an overview of all crime within the Peninsula. Section 3 '**Peninsula Priorities**' provides more detailed analysis of each of the priority themes. At the end of the document the **Appendices** contain useful reference tools including the agreed delivery plan, an overview of objectives alongside existing services and projects, more comprehensive analysis of both wider and priority issues, cost drivers and methodology.

Summary

The PSA identifies 4 priorities which most affect communities in Devon, Cornwall and the Isles of Scilly:

- Domestic, family and sexual abuse
- Alcohol, violence and the night time economy
- Anti-Social Behaviour
- Reoffending

In addition, a greater understanding of more hidden issues that affect the most vulnerable in our communities is needed in order to safeguard against, and respond to them effectively, increasing people's confidence in services and encouraging more reporting. Two distinct additional risks – **understanding of hate crime and hidden harm** and **preventing violent extremism** are identified in light of this.

The PSA identifies a number of **aims and objectives** for CSPs, contained in a table in **Appendix 1** and discussed in more detail below in relation to each priority. An agreed route for driving activity forward through Strategic Delivery Groups and ongoing analysis are in **Appendix 2**, Next Steps.

The arrival of the **Police and Crime Commissioner** and **Police and Crime Panel** makes it more important than ever before for partnerships to **understand, evidence, and articulate crime and disorder problems**, hence the need to commission ongoing analysis to inform decision making about the priority areas.

More detailed understanding of the causes of crime is also needed in order to mitigate the impacts of **widespread restructuring of services** across public sector bodies, where budget cuts could be – directly or indirectly - contributing to changing crime trends. With a challenging **economic climate** and **welfare reform** likely to increase demand across the priority areas as funding is cut, an analytical focus on these problems is increasingly important.

Overall the Peninsula experiences **10% less crime** than other similar areas in the country, but this gap has narrowed over the past twelve months. Although still the 4th safest place in the country, after year on year reductions for some time, **crime levels within the Peninsula have increased over the past 12 months** across most types of crime, particularly violence, acquisitive crime (such as thefts and dwelling burglary) and domestic abuse. Acquisitive crime and property crime levels remain lower than elsewhere, but **rates of violence and sexual offences are now higher** than in other similar places nationwide. There is no single clear explanation for this.

The cost of crime to victims, businesses, the taxpayer and our communities, is huge. In 2011/12 recorded crime cost an estimated £298 million across the Peninsula; factoring in under-reporting the **real figure could be closer to £882 million**.

Rape and serious sexual assaults have by far the greatest associated costs, making up a third of the total cost estimate but accounting for only 2% of all recorded crime, with the majority of the cost relating to the physical and emotional impact on victims. At the other end of the scale, thefts and shoplifting account for almost a quarter of all recorded crime but only 5% of the estimated total cost.

Family problems are the most significant cost driver in the Peninsula. Family-related issues, such as domestic abuse, sexual violence, youth offending and Anti-Social Behaviour, are estimated to have cost £431.7 million in 2011/12.

Crime and community safety issues are **not evenly spread** across the Peninsula, with the **highest crime rates located in our main city and town centres. Plymouth and Exeter** are cities of significant size but the majority of the Peninsula is described as rural with most of the population resident in **smaller urban clusters, market towns and villages**. In addition to the usual types of crime and disorder problems associated with urban areas anywhere, CSPs face **additional challenges** in providing equal access to services for **widely dispersed communities**.

Higher crime rates frequently co-exist with other social problems that place heavy demands on partner resources. **Deprived areas** experience challenges like higher unemployment, lower incomes and poorer health than other areas. There are high proportions of the community experiencing, or at risk of deprivation and poverty in Plymouth and Torbay, where crime rates are higher than the Peninsula average, but **pockets of significant deprivation** are also present **in more rural and isolated communities** within the rest of Cornwall and Devon.

On average, over 11 million visitors a year outnumber the Peninsula's 1.7 million residents, and **visitor volumes are predicted to rise** over coming years. Crime within the Peninsula follows **a seasonal pattern that is predictable**, but nonetheless places significant pressure during summer months on local communities and partner resources, particularly in **larger coastal towns with thriving night time economies**, like Newquay.

Although the Peninsula has a far lower proportion of ethnic minorities than the national average, the **demographic has changed considerably** over the last decade in ways which may not be apparent from national statistics. There are increasing numbers of foreign students and both transient and migrant workers across the Peninsula.

Although overall unemployment remains below the national average, overdependence on low paid part-time and seasonal work, combined with an older than average population could cause the **social and economic impacts of recession and welfare reform** to have a greater impact on community safety than elsewhere. Housing affordability and availability are also major local issues presenting prevention and safeguarding challenges – enforced cohabitation with either family or strangers could increase risk across the priority crime themes.

Overarching themes

Early intervention and prevention is a key theme in developing effective responses to all of our priorities. The PSA objectives focus on identifying, risk assessing, and **safeguarding** those who are most vulnerable in our communities and improving our understanding of their specific service needs.

Children and young adults are at highest risk of crime, both as direct and indirect victims and as offenders. Young people are most vulnerable to the impacts of family dysfunction, creating problems for the future. The PSA objectives focus on young people through objectives linked to education, challenging attitudes and behaviours, and breaking the inter-generational cycle. These have the **potential to reduce crime and Anti-Social Behaviour over both the short and longer term** and will lay the foundations for safe, strong positive communities in the future. Young adults (aged 18-24) are at the highest

risk of both victimisation and involvement in offending. Within this group, the large volume - over 70,000 – of higher education students within the Peninsula appear to be particularly vulnerable to the issues identified as PSA priorities.

A small proportion of individuals and families in our communities have **multiple and complex problems** and place high demands on services across the board. Within this group, **problematic drug and alcohol users** contribute to crime and community safety issues across the priority areas. **Working in partnership** is often more effective than working as a sole agency when tackling complex problems and underpins many objectives.

Given the challenging economic climate and widespread restructure and change in the public sector, **increased integration** of working either between partner agencies / departments or cross boundaries will be important. **Community engagement and increasing public confidence** underpins all partnership work and involving communities in developing local solutions will become increasingly important. This is recognised as an area which could be improved across the Peninsula.

The PSA highlights the growth of **new technology and social media** as factors that will shape responses to some crime and disorder areas over coming years. They offer clear opportunities to increase engagement, develop alternative reporting routes, challenge inappropriate behaviour and develop new forms of crime prevention. But there are also threats in terms of increasing cyber crime (particularly online exploitation, bullying and harassment) and in whether partnerships have adequate resources (including appropriate legislative tools) to move dynamically in this area.

Peninsula priorities

The main points about each of the priority areas are summarised here, with more detailed analysis contained within **Section 3**. The agreed objectives are at the end of each section, and are also contained in a table in **Appendix 1**, along with an overview of existing services.

Domestic, family and sexual abuse

Domestic, family and sexual abuse has a devastating **impact on individuals, families and communities** and requires a **significant amount of resources** to tackle from all public sector agencies.

Domestic, family and sexual abuse occurs **across society regardless of age, gender, race, sexuality, wealth, and geography**. Abuse is not always violent and may include psychological, physical, sexual, financial, online and emotional abuse.

Whatever form it takes, domestic, family and sexual abuse is rarely a one-off incident, and should instead be seen as a **pattern of abusive and controlling behaviour which tends to escalate over time**.

Associated issues include youth crime and Anti-Social Behaviour, missing persons, mental health breakdown, drug and alcohol problems, wide-ranging health problems, poor education performance and attendance and costs to services involved in supporting vulnerable families and safeguarding children. Many victims and their families experience **multiple problems** that require services to work together effectively to address them.

Trends in reported crime suggest that **these offences are increasing** and this problem is predicted to continue as vulnerable families struggle to cope with additional financial and emotional pressures brought about by the deepening recession, including higher unemployment, welfare reform and changes in support services. The rate of sexual violence and domestic abuse within the Peninsula are higher than the average for similar areas across the country.

Domestic Abuse, Sexual Violence, and exploitation crimes are **by their nature hidden**, rarely recognised as priorities by communities, and under-reported to police. These factors limit our understanding of and ability to tackle the problem.

National prevalence estimates suggest almost two thirds of domestic incidents in the Peninsula go unreported, and that levels of under-reporting for sexual offences are significantly higher. With services stretched to respond to the incidents that were reported and a goal (*Objective 2*) to increase confidence and drive up reporting, **increasing demand for support is likely**.

Highlighted as a problem across the Peninsula, the highest reported incidence rates for domestic abuse last year were in Plymouth and Torbay CSPs - however it is within Torbay and Cornwall that the trend is increasing.

Improving safety for victims of domestic abuse focuses on **reducing repeat victimisation**, underpinned by effective risk assessment through multi-agency processes such as Multi-Agency Risk Assessment Conferences (MARACs). Specialist support and service provision from CSPs and the third sector contribute towards the **continuum of**

support described by *Objective 3* and are detailed in Appendix 1. *Objective 4* provides for **services which work with offenders**, with possible gaps identified where abuse is taking place outside of continuing intimate relationships or without convictions.

The PSA highlights a risk that funding cuts could raise the level at which interventions take place, **leaving individuals vulnerable to escalating risk**, and increasing the long term costs to society.

Domestic abuse is a **high volume crime potentially resulting in serious harm**, and has been a contributing factor in over a third of all murders in the Peninsula over the past decade. Nearly **three quarters of domestic homicides** in the past ten years saw **no previous reported domestic history** between the victim and offender with most occurring in neighbourhoods with the lowest volume of domestic abuse crimes and incidents overall. These are **largely rural areas** potentially indicating an issue of **under-reporting** in more remote areas across the Peninsula. Comprehensive and resource intensive domestic homicide reviews take place with *Objective 6* ensuring changes are promptly made across the whole Peninsula when lessons are learnt from these.

Alcohol is frequently highlighted as a problem within families where domestic abuse takes place. **Women and children** appear most vulnerable to abuse, and national research also indicates **increased risk for vulnerable adults**. **Men are also victims** but are less likely to seek help, and it is unclear if there are additional barriers to reporting for other **minority groups** (hence *Objective 7*). *Objective 1* is to ensure there is equal access and service provision regardless of gender, age, or background.

Women (particularly young women) and children are most vulnerable to sexual violence. Stranger attacks are rare. The vast majority of **offenders are known to the victim**, and some sexual violence is domestic abuse. There are **practical and emotional barriers** to reporting such offences making it important to provide easier ways to report abuse, and to provide a continuum of support from early identification through to independent living (*Objectives 2 and 3*).

Sexual Assault Referral Centres (SARCs) in Plymouth, Exeter and Truro are understood to have had a **positive impact on both reporting rates and victim confidence** (*Objective 2*), but future funding streams for these are under threat. Alongside supporting victims, *Objective 4* highlights the need to **work with sexual offenders**, with sex offender programmes currently focusing on high risk offenders on release from prison, or those that are medium to high risk with a focus on internet offending.

Wider safeguarding issues were raised by 'Hidden in Plain Sight' and the Child Exploitation and Online Protection Service, highlighting **disabled people and young people at risk of sexual exploitation** as particularly vulnerable groups within society. *Objectives 1 and 7* reinforce the need to understand vulnerabilities within, and appropriately support all of our community.

The importance of developing **strong multi-agency safeguarding processes** is apparent with significant volumes of **child abuse** (sexual offences, online abuse and exploitation) and **adult safeguarding incidents** in the last year. In Cornwall, Torbay and Plymouth rates of children subject to Child Protection Plans are higher than the national average.

Devon's **Multi-Agency Safeguarding Hub (MASH)** is identified as best practice nationally and is being considered as a Peninsula-wide approach to information sharing and risk assessment. **Domestic abuse, mental health, substance misuse and past sexual**

abuse have been identified as 4 risk factors which in combination can identify the families likely to become the most referred to the MASH. Alongside awareness raising and education campaigns, initiatives like this are the focus for *Objective 5*, seeking to break the inter-generational cycle of abuse.

<p>Aim:</p>	<p>To reduce the risk of serious harm and provide appropriate responses to safeguard individuals and their families from violence and abuse</p>
<p>Objectives (not in priority order)</p>	<ol style="list-style-type: none"> 1. To provide equal access and service provision to all victims of domestic abuse and sexual violence, regardless of age, gender, or background. 2. To increase victim confidence and provide easier ways to report abuse. 3. To provide a continuum of support from early identification, crisis intervention and support to independent living through integrated specialist services. 4. To provide services that work with perpetrators. 5. To challenge attitudes and behaviours which foster domestic abuse and sexual violence and educate the next generation to break the cycle. 6. To undertake comprehensive reviews of domestic homicides and take fast and positive action to implement change based on the findings. 7. To build better understanding of the experience of abuse in minority groups; increase confidence in reporting and address specific support needs.

Alcohol, violence and the night time economy

Alcohol cuts across all aspects of partnership service delivery and represents a significant cross-cutting theme for other priority areas of criminality. Alcohol is associated with a range of crime but plays a particular factor in violent crime. An **increase in social and health problems associated with alcohol** is one of the anticipated **impacts of the prolonged recession**.

Violent crime has risen by 11% across the Peninsula in the past year, set against a national reduction of 7%. This trend is reflected across most of the Peninsula except Plymouth (where the rate has remained stable) however the city has a rate of alcohol-attributable crime significantly higher than the average for England.

Violent crime is highest in towns and city centres particularly Plymouth, Exeter, Torquay and Newquay which face particular challenges linked to a thriving nightlife. Whilst violence and disorder hotspots are centred on the **night time economy**¹ (NTE) these remain stable. There has been a rise in violence happening outside of this environment during the daytime and we need to understand why this is happening (*Objective 4*).

Police research indicates that **a rise in repeat offending** may be a factor in the increase in violent crime and this has led to a new violent offender risk assessment model being introduced, identifying high and increasing risk individuals. **Young males aged between 18-24** years are most likely to be involved in night time economy violence, both as victims and offenders.

Tools such as the **Assault Related Injuries Database** (ARID – and its equivalent in Plymouth) allow licensing teams and partners to gain a better understanding of **problem licensed premises** or locations across the Peninsula, but the risks associated with non-traditional alcohol supply routes, such as the internet, are less well understood. A number of collaborative partnership, business and third sector initiatives (see **Appendix 1**) are in place to help to ensure a **vibrant and safe night time economy** (*Objective 5*). Enforcement tools and new legislation could also be used to support *Objectives 3 and 5*.

The new **Police Reform and Social Responsibility Act 2011** introduces new measures to tackle alcohol problems including introducing a late night levy to help cover the cost of policing the night time economy, widening the use of early morning alcohol restriction orders and doubling fines for persistent underage sales (*Objectives 3 and 5*).

Reducing the rising rate of alcohol-related hospital admissions across the Peninsula is key, particularly for young people under the age of 18 years (*Objective 2*). An estimated **6% of the adult population** across the Peninsula **drink at double the recommended safe levels** and above, with around 18% of the population thought to be **binge drinkers**.

The National Alcohol Strategy emphasises the importance of **early identification and intervention** (for every eight at-risk drinkers who receive advice, one will reduce their drinking to within low-risk levels) however evidence suggests that many people do not seek specialist help until their problem is well established. Education about alcohol is being reviewed with responsible drinking messages due to be delivered within the 'Change4Life' campaign.

¹ Analysis of crime linked to the night time economy focuses on violent crime occurring in a public place (street/highway/road, licensed premises or takeaway food outlet) between 9pm and 5am.

Problem use of **alcohol increases the likelihood of reoffending** with research indicating that alcohol is a specific risk factor linked to the offending behaviour for the majority of offenders. Use of prevention and education tools such as public information campaigns, the use of targeted alcohol workers and the roll out of training packages to help identify and screen individuals at risk of problematic drinking could greatly increase opportunities for early identification and intervention with this cohort (*Objective 5*).

Other opportunities for intervention include the use of the Court ordered Low Intensity Alcohol Programme (LIAP) for low level violent offenders and Alcohol Treatment Requirements for offenders who are dependent drinkers. Despite the use of LIAP, **prevention programmes are not being targeted directly at violent offenders** in any of the CSP areas and are reflected in *Objective 1*.

Aim	To reduce the harms of alcohol on individuals, their families and the community and reduce the risk of violent crime
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To improve opportunities for early identification and intervention with problem alcohol users, including offenders, to enable them to reduce their drinking risk. 2. To reduce the rate of alcohol-related hospital admissions by developing a range of approaches in Emergency Departments and in the community. 3. To reduce alcohol-related crime and work with partners to provide a vibrant, safe night time economy. 4. To understand and address the drivers of violent crime that is not linked to the night time economy; including safeguarding young people from involvement in crime (as victims or offenders). 5. To work collaboratively to identify and address key locations, licensed premises and individuals that represent the greatest risk of harm.

Anti-Social Behaviour

The 1998 Crime and Disorder Act states that a person is regarded as behaving anti-socially if they have acted "in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household".

The definition is open to interpretation as **behaviour that is deemed anti-social may be very different** from one person to next. Perceptions are influenced by many factors, including a person's worry about personal risk of harm (as well as actual experience), feelings about their local area and other people in their community and the media. The types of incidents reported range from persistent harassment and intimidation to more minor incidents of littering and dog fouling.

Anti-Social Behaviour in all its forms is a very **visible sign of disorder in our communities** and is closely linked to perceptions of safety, satisfaction with the local area as a place to live and confidence in local services. In its most persistent and serious forms **it can have a significant impact on health and wellbeing**.

Despite ongoing reductions in the numbers of incidents reported to the police, Anti-Social Behaviour remains the **primary concern of local residents**. This gap between perceived risk and actual rates of incidence is also replicated nationally, and makes it crucial to work closely with communities to identify their specific concerns and tackle them appropriately (*Objective 1*). Particular priorities commonly identified are vehicle-related

ASB (problem parking, speeding, 'boy racers'), dog fouling, neighbourhood disputes and youth related issues.

There is a strong seasonal pattern, with **more incidents in the summer months** and fewer in the winter – driven by the influx of tourists, school holidays, and lighter evenings. A significant proportion of police recorded Anti-Social Behaviour is reported in the night time hours, however evidence from Cornwall and Devon CSPs indicate that incidents are **more likely to be reported** between **mid-afternoon and early evening**.

Reducing the fear of Anti-Social Behaviour and **increasing confidence** that partnerships will deal with problems effectively when they do occur is *Objective 2*. Partnership and local tasking groups have effective joint working strategies to tackle locally identified issues. This assessment identifies that it is crucial to ensure all sections of the community are engaged alongside partnerships in developing long term solutions.

Anti-Social Behaviour is linked to a wide range of other issues including hate crime, the night time economy, problem drug and alcohol use, mental health, family issues and housing. Reports of Anti-Social Behaviour are **highest in our town and city centres (particularly Plymouth and Torbay)** and in **areas described as deprived**. Although street drinking and vagrancy levels are low, they are increasing – in central parts of Plymouth, Truro and Torquay – and this trend is likely to continue.

Proactive town centre and neighbourhood management that considers all aspects of the environment is a key element in reducing crime and disorder and making our towns and cities safer, more attractive and economically productive (*Objective 1*). Sustainable solutions, such as restorative justice and mediation are working well across the Peninsula.

Whilst there is a renewed focus on developing tools and processes to tackle Anti-Social Behaviour, there is a risk that **funding cuts and restructuring** across the public sector may restrict activities which either directly or indirectly reduce Anti-Social Behaviour. Higher unemployment levels, welfare reform and increasing deprivation are likely to increase opportunities for Anti-Social Behaviour to take place, making **diversion schemes**, particularly for young people, even more important (*Objective 3*).

Targeted work with families, such as Family Intervention Projects and local delivery of the Government's new Troubled Families programme, are likely to have a positive local impact on Anti-Social Behaviour (*Objective 5*).

Identifying and protecting those who are most vulnerable to, or are repeat victims of Anti-Social Behaviour is critical (*Objective 6*). Within Plymouth and Cornwall Anti-Social Behaviour teams, and for police across the Peninsula, victim risk assessment tools are in place to assess vulnerability and identify appropriate intervention or support packages.

Aim	To ensure effective resolution of ASB, divert perpetrators and identify and support vulnerable individuals in our communities
Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To work with partners and the community to identify local priorities and implement effective sustainable solutions, including cost effective approaches such as mediation and restorative justice. 2. To work with communities to increase confidence that local problems are dealt with effectively, reduce perceptions of ASB and ensure high satisfaction levels among victims. 3. To work with partners to divert young people from ASB, making effective use of existing engagement mechanisms. 4. To identify persistent offenders; make effective use of enforcement tools to protect the community and help offenders change their behaviour. 5. To provide intensive, integrated and early intervention support to "troubled" families through family intervention projects, improving outcomes for parents and children. 6. To identify and protect those that are at greatest risk of harm from ASB, including repeat and vulnerable victims.

Reoffending

An estimated **third of all recorded crime across the Peninsula is committed by repeat offenders**. Offenders are amongst the most socially excluded in society often having **complex and deep rooted health and social problems**, such as substance misuse, mental health, homelessness, debt, and family problems.

Youth reoffending is above the national rate and on a rising trend across most areas in the Peninsula, Cornwall being the exception. This should be viewed in the context of a large falls in the number of young offenders and a falling number of reoffenders and reoffences.

Acquisitive crime is the most common type of repeat offending, often driven by problem drug use. This is predicted to become more of an issue as a result of economic challenges and welfare reform. The ease and cost of purchasing prescription and non-prescription drugs via the internet could also contribute to a growing problem.

There are higher than national average rates and ongoing increases in **youth re-offending** across all areas of the Peninsula. Adult reoffending is slightly below the England average across the Peninsula however Plymouth and Torbay have rates higher than the national average. Adult reoffending rates have remained stable over the past 12 months with the exception of Cornwall.

Lifestyle, relationships, and alcohol and drug problems are the most prevalent issues linked to risk of re-offending, all of which affect more than half of offenders; emphasising the importance of holistic, multi-agency, risk based approaches to managing offenders. Links between drug use and offending are most apparent within Plymouth, mainly within acquisitive crime offences. **Acquisitive crime has seen significant increases** not just in the city but across the Peninsula in the past year making it important to understand how drug abuse is driving crime (*Objectives 1 and 2*).

The management of **adult perpetrators** who present the most risk to their communities is delivered through **TurnAround**. Each offender is managed by a single lead professional working as part of a multi agency team coordinating support across all pathways, including accommodation, family support and physical and mental health (*Objective 3*).

Preventative work may be under threat due to budget cuts but recognising the importance of taking a “whole family” approach to tackling reoffending in addressing both causes and impacts is key (*Objective 4*). Research from Cornwall and Torbay highlights **domestic abuse** as a factor in around half of adult offender relationships. Family and personal relationships is one of the most prevalent issues among young offenders, with domestic abuse also being a common contributor to a young offender’s risk of reoffending.

Management of **young offenders** is delivered through **Youth Offending Services/Teams** across the Peninsula providing a co-ordinated response to the needs of young offenders. Work includes strengthening protective factors against further offending (positive relationships, education training and employment and stable accommodation) and providing access to specialist services such as speech and language therapy and treatment for drug and alcohol problems. In addition to interventions aimed at young people either engaged in or at risk of offending there is also a wide range of **youth diversionary activities** including sports, arts, confidence building and life skills delivered across the Peninsula (*Objective 5*).

Significant reductions have been seen across the Peninsula in both the number of young people on youth offending services caseloads and first time entrants into the criminal justice system, with one reason for this likely to be the introduction of the **Youth Restorative Disposal** in 2009. This helps prevent young people entering the criminal justice system by offering a quick and proportionate response in cases of low level offending and allows victims to have a voice in how the offence is resolved.

These reductions in young offenders have generally been accompanied by a **rise in the proportion of those reoffending**. The cohort of young offenders has been falling faster than the number of reoffenders. The implication for services is that young offender **cohorts will be smaller but more complex**.

There has been some debate across the Peninsula about **whether some sentences handed out by the courts are consistent with the aim of reducing reoffending**. The decision not to impose a custodial sentence should be supported by **community-based interventions** that aim to reduce the risks of reoffending.

Aim	To reduce crime by tackling the underlying causes of offending and reintegrate offenders and their communities
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To identify, target and work proactively with the offenders that present the highest risk of harm to their communities. 2. To work with partners to address substance use in offenders, tackling dependency and problem use of drugs and alcohol, improve mental and physical health, aid recovery and reduce the risk of reoffending. 3. To work with partners to provide stable accommodation and opportunities for training and sustainable employment for offenders. 4. To provide a “whole family” approach to tackling reoffending that utilises existing family intervention programmes and addresses issues such as domestic abuse, parenting and breaking the intergenerational cycle of offending. 5. To support young people at risk of or engaged in offending through positive early intervention and divert them from future criminal careers.

Additional Risks

Both of the additional risks identified are currently low volume, high impact concerns. It has not been possible to assess the threat they present, as the understanding of both areas is limited. The PSA supports initiatives to increase reporting and develop a clearer picture of both risks.

Understanding of Hate Crime and Hidden Harm

Hate crimes are crimes perceived as motivated by the perpetrator's hostility or prejudice based on a protected characteristic. They have a **detrimental effect on the victim's emotional and mental health** and **significant impacts on the community**.

Both nationally and locally, there are thought to be significant levels of under-reporting, giving an **unclear picture of potential risks within the community** and making it difficult for agencies to take mitigating action. Although **reported hate crime incidents** in the Peninsula have dropped by 17% over the past year. The PSA suggests this is **not representative of the experience of minority communities** and that **further analysis** takes place to increase local understanding of this issue (*Objective 4*), as well as **making reporting easier** and more accessible (*Objective 1*).

The majority of recorded incidents appear **racially motivated**, with a rapid growth of minority populations highlighted by Devon and Plymouth as possible factors. **Mate crime**² has been identified as a particular issue for vulnerable adults.

The Crown Prosecution Service indicate that a high proportion of hate crime prosecutions are dropped as a result of unexpected non-attendance by victims, and this, combined with low reporting rates suggests **greater victim support throughout the process** and increased confidence in the criminal justice system are needed (*Objective 2*).

There is a **strong focus on tackling hate crime** at both central government (the national Hate Crime Strategy was released in March 2012) and local level (hate crime partnership sub-groups exist within Cornwall and Torbay, and a network is being developed in Devon) but **strengthening community infrastructures** is also important (*Objectives 1 and 2*). To drive this partnership activity forward, a much clearer picture of hate crime and other forms of hidden harm affecting minority communities, and their links to Anti-Social Behaviour within the Peninsula needs to be established (*Objectives 3 and 4*).

² Mate crime refers to the situation where a person with learning disabilities is "befriended" for the purposes of coercing them into handing over money or property

Aim	To work together to better understand and assess the true impact of hate crime and hidden harm in our communities, improve our understanding of issues for vulnerable groups and improve reporting
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To improve access to reporting options and promote them effectively. 2. To develop and promote local support and referral pathways for victims. 3. To raise awareness – confirm a zero tolerance message and provide training on when and how to report, both with frontline staff and people in the community who may be victimised or at risk. 4. To increase our understanding of the problem, working with partners from public, private and third sectors to analyse the issue and to improve data collection, integration, and interpretation.

Mainstreaming Preventing Violent Extremism

Preventing Violent Extremism (PVE) was reviewed in 2011, refocusing the strategy to **address all forms of extremism**. Nationally, Al Quaida inspired extremists remain the highest threat, but Far Right groups have become increasingly active across the UK in recent years.

Whilst the Peninsula suffers less than many other areas in the country in relation to organised groups of extremists, or overt support for any form of extremism **individuals anywhere could take independent action** with violent consequences, making safeguarding important across all partnerships.

Prevent delivery is partnership led, and is strongest in Plymouth (a Prevent Priority area, where most risk is thought to be held) and in Cornwall. There is an established strategic delivery structure within Torbay, and are being established in Devon.

Incorporating **Channel**, the referral process for raising individuals considered vulnerable to radicalisation alongside other safeguarding processes is crucial, in part through **Workshops to Raise Awareness of Prevent** (WRAP) for practitioners working throughout Partnerships.

Individuals vulnerable to radicalisation are often vulnerable in other ways, and investing partnership resources in processes which support them could also strengthen responses to **safeguarding adults, violence in the home, honour based violence** and **human trafficking**. The **role of the internet**, particularly public internet facilities, in grooming extremists is raised as a specific concern.

Aim	To mainstream the delivery of Prevent alongside other safeguarding processes
Agreed Objectives (not in priority order)	<ol style="list-style-type: none"> 1. To develop, or continue to support partnership led strategic delivery structures for Prevent. 2. To ensure WRAP training and awareness raising of the Channel (PVE) process amongst practitioners working with vulnerable communities across the peninsula. 3. To encourage the development of internet use and auditing policies amongst partnerships, third and private sector organisations.

Driving delivery against priority risks

There are a range of **existing services and activity to help mitigate the priority risks** already undertaken by individual CSPs, (some of which are currently under threat as a result of cuts or restructuring). **Appendix 1** brings together an overview of these alongside a **reference table** containing all of the objectives to help partnerships identify gaps in service delivery, or best practice elsewhere.

Appendix 2 describes the CSPs intended **delivery structures** and ways of **working together to improve performance**, including initiatives which would build on the PSA to **improve understanding of Peninsula-wide crime and community safety issues** in the future.

Section 2: Setting the scene

The national landscape, local context and an overview of community safety

The national landscape

The Peninsula incorporates eight community safety partnerships (CSPs) and one strategic County level partnership, Safer Devon. Their statutory responsibilities and activities are set down within the Crime and Disorder Act 1998, but the partnerships essentially serve and respond to local need and delivery structures and hence there are differences in the way that they work.

Over recent years, changing national priorities, driven by a new government, legislation, and the onset of recession have impacted partnerships and their delivery environment. This evolution is set to continue, with the following **common factors** likely to shape the work of CSPs across the Peninsula in the coming years:

- Introduction of **Police and Crime Commissioner** in November 2012
- A **challenging economic climate** alongside **welfare reform** driving up demand for services against a backdrop of cuts to budgets and resources
- Changes to and development of **Government policy in key areas**
- **Widespread restructuring and change** across the public sector
- Effectiveness and value for money of **services under greater scrutiny**
- Devolution of accountability to local councils, empowerment of communities to influence and change service delivery with a strong drive for **local solutions to local problems**
- More **integrated working** across agencies and the Peninsula; increased reliance on **strong and effective partnerships**

The partnerships are **well placed to meet these challenges**. There are long established evidence-led service planning and delivery processes, ensuring that resources are targeted where they are most needed. There is **active development of new relationships**, such as with the Health and Wellbeing Board and pan-Peninsula work groups, and CSPs have embraced new ways of working together, including joint creation of this document. Across the Peninsula, CSPs show **commitment to sharing best practice**, including ways for improving evaluation of initiatives and working with our communities more effectively.

A challenging economic climate

The impacts of economic decline from the recession are severe and far reaching and present significant challenges in delivering against our priorities effectively.

- **Rises in acquisitive crime, violence, problem drug and alcohol use, domestic abuse and family breakdown** are likely as individuals and families struggle to cope with the financial and emotional pressures of poverty, unemployment and indebtedness.
- **Pressure on public sector funding** with further large cuts required. Reductions in grant funding to councils create a risk that frontline services will be prioritised over preventative work, such as early intervention and diversion schemes.
- **Welfare Reform** is predicted to place additional pressure on already vulnerable families and increase the number of children in poverty. There is a risk that some may increasingly turn to crime. Changes in housing benefit requirements will create particular challenges for CSPs, for example in housing vulnerable people and high risk offenders.

Widespread restructure and change

- **Extensive restructuring across the public sector** presents opportunities for positive change but also presents potential threats to service delivery, agencies and employment locally and to inter-partner support and working relationships.
- Mitigating the impact of ongoing restructuring within the Police, Probation and Council services as they seek to make independent efficiency savings to meet challenging reductions in budget will require a **strong, evidenced and articulated understanding** of our crime and disorder problems.
- **National structures** that partnerships work alongside and within are changing, including the National Treatment Agency, Public Health England and the National Commissioning Board. Regional authorities, such as Government Office for the South West and South West Strategic Health Authority are disbanding.
- The transition of **public health into local Councils**, and the implementation of **local NHS clinician-led commissioning** will change the way in which services are governed and delivered in ways which are currently unclear, but will require new working relationships to be established.

New ways of working within and between CSPs

- The introduction of the **Police and Crime Commissioner** and **Police and Crime Panel** in November 2012 will provide a pan-Peninsula view of need in all areas of community safety. It brings opportunities for recognising and implementing best practice but also potential loss of funding and initiatives locally.
- In future, CSPs may have to compete with other sectors for funding and could be **caught between increased local community empowerment, accountability and demand, and the Peninsula-wide focus** of the Police and Crime Commissioner.
- **Devolution of accountability to local councils**, demands for a reduction of bureaucracy, more transparency and increased efficiency savings are likely to drive service delivery with a strong local focus. Effectiveness and value for money will be under increasing scrutiny.
- **Empowerment of local communities through the Localism Bill**, particularly in relation to community rights, neighbourhood planning, housing and general power of competence. Critical future issues include the "Right to Challenge" and the potential impact on where and how we deliver services.
- **Intensive multi-agency case management**, such as through TurnAround and the Troubled Families programme, will provide opportunities for partners to work together, sharing intelligence and processes and pooling resources to tackle the most problematic families and individuals
- **Changes to and development of Government policy** in a variety of key areas such as health, sentencing, safeguarding, alcohol and Anti-Social Behaviour could provide new tools and powers to tackle community safety issues.

Other opportunities and challenges

- Technological developments provide opportunities for **more efficient and greener working arrangements** across the public sector, including sharing of work space and the creation of virtual teams.
- Social media and smart phone technology offer **alternative routes for positive engagement**, but **also pose increased risks** through cyber-stalking, harassment, unchecked hate campaigns and on-line sexual exploitation.

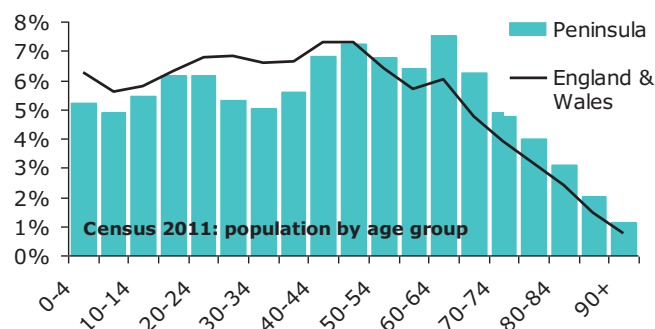
Local context

The Devon and Cornwall Peninsula encompasses over 700 miles of coastline, covers 3,961 square miles and incorporates five upper tier/unitary local authorities - Cornwall, Plymouth City, Devon County, Torbay and the Isles of Scilly – and eight district/city councils – East Devon, Exeter, Mid Devon, North Devon, South Hams, Teignbridge, Torridge, and West Devon.

Within this large geographical area, we have a **population of 1.7 million residents**³ living in 722,300 households.

The population of the Peninsula is **older than the national profile** with more people aged 65 and over (21% compared with 16%) and less people under the age of 25 (28% compared with 31%).

The population significantly increases due to the influx of around **11 million visitors** to the area during the average year. This provides much needed income to the local economy but increases the demand on our services and infrastructures.



Over **70,000 students also have an impact** on localised demand for services at predictable times within the academic year, and are identified as particularly vulnerable to crime. Whilst the established student population in Exeter (estimated at 22,000) and Plymouth (estimated at 35,000) has grown in size, the student population in Cornwall has seen the most change, more than doubling over the last 7 years to approximately 8,000.

Combined Universities in Cornwall is spread across the county with the main concentration at Falmouth University (3,100). In addition to scale, the demographic is changing, with all of the universities in the Peninsula actively **increasing their international intake**, and a number of private institutions attracting higher numbers of younger foreign students to the area.

Non-white ethnic groups make up an estimated 4.5% of the population in the Peninsula, which is slightly lower than the South West region (5.9%) but **much lower than the average** for England and Wales (12.1%).

Plymouth and Exeter are cities of significant size but the majority of the Peninsula is described as rural with most of the population resident in **smaller urban clusters, market towns and villages**. In addition to the usual types of crime and disorder problems associated with urban areas anywhere, CSPs face **additional challenges** in providing equal access to services for widely dispersed communities.

Generally **unemployment is lower than the national average across the Peninsula**. Just under 55,000 people are estimated to be unemployed, accounting for **5.3% of the working age population**. Approximately half (28,000, 2.7%) are currently claiming Job Seekers Allowance (JSA). This compares with 6.3% and 3.8% respectively for England

³ 2011 Census (first release), population and households for local authorities in England and Wales (Office for National Statistics, 2012)

Wales. 12,500 people (1% of the population) have been claiming for 6 months or more. **Torbay is the exception**, with an estimated 6.7% unemployed, 4.3% claiming JSA and 2.1% longer term claimants.

Of those who are employed there is an **overdependence on low paid jobs, particularly seasonal and part-time work**, and there are fewer opportunities for young people.

Housing affordability and availability is a major issue with insufficient social housing and higher than average property costs. This combined with household budgets coming under greater pressure due to increased living costs, comparatively high unemployment, benefit reassessments and low wages, has a significant impact on families across the Peninsula.

Although Plymouth is our only local authority described nationally as deprived, there are **pockets of significant deprivation right across the Peninsula**. Typically deprived communities experience multiple social and economic issues, such as lower incomes, higher unemployment rates, poorer health and housing conditions and higher rates of crime and disorder. The health and wellbeing of residents in each local authority area presents a mixed picture⁴ (see below) with **health inequalities closely linked with deprivation**.

Indicator	Cornwall	Devon	Plymouth	Torbay
Population in 20% most deprived areas nationally	52,300 people / 10% of the population	36,200 people / 5% of the population	67,300 people / 26% of the population	25,300 people / 19% of the population
Children living in poverty	17,000 / 19% of children under 16	18,400 / 15% of children under 16	10,400 / 23% of children under 16	5,500 / 24% of children under 16
Life expectancy for men and women	↓	↓	↑	→
Increasing and higher risk drinking	→	→	→	→
Drug misuse	↓	↓	↑	↑
Hospital stays for alcohol-related harm	↓	↓	↑	↑
Under 18s alcohol-specific hospital stays	↑	↑	↑	↑
Teenage pregnancy	↓	↓	↑	↑
Adults 'healthy eating' and smoking	→	↓	↑	↑ →
Road injuries and deaths	↓	↓	↓	↓

Comparison with England average

↑ Significantly worse → Not significantly different ↓ Significantly better

⁴ Full health profiles can be viewed and downloaded from [The Network of Public Health Observatories](#)

An overview of community safety

The remainder of this section examines in more detail the evidence base that supports the selection of the four Peninsula priorities. It begins with a glance at community safety before moving onto some quick facts about overall crime levels and trend followed by an over-arching community safety overview. Within this section, you can find a summary of cost drivers for crime and disorder.

This is followed up in Section 3 '**Peninsula Priorities**' which covers in more detail the four priority themes, and to a lesser extent, the two additional risk areas – building knowledge of hate crime and hidden harm and preventing violent extremism.

The evidence base is supported by more detailed appendices, particularly Appendix 5 - **Notes on the Data**, Appendix 3 – **Analysis of patterns and trends**, and Appendix 4 – **Calculating the costs of crime**.

The table below provides a quick glance at all crime and disorder types, describing whether the trend is increasing (↑), decreasing (↓) or stable (→) over the past 12 months. It also highlights how the Peninsula compares to a group of other police and local authority areas similar in geography and demographics to Devon and Cornwall (our Most Similar Family Group).

Recorded crimes and incidents	Direction of travel	Number of crimes 2011/12	Change since 2010/11 %	Comparison 'Most Similar Family'	Trend 'Most Similar Family'
All crime	↑	91,809	6%	●	→
Anti-social behaviour	↓	62,721	-25%	no data available	↓
Road traffic casualties (KSI)	→	6,078	-1%	●	↑
Arson	↑	812	19%	●	→
Domestic abuse (total incidents)	→	25,515	2%	●	no data available
Criminal damage	→	18,098	-4%	●	↓
Violence against the person	↑	22,510	10%	●	→
Other theft and handling stolen goods	↑	15,055	8%	●	→
Vehicle crime	→	6,790	1%	●	→
Shoplifting	↑	7,320	14%	●	→
Non-dwelling burglary	↑	5,665	12%	●	→
Drug offences	↓	4,996	-5%	●	→
Dwelling burglary	↑	4,222	20%	●	→
Forgery and fraud	↑	1,777	20%	●	→
Sexual offences	↑	1,899	12%	●	→
Hate crime (total incidents)	↓	974	-16%	●	↓
Robbery	↑	499	21%	●	↓

Source: iQuanta / Devon and Cornwall Police

QUICK FACTS – ALL RECORDED CRIME

Current figures refer to the 12 month period ending 31 March 2012

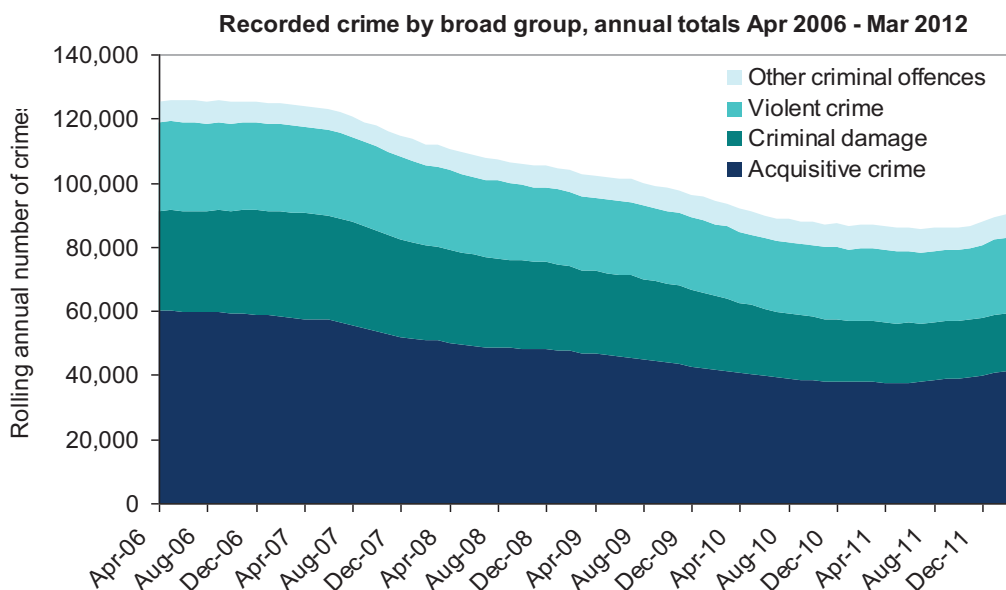
Level of crime	91,809 crimes / 54.6 crimes per 1000 resident population									
National comparison	10% lower than the average for our 'most similar family' of Forces (61.0 crimes per 1000 resident population, iQuanta)									
Annual change	Increased by 5,119 crimes / 6% compared with 2010/11									
General trend										
Seasonality										
Breakdown of crime types	<ul style="list-style-type: none"> ■ Violence 27% ■ Thefts 27% ■ Criminal damage 20% ■ Burglary 11% ■ Vehicle crime 8% ■ Other crime types 7% <p><small>*includes violence against the person, sexual offences and robbery</small></p>									
Crime rates by CSP area										
Top 5 hotspots	<table border="1"> <tr> <td>Cornwall</td> <td>Newquay Town, Truro City Centre, Penzance Town East, St Austell Town and Camborne West</td> </tr> <tr> <td>Devon</td> <td>Exeter City Centre, Barnstaple Central, Tiverton Town Centre, Exmouth Town and Exeter St Davids</td> </tr> <tr> <td>Plymouth</td> <td>City Centre, Stonehouse, Morice Town, Mutley and East End</td> </tr> <tr> <td>Torbay</td> <td>Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe</td> </tr> </table>		Cornwall	Newquay Town, Truro City Centre, Penzance Town East, St Austell Town and Camborne West	Devon	Exeter City Centre, Barnstaple Central, Tiverton Town Centre, Exmouth Town and Exeter St Davids	Plymouth	City Centre, Stonehouse, Morice Town, Mutley and East End	Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe
Cornwall	Newquay Town, Truro City Centre, Penzance Town East, St Austell Town and Camborne West									
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Plymouth	City Centre, Stonehouse, Morice Town, Mutley and East End									
Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe									

Crime trends, people and places

Long term trends

The long term picture of crime across the Peninsula **shows steadily reducing trends across most types of crime** since the National Crime Recording Standard⁵ was introduced. Most aspects of the local picture generally reflect national trends, with some common patterns due to key changes in police recording of crime.

- All recorded crime has reduced by nearly a third since 2005/06, equating to on average 2,800 fewer recorded crimes per month compared with the monthly average seven years previously.



In the last 12 months

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
All crime	91,808	54.6	6%	↑	Below average	→

Having seen year on year reductions in crime across the Peninsula for many years, trends over the last 12 months have shown numbers climb steadily upwards across most types of crime.

- All recorded crime increased by 6%** compared with 2010/11. This is contrary to the relatively stable position (a reduction of 2%) indicated by the average for our most similar family (MSF) group⁶ of partnerships nationally.
- Despite the increase over the last year, the rate of all recorded crime remains **significantly lower than the average** for our most similar family group.
- Rates of all types of acquisitive crime and property crime are low compared with our most similar family, but **violence and sexual offences are comparatively high** (21% and 23% above average respectively).

⁵ Introduced in April 2002, see [Notes on the Data](#) for more information

⁶ Comparative data sourced from iQuanta, see [Notes on the Data](#) for more information

- Whilst it is a fact that continued incremental improvement inevitably becomes harder to achieve, there are a number of other potential contributory factors influencing the shift in crime trends.
- A significant proportion of the rise relates to acquisitive crime and although the general rise anticipated nationally as a result of the economic downturn has not been realised, local evidence suggests⁷ that **we are only now seeing some of the longer term impacts bite**, such as high unemployment (relative to the last ten years) and high levels of bankruptcy. It is reasonable to assume that **these factors may exert greater influence** on crime trends across the Peninsula especially **where the underlying rate of crime is low**.
- This may well continue with **an increase in the number of households in financial difficulty expected**, due to the combination of unemployment, higher bills and benefit reassessments, and increased budget pressures on services providing support to vulnerable families.
- Average rates of crime for similar Force areas⁸ nationally have remained relatively stable, which points to a stronger influence of more local factors. **Local crime rates remain lower than average** but the gap has narrowed.

This year Devon and Cornwall Police have undergone a complete change in delivery structure, which has included a range of policy and procedural changes relating to the way that crime is reported, recorded and handled. At the same time other public sector agencies, such as Probation, Health and Local Authorities, are also seeing significant restructuring and change. Unpicking the combined impact of these changes from trends in actual incidence of crime is problematic for this time period.

Seasonality

Crime across the Peninsula is seasonal with an average of 8% more offences occurring during the summer months, and fewer offences in the winter.

- **July and August** are the peak months with **thefts, vehicle crime, violence and Anti-Social Behaviour** show the strongest seasonal bias. Over the last 3 years criminal damage has also developed a more pronounced summer peak.
- This pattern is influenced by the **influx of tourists** into popular holiday spots, the **school holidays and lighter nights**, meaning that more people are out and about in their communities and for longer, both potential offenders and those who are affected by their behaviour.
- **Newquay sees the most extreme effect across the Peninsula** with average monthly crime levels in the Newquay network area rising by 41% between June and August. Other areas affected significantly, seeing crime levels rising by 20% or over during July and/or August, are **Teignbridge East, East Devon, South Hams, Penzance and St Ives**.
- Seasonal rises of this sort are predictable and thus can be planned for in terms of additional resources, but they place **significant pressure on local communities** and partner resources.

⁷ Understanding Cornwall presents key messages for Cornwall, drawing on a wide range of evidence, needs and strategic assessments - <http://www.cornwall.gov.uk/default.aspx?page=24160>

⁸ Comparative data sourced from iQuanta, see **Notes on the Data** for more information

Focus on People

The CSP strategic assessments collectively identify the following high risk groups:

- **Young people, both children and young adults**, are most affected by crime, both as direct and indirect victims and as offenders. They are perceived by some as causing the most problems in their communities, which can increase the tensions between different sectors of the community and cause problems for services in trying to engage young people effectively. Young people are especially vulnerable to the impacts of family dysfunction, such as domestic abuse, sexual assault and rape, drug and alcohol use, offending of parents or within the family environment.
- **Individual and families with complex needs** – the needs of individuals and families are frequently complex and cut across a range of service areas, emphasising the importance of effective multi-agency approaches to addressing crime, disorder and substance use. Programmes such as Troubled Families and Integrated Offender Management focus on those that cause the most harm.
- **Problem drug and alcohol users** – substance use is a consistent feature in persistent criminality and breakdown in families, cutting across all four of our priority areas.
- **Vulnerable victims** – the need to put more effective measures in place to identify those who are **most vulnerable in our communities** cuts across several priority areas. This extends to building knowledge and understanding of the **specific service needs of minority groups**. This includes specifically (but not exclusively) the black and minority ethnic community, the lesbian, gay, bisexual and transgender community, people with disabilities and with mental health problems.

Focus on Place

Places are prioritised for action in different ways across the Peninsula but there are some common themes.

- There is a **significant gap between disadvantaged and less disadvantaged areas** with deprived areas experiencing much higher rates of crime and Anti-Social Behaviour. There is evidence to suggest that the **gap has widened over the last three years**.
- Local and national research also highlights **increased risk of dwelling fires and road traffic collisions**, both as drivers and pedestrians, and **significant health inequalities** such as higher levels of obesity, alcohol problems, physical inactivity, unhealthy diet, smoking and poor blood pressure control.
- Crime levels should be seen in the context that **deprived areas are located within our larger town and city centres**, however, and thus the level of risk is influenced by the usual factors associated with urban areas.
- **Crime is strongly clustered in our largest urban centres** and this is influenced by a range of factors, including concentrations of shops, car parks and public spaces, the evening and night time economy and a regular influx of transient population (people coming in for work, education, leisure and tourism).

The urban versus rural debate

- **Risks of crime and disorder in small towns and rural areas are substantially lower** across the board. Although every area across the Peninsula has a **dedicated neighbourhood police team**, the need for partnerships to focus limited resources on the highest risk areas means that urban centres may be prioritised over their more rural neighbours.
- The **impact of crime may be felt more strongly** in small close-knit communities, however, and their more isolated nature and **perceived lack of dedicated service provision** also means that residents may feel more vulnerable.
- Generally the main issues in small towns and rural communities are **similar to that elsewhere but on a smaller scale**, but others may be more common, such as metal and agricultural machinery thefts and fly-tipping. Some issues, such as **domestic abuse and drug and alcohol problems, may be more hidden** due to both the close-knit nature of communities and limited access to services.
- The Citizens Advice Bureau in Cornwall highlight **small holders and self-employed farmers** as particularly vulnerable to financial hardship in the current economic climate, compounded by poor access to services and local support networks.

Calculating the costs of crime

- Across the Peninsula the cost of recorded crime is estimated at £298 million in 2011/12. Factoring in under-reporting, the **real cost could be nearer £882 million**. Just over half of the total cost estimate relates to the physical and emotional impact on direct victims (51%).
- **Rape and serious sexual assaults have by far the greatest associated costs**, making up a third of the total cost estimate but accounting for only 2% of all recorded crime, with the majority of the cost relating to the physical and emotional impact on victims.
- At the other end of the scale, thefts and shoplifting account for almost a quarter of all recorded crime but only 5% of the estimated total cost. Serious acquisitive crime accounted for a further 11% of the total cost (£95.8 million), with around half relating to dwelling burglary.

The concept of cost drivers comes from the field of Business Accounting and is any activity that causes a cost to be incurred. This can be a difficult concept to apply to crime and disorder as this relies on identifying what causes crime and disorder, which is a complex and contentious issue.

- It has been possible to calculate cost driver estimates across a number of areas - family, alcohol and the night time economy, drugs, deprivation, reoffending and vehicles (see Appendix 3a Cost Drivers). This highlights that **family problems are the most significant cost driver** across the Peninsula, with associated costs coming in at estimated £431.7 million in 2011/12.
- There are other significant cost drivers where it has not been possible to calculate associated costs: tourism, mental health, housing and the local economy.

Section 3: Peninsula priorities

Domestic, family and sexual abuse
Alcohol, violence and the night time economy
Anti-Social Behaviour
Reoffending
Additional risks

Domestic, family and sexual abuse

Domestic, family and sexual abuse has a **devastating impact** on individuals, families and communities and requires a **significant amount of resources** to tackle from all public sector agencies.

Domestic, family and sexual abuse occurs **across society, regardless of age, gender, race, sexuality, wealth, and geography**. Abuse is not always violent and may include psychological, physical, sexual, financial, on-line and emotional abuse.

Whatever form it takes, domestic, family and sexual abuse is rarely a one-off incident, and should instead be seen as a **pattern of abusive and controlling behaviour** and it tends to **escalate over time**. Crimes are by their nature hidden and this is a key limiting factor in our understanding of the problems in our communities.

Trends in reported crime suggest that **these problems are increasing** and this is predicted to continue as vulnerable families struggle to cope with the additional financial and emotional pressures brought about by the deepening recession, including higher unemployment, reductions in benefits and changes in the services that provide support.

Associated issues include **youth crime and Anti-Social Behaviour, missing persons, mental health breakdown, drug and alcohol problems** and costs to services involved in **supporting vulnerable families and safeguarding children**. Many victims and their families experience multiple problems that require services to work together effectively to address them.

QUICK FACTS – DOMESTIC ABUSE

Current figures refer to the 12 month period ending 31 March 2012.

Level of crime	25,515 crimes and incidents / 15.2 per 1000 resident population								
National comparison	Estimated to be above the average for our 'most similar family' of Police Forces (last available measure, 12.8 per 1000, iQuanta June 2011)								
Annual change	Increased by 600 crimes and incidents / 2% compared with 2010/11								
General trend	<p>12 month rolling total</p> <p>Crimes (Rising) / Non-crimes (Flat)</p>								
Seasonality	<p>% diff from average</p> <p>Some summer bias; second peak around Christmas / New Year</p>								
Breakdown of crime types	<ul style="list-style-type: none"> Non-crime incidents 70% Violent assaults 24% Property crime 5% Sexual offences 1% Other crime 0% 								
Incident rates by CSP area	<p>Rate per 1000</p> <p>Devon and Cornwall, 15.2</p>								
Top hotspots	<table border="1"> <tr> <td>Cornwall</td> <td>Redruth North, Liskeard South, Camborne West, Truro City Centre and Newquay Town</td> </tr> <tr> <td>Devon</td> <td>Exeter City Centre, Barnstaple Central, Tiverton Town Centre, Wonford and Barnstaple Forches</td> </tr> <tr> <td>Plymouth</td> <td>Morice Town, Stonehouse, Plymouth City Centre, Devonport and Barne Barton</td> </tr> <tr> <td>Torbay</td> <td>Torre & Upton, Torquay Town Centre, Roundham-with-Hyde, Hele and Ellacombe</td> </tr> </table>	Cornwall	Redruth North, Liskeard South, Camborne West, Truro City Centre and Newquay Town	Devon	Exeter City Centre, Barnstaple Central, Tiverton Town Centre, Wonford and Barnstaple Forches	Plymouth	Morice Town, Stonehouse, Plymouth City Centre, Devonport and Barne Barton	Torbay	Torre & Upton, Torquay Town Centre, Roundham-with-Hyde, Hele and Ellacombe
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Domestic abuse

What the evidence says

The ACPO⁹ definition of domestic abuse is defined as patterns and incidents of threatening behaviour, violence or abuse (psychological, physical, sexual, financial and emotional) between adults who are or have been intimate partners or are family members,¹⁰ regardless of gender.

- Domestic abuse rarely appears as a public concern, although it is high on partners' agendas. It is a high volume issue with **potential to result in significant harm**. It has been a motivating factor in 35% of murders¹¹ in the Peninsula in the last decade.
- 25,515 incidents were reported to police in 2011/12, a small rise of 2% compared with last year. **Trends are rising in Torbay and Cornwall**, but flat in Devon and Plymouth. Recorded incidence of domestic abuse across the Peninsula is estimated to be **higher than the average for similar areas elsewhere in the country**¹².
- **Under-reporting is a critical limiting factor** to our understanding of domestic abuse. Based on the findings of the main British Crime Survey¹³ we can estimate that there were **65,400 incidents** across the Peninsula in 2011/12 with **31,500 victims**, of which **13,900 were repeat victims**. However, this may still be an underestimate.¹⁴
- **Women and children are most likely to be victims of abuse**. National research indicates that **vulnerable adults are also at higher risk of victimisation** and also less likely to report. This could mean mistreatment by a family member, friend or carer, as well as a partner.
- **Men are also victims and are less likely to seek help**. Police recorded incident data for the Peninsula does, however, show a higher proportion of male victims than the national average of 11-14%¹⁵ which could indicate a higher level of male victimisation locally and/or a better than average reporting rate.
- There may also be **significant barriers to reporting for victims from other minority groups**, such as from the Lesbian, Gay, Bisexual and Transgender community and from Black and Minority Ethnic groups. Consideration should be given as to how we can **build our knowledge and understanding** of their specific support needs.
- **Alcohol is highlighted frequently as a problem** in families where there is domestic abuse, and can increase the risk of repeat victimisation and inhibit effective engagement with services.

- 4 out of 5 incidents involve a female victim; young women (under 25) are most at risk
- In 37% of incidents a child is recorded as resident in the home where the abuse took place.

⁹ Association of Chief Police Officers. The ACPO definition excludes incidents or crimes where the offender or victim is less than 18 years of age. In July 2008 Devon and Cornwall amended the definition in use in crime recording locally to include victims aged 16 and 17 years

¹⁰ Including parents, grandparents, sons, daughters, siblings, direct relatives, in-laws or step families

¹¹ Jonathan Borrett (Devon and Cornwall Police, 2011), taken from part of the Major Crime Review which examined domestic homicide over the last 10 years across the Devon and Cornwall Peninsula

¹² The most recent comparative measure is for the period July 2010 to June 2012, iQuanta

¹³ **Crime in England and Wales 2010/11** (Home Office, July 2011)

¹⁴ **Analysis of the 2010/11 British Crime Survey intimate personal violence** split-sample_experiment (Home Office, July 2011) indicates a prevalence of around 55,800 victims of abuse annually.

¹⁵ Strategic Evaluation of the DASH Risk Assessment Model (Devon and Cornwall Police, 2011)

- Prevalence of police recorded incidents is higher in the **more urban areas** of the Peninsula and **particularly in deprived areas**. Access to and regular contact with services may be a factor in this.
- Police analysis revealed that in around 70% of domestic homicides and attempted murders over the last 10 years there was **no previous reported history of domestic abuse** between the offender and victim. In addition three quarters of these serious offences occurred in neighbourhoods that saw the **lowest level of domestic abuse crimes** and incidents overall, **located in largely rural areas** – indicating under-reporting levels may be higher in rural parts of the Peninsula.

Repeat victimisation

- **Multi-Agency Risk Assessment Conferences (MARAC)** engage the support of all relevant partners in ensuring the safety of high risk victims and their families, with the aim of reducing the risk of repeat victimisation. 2,095 high risk cases were discussed at MARAC across the Peninsula in 2011/12, an increase of 12% compared with 2010/11.
- **28% of cases experienced a further incident** (violence or threat of violence) within the 12 months following referral to MARAC. This is at the lower end of the expected level for established MARACs¹⁶, which is in the range of 28 to 40%, but there is significant variation across the Peninsula – from 16% in Mid and East Devon to 38% in Cornwall.
- A review of a sample of repeat cases in Cornwall highlighted that **repeat incidents tend to be lower risk** and that improved confidence in services to report subsequent incidents irrespective of their nature is also a key factor.
- Plymouth report a low repeat rate of 22% and believe that their policy to operate 2 MARACs per month (instead of 1) may be having a positive impact.
- Devon's repeat rate is also at 22% and Devon's Insights outcome data for MARAC performance in 2011/12 shows that more than half (54%) of clients leaving the service reported a total cessation of all abuse.

What are we doing about it?

Improving the safety of victims of domestic abuse and their families focuses on reducing repeat victimisation – by increasing opportunities for early intervention, breaking the cycle of abuse and supporting victims through the criminal justice system and helping them to move forward in their lives free of abuse.

Local strategies to tackle domestic abuse and sexual violence echo the principles underpinning the Government's Strategy 'Call to End Violence Against Women and Girls' and across the Peninsula these principles have been widened to include male victims of abuse.

Prevention and education

¹⁶ Guidance on MARAC, including the definition of repeats and statistics at a national level, can be found on the **CAADA website** (Co-ordinated Action Against Domestic Abuse)

Award-winning awareness raising campaigns (Is this love?) have been developed and delivered in partnership across the Peninsula, **education programmes** about healthy relationships are being delivered in schools and there is a range of **awareness development training among professionals** (for example, shared learning workshops for domestic abuse services and drug and alcohol workers in Cornwall).

Risk assessment, response and support to victims of domestic abuse and their families

- Effective risk assessment forms a key theme in peninsula strategies to reduce domestic abuse. The **DASH** (Domestic abuse, stalking and harassment) risk assessment process is used by the police to focus resource on the highest risk cases. The previously discussed **MARACs** are held monthly in Torbay and Devon, twice monthly in Plymouth and six per month in Cornwall (one in each former district authority area).
- **MARACs are successful in keeping high risk women and their families safe** and are also proven to be cost effective. Research by CAADA¹⁷ indicates that for every £1 spent on MARACs, at least £6 of public money can be saved annually on direct costs to agencies such as Police and health.
- **Independent Domestic Violence Advocates** (IDVAs), intrinsic to the effective operation of MARACs and SDVCs, work to ensure the safety of victims and their families through the complex processes that often follow disclosure of domestic abuse. Support is provided to male and female victims.
- **Specialist Domestic Violence Courts** (SDVCs) in Barnstaple, Bodmin, Plymouth, Truro, Torbay and Exeter, with court IDVAs providing victims with support through criminal and civil prosecution processes.
- There are **pockets of specialist support for victims from minority groups** mainly provided by the third sector, such as Broken Rainbow in Cornwall for same sex couples and support through Plymouth and Devon Racial Equality Council for victims from black and minority ethnic groups.
- **Domestic abuse fora for practitioners** and **SEEDS** - Survivors Empowering and Educating Domestic Abuse Services – is also established across the Peninsula and is a means by which survivors have their voices heard by those planning and providing domestic abuse services.

Community Safety Partnerships have the **statutory responsibility to undertake comprehensive Domestic Homicide Reviews** to establish lessons to be learnt for local professionals and organisations who work individually and collectively to safeguard victims of domestic abuse.

- Over the last ten years there have been 115 domestic homicides across the Peninsula, an average of 11 or 12 per year.
- There are **8 Domestic Homicide reviews underway** across the Peninsula currently. As well as identifying failings and service gaps that may need addressing urgently, the process in itself is **resource intensive** and **presents a capacity risk**, particularly if there are further homicides this year.

¹⁷ Co-ordinated Action Against Domestic Abuse (CAADA) provides practical tools, training, guidance, quality assurance, policy and data insight to support professionals and organisations working with domestic abuse victims

Working with perpetrators

Devon and Cornwall Probation Trust provide a number of perpetrator programmes available across the Peninsula.

- **Building Better Relationships programme** (previously called the Integrated Domestic Abuse Perpetrator programme) has shown successful outcomes in altering the behaviour of convicted domestic abuse perpetrators. Long waiting times indicate that capacity may be an issue.
- Probation also deliver the **Making Change programme** in Plymouth for male perpetrators not part of the criminal justice system.

There are also CSP and Third Sector Programmes:

- Started in 2004, Devon's **REPAIR programme** (Resolved to End Abuse in Relationships) is a community perpetrator programme for abusive men, their partners and children and an external evaluation showed successful outcomes for men, women and children.
- In Exeter, RELATE run **Choosing to Change** for partners where there is abuse.

Sexual violence

What the evidence says

In 2008 the World Health Organisation (WHO) defined its understanding of sexual violence as "Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic someone's sexuality, using coercion, threats of harm, or physical force, by any person regardless of relationship to the victim, in any setting, including but not limited to home and work".

Sexual violence is usually depicted as 'stranger rapes', the sort of incidents most often reported by the media. The reality is that **in the majority of cases the perpetrator is known to the victim.**

As for domestic abuse, sexual violence is a hidden crime that can have a devastating impact on the lives of victims. **Driving up reporting** is a key objective.

- National prevalence estimates indicate that 12,300 men and women in Devon and Cornwall are victims of sexual violence in a year, highlighting **significant under-reporting.**
- 1,899 crimes were reported to police in 2011/12, a rise of 10% compared with last year and **the current trend is rising.**
- Recorded incidence of sexual violence across the Peninsula is **higher than the average for similar areas elsewhere** in the country.
- **Women, particularly young women, and children** are most likely to be victims of sexual violence. In the majority of cases, the offender is known to the victim.

What are we doing about it?

Sexual Assault Referral Centres

Recent national publications such as the Stern Review and the Home Office publication Call to End Violence Against Women and Girls: Action Plan have re-enforced the benefits of Sexual Assault Referral Centres (SARCs) in providing improved victim care and satisfaction and enhanced confidence in reporting.

- We have **3 SARCs across the Peninsula**: Plymouth, Exeter and Truro – each supported by Independent Sexual Violence Advisors, who support victims including through the criminal justice process. These services are understood to be having a **positive impact on reporting rates and victims' confidence to report**. This view is supported by evidence from Cornwall, which shows that a higher proportion of victims are reporting their assault **within 7 days**.
- Truro SARC and local paediatric services have worked together to improve provision and support for **young victims and their parents**.
- **Funding has previously been secured for SARCs in the short term** with arrangements varying from one area to another. Future developments are anticipated to include a Peninsula-wide contract co-ordinated by health. The current Peninsula SARC Board has advised that it will not be able to manage funding local SARCs after April 2013 and if these services are to continue some **reassurance about future funding arrangements is required**.

Working with perpetrators

- Probation provide two court-ordered accredited programmes working with sex offenders: the **Sex Offender Treatment Programme** focuses on the highest risk offenders on prison licences and the **Internet Sex Offender Treatment Programme** for medium to high risk offenders with a focus on internet offending.

Vulnerable victims

What the evidence says

While there may be problems in the home there may also be problems for vulnerable children outside the home as indicated by child sexual exploitation cases that have been highlighted both locally¹⁸ and nationally.

People with disabilities and young people at risk of sexual exploitation are highlighted as particular risk groups in the Equality and Human Rights Commission report **Hidden in Plain Sight**¹⁹ and by the Child Exploitation and Online Protection Service, specifically in relation to increased offender use of digital environments.

Safeguarding the vulnerable is a priority issue for Devon and Cornwall.

- There were just under 5,500 child abuse incidents reported to the police in 2011/12. 732 were crimes (sexual offences, exploitation and online abuse) and the number reported **increased by 11%** compared with last year.

¹⁸ Operational Mansfield - police investigation into grooming of underage girls in Torbay in 2011.

¹⁹ The full report is available from the [Equality and Human Rights Commission website](#)

- Thousands of children across the Peninsula are also **indirect victims of domestic abuse every year** – a child is recorded as resident in the home in over a third of domestic abuse incidents.
- Cornwall, Torbay and Plymouth assessments note that **rates of children subject to Child Protection Plans are higher than the national average.**
- Increased risks for children in abusive households including running away from home, poor attainment, involvement in offending and substance use, impact on future behaviours and respect in relationships.
- Reported incidents relating to safeguarding adults continues to see a high volume of cases (over 10,000 incidents in 2011/12); crimes have reduced compared with last year and non-crime incidents increased by 24% (which may reflect more positive early intervention).

What are we doing about it?

Although funding provision for safeguarding children and vulnerable adults is protected to a large extent by statutory requirements and **safeguarding is embedded into local services** across the Peninsula, there are still clear opportunities for improvements, particularly with regard to the implementation of the recommendations made by the Equality and Human Rights Commission.

Devon's **Multi-Agency Safeguarding Hub** (MASH) continues to be hailed nationally as best practice with information sharing between agencies leading to better responses to referrals and improvements in decision making. The MASH uses a holistic family based approach to assessing vulnerability with a series of risk indicators to identify vulnerable children and families and the development of key metrics to measure performance.

The police are currently undertaking an extensive review into the risk assessment of vulnerability across all areas, including vulnerable adults and potential victims of hate crime, with a view to widening the remit of the MASH and progressing a Peninsula-wide model.

What does the future hold?

- Domestic abuse is a key factor for families identified for the **Troubled Families programme** - it is likely that packages of intervention will work around the multi-agency Family Intervention Programme (FIP) model, with all key services engaged. We are unable to say at this point how the programme will impact on existing service provision in terms of resources and targeting.
- Continuing pressures on funding availability and services under increasingly close scrutiny to deliver outcomes and value for money. An increase in **domestic abuse is highlighted as a potential longer term impact of recession**, as vulnerable families struggle to cope with the financial and emotional pressures of unemployment, increased indebtedness and poverty.
- These factors combined will undoubtedly put an additional strain on services and **the risks are a reduction in the quality of service delivered and potential missed opportunities** to provide early intervention with families perceived as presenting lower risks of harm, allowing problems to escalate.
- **Restructuring** of related support functions within Devon & Cornwall Police and other partner agencies may also place additional pressure on resources.

- **Domestic Homicide Reviews** may identify failings and service gaps that will need addressing as a matter of urgency. The review process in itself is resource intensive and this presents a capacity risk in some areas, particularly if there are further homicides this year.
- **Welfare Reform** is predicted to have a significant impact on vulnerable individuals and families; research to date indicates a rise in the number of families in poverty, reduced availability of suitable accommodation for victims of domestic abuse who are ready to move on from crisis housing and the policy to pay all benefits to a named "head of household" (increasing the risk of financial control and abuse).
- **New communications technology** and social media present alternative routes for positive engagement, particularly with young people and those who may be otherwise excluded from regular social contact. One of the darker sides of social media, however, is the increased risks of cyber-stalking and harassment and the particular threat to young people of online grooming and sexual exploitation.

Alcohol, violence and the night time economy

Alcohol cuts across all aspects of partnership service delivery and represents a significant cross-cutting theme for other priority areas of criminality. Alcohol is associated with a range of crime but plays a particular factor in violent crime; police data indicates that around half of all violent offences are linked to alcohol.

Violent crime is highest in our town and city centres, particularly in areas with a thriving nightlife. Crime and disorder problems at night have not increased but we have seen a rise in violence happening during the day time and we need to understand why this is happening.

Ensuring that our town and city centres are safe and vibrant places to live and work in and visit, at any time of day, is important to the health and wellbeing of residents, visitors and to the local economy.

Problem alcohol use affects all sectors of our community. Crime and acute health needs, such as for alcohol overdose and alcohol-related assault, are more prevalent amongst younger people whereas more entrenched issues, such as hypertensive disease and alcohol dependency, are more common amongst older people.

Problem alcohol use is frequently a barrier that prevents services from helping individuals and their families with other issues, such as reducing reoffending, finding employment and addressing domestic and family abuse.

Price, availability and social attitudes all have an impact on our relationship with alcohol. The current economic climate means that drinkers are choosing to drink more at home and this presents some real challenges about how we influence their behaviour to prevent violent crime.

An **increase in social and health problems associated with alcohol** is one of the anticipated **impacts of the prolonged recession**.

QUICK FACTS – VIOLENT CRIME

Current figures refer to the 12 month period ending 31 March 2012

Level of crime	24,948 crimes / 14.8 crimes per 1000 resident population								
National comparison	13% above the average for our 'most similar family' of partnerships (13.6 crimes per 1000 resident population, iQuanta)								
Annual change	Increased by 2,416 crimes / 11% compared with 2010/11								
General trend									
Seasonality									
Breakdown of crime types	<ul style="list-style-type: none"> Domestic 25% Night time economy 25% Non-night time economy 50% 								
Crime rates by CSP area (all violence)									
Top hotspots	<table border="1"> <tr> <td>Cornwall</td> <td>Newquay Town, Truro City Centre, Penzance Town Centre, Falmouth Arwenack, Redruth North and Camborne West</td> </tr> <tr> <td>Devon</td> <td>Exeter City Centre, Barnstaple Central Town, Exmouth Town, Newton Abbot Town and Bideford West</td> </tr> <tr> <td>Plymouth</td> <td>City Centre, Stonehouse, Morice Town, East End and Devonport</td> </tr> <tr> <td>Torbay</td> <td>Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe</td> </tr> </table>	Cornwall	Newquay Town, Truro City Centre, Penzance Town Centre, Falmouth Arwenack, Redruth North and Camborne West	Devon	Exeter City Centre, Barnstaple Central Town, Exmouth Town, Newton Abbot Town and Bideford West	Plymouth	City Centre, Stonehouse, Morice Town, East End and Devonport	Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe
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Violence and the night time economy

The term 'evening and night time economy' refers to leisure-related businesses that are open after normal shopping hours, such as bars, pubs, nightclubs and takeaway food outlets. It is a particular facet of the economy which poses both **major opportunities and challenges**. It generates jobs and has the potential to **add vitality to local cities and towns** and make them safer by increasing activity. It can also be **associated with noise, crime, Anti-Social Behaviour and other community safety problems**. In this assessment, when we refer to the night time economy (or NTE) we mean **the later period from 9pm onwards**.

What the evidence says

- **Violent crime has seen a significant rise of 11% overall in Devon and Cornwall** over the last year whereas Forces across England and Wales reported an overall reduction of around 7% in violence.²⁰ This trend is reflected in all areas across the Peninsula apart from Plymouth, where the trend was comparatively stable.
- The rate of violent crime per 1000 population is now **significantly above the average for similar partnership areas** in the country. Rates of alcohol-attributable crime²² are estimated to be generally lower or in line with the England average, however, with the exception of **Plymouth**, where **all alcohol-attributable crime, violence and sexual offences are significantly higher**.
- Violence with injury increased by 9% but **the greatest rise is in non-injury assaults** (12% or 1,244 crimes). This may be influenced by a range of changes to police recording of crime in the autumn (see **Notes on the Data** for more information), as well as restructuring and change elsewhere in the public sector. This means that it is not possible to determine at present whether there is an underlying genuine change in behaviour causing violence to rise.
- Recent police research indicates that a **rise in repeat offending may also be a factor** and this has led to the introduction of a new risk assessment model.
- Violence directly associated with the night-time economy²¹ has reduced or remained stable, indicating that the **problems may lie outside of the traditional focus of violent crime reduction**. Investigating the drivers of day-time violence has been made a local priority in Cornwall, with research showing that that **under 18s are the highest risk group** (with girls equally likely to be victimised as boys) and that the peak time for offences is at the close of the academic day and into early evening.
- Night time economy violence continues to be important, however: it **accounts for around one in five assaults** and is **significantly more likely to be linked to alcohol**.
- **Violent crime peaks in the summer months**, with Cornwall seeing the strongest summer bias and Plymouth the least. There is a **second peak in October and November**, coinciding with the universities' "Freshers' Weeks", Halloween and Bonfire Night and **another at New Year**.
- **Young males** are the most likely to be involved in violence associated with the night time economy, both as victims and offenders. The **key age group are the 18 to 24 year olds with those aged 18 at highest risk**. This is also confirmed in the age

²⁰ Crime in England and Wales, Quarterly First Release to March 2012 (Office for National Statistics, July 2012)

²¹ Note that for the purposes of this assessment, analysis of crime linked to the night time economy focuses on violent crime occurring in a public place (street/highway/road, licensed premises or takeaway food outlet) between 9pm and 5am.

profile for assault presentations at Emergency Departments in Devon and Cornwall hospitals.

- **We know that problem use of alcohol increases the likelihood of reoffending** and, where specific research was undertaken, alcohol use was identified as a specific risk factor linked to offending behaviour for the majority of offenders.
- Unsurprisingly, the **highest rates of violent crime are found in cities and larger towns** across the Peninsula, principally Plymouth, Exeter, Torbay and Newquay where there is a higher density of pubs, clubs and busy night-life.

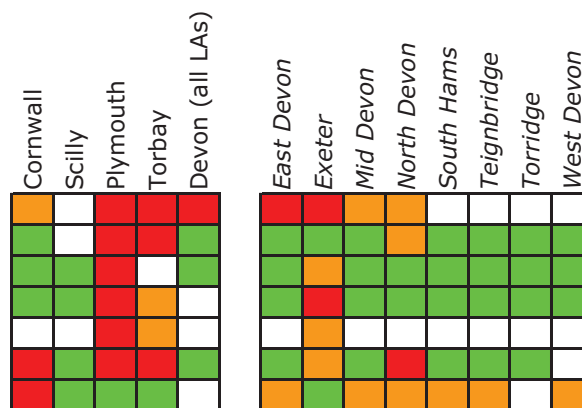
Alcohol and health

What the evidence says

- An estimated **6% of the resident population** aged 16+ (83,100) **drink at double the recommended safe levels and above**, of which the majority are expected to show signs of dependence. In addition, an estimated 249,000 people (18%) are binge drinkers.
- With the exception of Plymouth, where the impact is greater than the England average for both crime and health indicators²², alcohol has a **greater adverse effect on health and the economy** across the Peninsula than it does on crime. The greatest impact can be seen in Plymouth and Torbay and the least in Devon (with the exception of Exeter).

Alcohol indicators

Alcohol-specific hospital admissions (under 18)
 Alcohol-attributable hospital admissions (all)
 Alcohol-attributable crime
 Alcohol-attributable violence
 Alcohol-attributable sexual offences
 IB claimants due to alcoholism
 Road transport deaths due to alcohol



Significantly higher ■ Above average ■ No significant difference ■ Significantly lower ■

- **Alcohol-related hospital admissions are rising across the Peninsula.** Increasing trends are mostly in-line or below the national trend over the last 5 years (an average of 8% per year) with the exception of Torbay and Teignbridge (10% and 9% respectively, although in both cases this reflects particularly high growth in the first two years only).
- **Alcohol-related admissions for under-18s are of particular concern** with Plymouth, East Devon, Exeter and Torbay seeing rates significantly higher than the England average. 756 young people were admitted to Devon and Cornwall hospitals for alcohol-specific conditions, such as alcohol poisoning and alcohol-related liver disease, between 2007/08 and 2009/10.
- The proportion of the working age population claiming **health related benefits due to alcoholism is** a further concern, with Cornwall, Plymouth, Torbay and North Devon

²² Local Alcohol Profiles for England, North West Public Health Observatory

reporting rates significantly above the England average. Torbay is amongst the worst ten local authorities in England for this indicator.

- **5% of the estimated number of higher risk drinkers** engaged with specialist treatment services last year²³ and evidence from Cornwall indicates that many people do not seek specialist help until their problem is well established. Numbers in treatment have declined over the last 12 months across the Peninsula (although this is also the case elsewhere in the South West).
- Evidence from the National Alcohol Strategy²⁴ emphasises the importance of early identification and intervention: **for every eight at-risk drinkers who receive advice, one will reduce their drinking to within low-risk levels**, leading to improved health and reduced demand on hospital services.

What are we doing about it?

Alcohol Strategies across the Peninsula are drawn from evidence compiled in the latest round of Joint Strategic Needs Assessments and local Alcohol Needs Assessments and encompass all aspects of problem alcohol use, from education to treatment needs to reducing alcohol-related criminality. Implemented effectively, these provide the opportunity to ensure a coherent and consistent approach to reducing alcohol harm in communities across the Peninsula.

Prevention and education

- **Public information campaigns** specifically targeting key groups at peak times and educational programmes for young people. For example, the 'Don't Unleash Your Demon' campaign in North and West Devon, designed to encourage drinkers to consider the dangers of their habits.
- Provision of **targeted alcohol workers** identifying and targeting early support provision to the most at risk groups (such as a young person's worker in Treliske Emergency Department in Truro and an acute presentation worker in Torbay).
- The roll-out of **Identification and Brief Advice (IBA) training** supported by standard alcohol screening tools, such as AUDIT-C, in both medical and non-medical settings to greatly increase opportunities for early identification and intervention to help drinkers to reduce their drinking risk.

Working with offenders

- The police have recently introduced a risk assessment matrix based on a model used by Dorset Police. This approach aims to **reduce repeat offending** by identifying offenders at high or increasing risk that do not meet the criteria for dangerous offender management schemes (such as MAPPA²⁵ and DASSP) so that they can be targeted for **proactive prevention**, intelligence and enforcement activity, in collaboration with partners if appropriate.

²³ National Drug Treatment Monitoring Database, alcohol treatment numbers 2011/12 www.ndtms.net

²⁴ **The Government's Alcohol Strategy**, Home Office 2012, taken from Moyer et al, 2002 - Brief Interventions for alcohol problems: a meta-analytic review of controlled investigations in treatment.

²⁵ Multi Agency Public Protection Arrangements (potentially dangerous violent and sexual offenders) and Domestic Abuse Serious and Serial Perpetrator

- Court ordered Probation **Low Intensity Alcohol Programme** (LIAP) for low level violent offenders and **Alcohol Treatment Requirement** for offenders who are dependent drinkers. The programme is currently only open to statutory offenders and Plymouth is exploring its potential for non-statutory offenders subject to funding (as part of the City alcohol strategy).
- Consultation across the Peninsula CSPs indicates that prevention work with violent offenders (excluding domestic abuse perpetrators) consists of Probation's LIAP and indirect activities that aim to tackle problem alcohol use or reduce reoffending generally. **Prevention work / programmes are not being targeted directly at violent offenders in any of the CSP areas.**
- From November 2012 there will be training for those dealing with offenders in custody to screen for mental health, alcohol and drug misuse and make referrals into local treatment systems.

Tackling problem places

- Through the **Assault Related Injuries Database** (ARID) and its equivalent in Plymouth, Community Safety Partnerships across the Peninsula are now gathering better information about assaults, so that we can address problem licensed premises or locations through Licensing teams and other partners.
- This links into the **Peninsula-wide Best Bar None**, run principally and organised by licensees and supported by the police. This aims to promote responsible management and operation of licensed premises.
- Peninsula-wide use of appropriate **enforcement tools** including Cumulative Impact Zones, Drink Banning Orders and Designated Public Place Orders.
- **Initiatives in collaboration with local businesses and partners** seeking to promote a vibrant and safe night-time economy, including local projects targeting known hotspots.
- Plymouth attribute the fact that violence levels have remained static in the city, despite a rise elsewhere in the Peninsula, to a **proactive policing operation run on Saturday evenings and supported by Street Pastors**. Police activity focuses tightly on **early intervention and directions to leave**, preventing the escalation of Anti-Social Behaviour into violence. CCTV control is very pro-active and makes early alerts to the police in order to disperse any potential problems.

What does the future hold?

The **Government's 2012 Alcohol Strategy** focuses on **reducing alcohol-fuelled violent crime, binge drinking, alcohol-related deaths and underage drinking**. Measures introduced include a consultation on **minimum alcohol unit pricing**, and **greater control on alcohol retail offers** and advertising.

- Supporting the new strategy, the recently passed **Police Reform and Social Responsibility Act 2011** introduces new measures to tackle alcohol problems and these will be in place in the autumn for areas to consider using; they include introducing a **late night levy** to help cover the cost of policing the late night economy, **increasing the flexibility of early morning alcohol restriction orders** and **doubling of fines for persistent underage sales**. Local areas will need to consider how to best use the tools available to reduce alcohol problems.

- The strategy also introduces new measures to **increase the range of responses to Anti-Social Behaviour**, and to **enable hospital Emergency Departments to better address on-site alcohol related offences**. Various new sentencing options for alcohol-related offences will be piloted, and family and youth policies will be introduced.
- **Education about alcohol will be reviewed along with all other Personal, School and Health Education (PSHE) areas** and responsible drinking messages delivered within 'Change4Life' campaign. Earlier identification will be promoted through Health Checks and in key areas such as pregnancy, domestic abuse and mental health services. Other health issues will be addressed in a Liver Disease Strategy and recovery based 'payment by results' schemes.
- **Transition of public health into local councils**, which will change the way in which drug and alcohol treatment services are governed and delivered, require new working relationships to be established with Health and Wellbeing Boards and creates some uncertainty in future commissioning and delivery of services.
- **Local alcohol policies are being given greater strategic importance** through Health and Wellbeing Boards and Joint Strategic Needs Assessments, embedded within the Public Health Grant and Outcomes. **Health will have more input in licensing decisions**, and Criminal Justice commitment and funding will be led by the new Police and Crime Commissioners elected in November 2012.
- An **increase in problem alcohol use is an ongoing risk** and associated with the ongoing pressures of prolonged recession, higher unemployment and increased difficulties within families. The implications of changes in drinking behaviour, such as pre-loading and increased drinking in the home environment, require further exploration. **Young people are particularly vulnerable.**

Anti-Social Behaviour

The 1998 Crime and Disorder Act states that a person is regarded as behaving anti-socially if they have acted “in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household”.

The definition is open to interpretation as **behaviour that is deemed anti-social may be very different** from one person to next. Perceptions are influenced by many factors, including a person’s worry about personal risk of harm (as well as actual experience), feelings about their local area and other people in their community and the media. The types of incidents reported range from persistent harassment and intimidation to more minor incidents of littering and dog fouling.

Anti-Social Behaviour in all its forms is a **very visible sign of disorder in our communities** and is closely linked to perceptions of safety, satisfaction with the local area as a place to live and confidence in local services. In its most persistent and serious forms **it can have a significant impact on health and wellbeing**.

Despite dramatic falls in the numbers of incidents reported to the police, it remains the **primary concern of local residents**, and is linked to a wide range of other issues including hate crime, the night time economy, problem drug and alcohol use, mental health, family issues and housing.

Reports of Anti-Social Behaviour are **highest in our town and city centres and in areas described as deprived**. Proactive town centre and neighbourhood management that considers all aspects of the environment is a key element in reducing crime and disorder and making our towns and cities safer, more attractive and economically productive.

QUICK FACTS – ANTI-SOCIAL BEHAVIOUR

Current figures refer to the 12 month period ending 31 March 2012

Level of ASB	62,721 incidents / 37.3 incidents per 1000 resident population								
National comparison	No national comparator available								
Annual change	Reduced by 21,093 incidents / 25% compared with 2010/11								
General trend	<p>Crimes - 12 month rolling total</p>								
Seasonality	<p>Strong seasonal pattern with more incidents in the summer months, fewer in winter</p>								
Breakdown of incident types	<ul style="list-style-type: none"> Rowdy/nuisance behaviour 80% Vehicle ASB 10% Malicious communications 5% Animal related problems 1% Begging/vagrancy 1% Street drinking 1% Other types of ASB 2% <p>*includes fireworks, trespass, noise nuisance and prostitution</p>								
ASB rates by CSP area									
Top hotspots	<table border="1"> <tr> <td>Cornwall</td> <td>St Austell Town, Newquay Town, Penzance Town East, Truro City Centre, Camborne West and Redruth North</td> </tr> <tr> <td>Devon</td> <td>Exeter City Centre, Newton Abbot Town, Barnstaple Central, Exmouth Town and Bideford West</td> </tr> <tr> <td>Plymouth</td> <td>City Centre, Stonehouse, Mutley, Devonport and Morice Town</td> </tr> <tr> <td>Torbay</td> <td>Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe</td> </tr> </table>	Cornwall	St Austell Town, Newquay Town, Penzance Town East, Truro City Centre, Camborne West and Redruth North	Devon	Exeter City Centre, Newton Abbot Town, Barnstaple Central, Exmouth Town and Bideford West	Plymouth	City Centre, Stonehouse, Mutley, Devonport and Morice Town	Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe
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Plymouth	City Centre, Stonehouse, Mutley, Devonport and Morice Town								
Torbay	Torquay Town Centre, Torre & Upton, Roundham-with-Hyde, Hele and Ellacombe								

What the evidence says

- Anti-Social Behaviour shows **a strong reducing trend** which has been in evidence across the Peninsula for the last five years.
- Despite the drop in reported incidence, consultation with residents through Have Your Say shows that **Anti-Social Behaviour remains the primary concern** and this is echoed in other public survey data, both locally and nationally. The Crime Survey for England and Wales²⁶ reports very little change in perceptions of Anti-Social Behaviour despite a declining trend in reported incidents.
- Vehicle-related nuisance (“boy racers”, inconsiderate parking), youth-related issues and dog fouling are commonly cited by residents as particular problems.
- Two low volume incident types have seen **an increase in reports** in the last 12 months – **street drinking and begging / vagrancy**. The greatest increases are in Plymouth and Truro city centres and these issues are also highlighted as problematic in Torquay town centre and neighbouring areas.
- A significant proportion of police recorded Anti-Social Behaviour occurs in city and town centres across the Peninsula and **problems linked to alcohol and the night time economy are recurrent themes**. There is a strong link between incidence of Anti-Social Behaviour and violent crime, criminal damage and thefts.
- **Persistent Anti-Social Behaviour problems** commonly relate to **neighbour disputes** and hotspots in town centre locations where problematic individuals are known to congregate; evidence from Torbay highlights **mental health** and **substance use** issues as key factors.
- A significant proportion of police recorded Anti-Social Behaviour is reported in the night time hours, however evidence from Cornwall and Devon CSPs indicate that incidents are **more likely to be reported in mid-afternoon /early evening**.
- Anti-Social Behaviour shows **a strong summer bias** with higher levels of incidents reported particularly in July and August, influenced by an influx of tourists into popular holiday spots, the school holidays and lighter nights.

What are we doing about it?

- The **three-stage escalation process**²⁷ **has proven effective** in managing Anti-Social Behaviour, particularly in young people – in Cornwall in 2011/12 80% of young people and 68% of adults did not come to further attention of the Anti-Social Behaviour team in the three months following intervention.
- Effective collaboration involving a range of partners, in the form of **Partnership and Locality Tasking groups**, forms the backbone of successful responses to locally identified Anti-Social Behaviour issues. Restorative justice and mediation solutions are being utilised with low level cases in some areas to positive effect.
- **Family Intervention Projects** providing long term intensive packages of support to those families involved in significant Anti-Social Behaviour have proven effective at limiting the impact of particularly problematic households. The Troubled Families programme should build on these achievements.
- Identifying and protecting vulnerable victims and reducing repeat victimisation is recognised as key – the police and Plymouth and Cornwall Anti-Social Behaviour teams operate **victim risk assessment tools** that assess vulnerability and are linked to a risk-focused intervention / support package.

²⁶ Crime in England and Wales, Quarterly First Release to March 2012 (ONS, July 2012)

²⁷ Method of phased engagement with perpetrators designed around early intervention and prevention

- Peninsula-wide use of **enforcement tools** including Dispersal Orders, premises and crack house closures, Anti-Social Behaviour Orders and Drink Banning Orders. Cornwall has received national recognition for the successful application of the Inebriates Act 1898 to tackle persistent street drinking.

New initiative for "Troubled Families"

In December 2011, the Government announced a new, cross-government drive to turn around the lives of 120,000 of the country's most "troubled" families by the end of this Parliament. The programme focuses on families with multiple issues (such as substance use, mental health problems, unemployment, criminal or Anti-Social Behaviour) who place the highest demands on services. The government estimate that each "troubled" family costs around £75,000 per year.

The headline goals and the areas in which success will be measured are children **back into school**, parents **back into work**, **reduced crime and Anti-Social Behaviour** and reduced costs to the taxpayer and local authorities.

The amount of government funding depends on the estimated number of "troubled families" in each local area: the Department of Communities and Local Government estimate that there are 3,750 such families in local authority areas across the Peninsula. The majority of funding is payable on achievement of measurable success with families.

What does the future hold?

- The Government white paper '**Putting victims' first - more effective responses to Anti-Social Behaviour**' sets out plans to introduce more effective measures to tackle Anti-Social Behaviour, with the emphasis on local solutions to local needs. The Government will provide support by:
 - Focusing the response of Anti-Social Behaviour on the **needs of victims**
 - **Empowering communities** to get involved in tackling antisocial behaviour
 - Ensuring professionals are able to **protect the public quickly**
 - Focusing on **long term** solutions
- One of the biggest changes is the **streamlining of tools available to professionals** to tackle an individual's offending behaviour, for example the introductions of the Criminal Behaviour Order and the Crime Prevention Injunction to replace previous orders including the Anti-Social Behaviour Order.
- **Other preventative work with young people and families may be under threat**, however, due to budget cuts, public sector restructuring and reprioritisation of resources to more front line functions.
- **Involvement of all sectors of the community is critical** in developing successful long term solutions and will help to address perceptions of Anti-Social Behaviour. Failure in this area may lead to a reduced sense of community spirit, increased tensions and potential marginalisation of minority or less vocal groups, which could in turn lead to increased criminality.
- **Current trends in social media** and changes in the way that people communicate present opportunities for new channels of engagement with communities but potential threats in terms of cyber-bullying and harassment.

- Involvement in Anti-Social Behaviour is one of the key criteria for identifying families for the new **Troubled Families programme**, emphasising the importance placed on tackling the root causes of Anti-Social Behaviour. It is likely that packages of intervention will work around a multi-agency **Family Intervention Programme model**, with all key services engaged.

Reoffending

We estimate that repeat offending accounts for around a **third of all recorded crime across the Peninsula**. Reoffending rates vary across the Peninsula. National indicators show that locally **a slightly higher proportion of young people** reoffended than the national average. Reoffending in adults is closer to the national average, although remains higher in some areas.

Offenders are amongst the most socially excluded in society and often have **complex and deep-rooted health and social problems**, such as substance misuse, mental health, homelessness and debt, family and financial problems. Understanding and **addressing these underlying issues in a co-ordinated way** plays a key role in reducing crime in the long term and breaking the cycle of offending behaviour from one generation to the next.

For young people especially, this means identifying problems that may contribute to offending and providing an **early and effective response**.

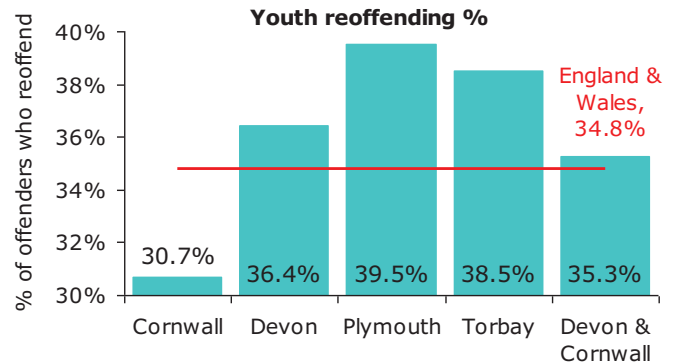
Although a prison sentence can be the most appropriate enforcement response, offenders who have served prison sentences are more likely to reoffend on release. Identifying the offenders that present the **most risk to their communities, intervening early** to prevent an escalation of offending and providing **community-based support** should provide both immediate and long term benefits in terms of reduced harm to the community.

Acquisitive crime is the most common type of repeat offending, often driven by problem drug use. This could become more of an issue as the recession deepens and the internet makes it easier and cheaper to obtain non prescription and prescription drugs that may lead to more serious drug use.

Young people

What the evidence says

- Youth reoffending was just above the national average and there is a rising trend, Cornwall is the only area below the national average.
- The latest reoffending data from the Ministry of Justice²⁸ indicate that around 2,400 young offenders were cautioned, convicted or released from custody across the Peninsula between July 2009 and June 2010.
- 35% of young offenders went on to reoffend** in the following 12 months, committing an estimated 2,200 offences.
- This should be viewed in the context that **the reoffending rate was below the national average until recent times**. There has been a large fall in young offenders in recent years, which has been greater than the national average. There has also been a large fall in the number of young people reoffending. There is a strong correlation between the size of the cohort and the reoffending rate.
- We have seen **significant reductions** across the Peninsula in both the total number of **young people on youth offending service caseloads** and the number of **first time entrants** into the criminal justice system. One factor may be the introduction of the **increased use of the Youth Restorative Disposal** in 2009. Other factors will include prevention services provided by local authorities and youth offending services / teams.
- The Youth Restorative Disposal prevents young people entering the criminal justice system by offering a quick and proportionate response in cases of low-level offending and allows victims to have a voice in how the offence is resolved. The implication for youth offending services is that **caseloads will be smaller but have more complex needs**.
- The most prevalent issues amongst young offenders are **thinking and behaviour, family and personal relationships** and **lifestyle**. Domestic abuse is a common contributor to young offender risk of reoffending.
- Speech and language is a key issue for young offenders. Recent research from the Royal College of Speech and Language suggests that the **majority of young offenders have speech and language difficulties**, findings that are echoed by Prison Reform Trust.²⁹



Over 60% of young people in the criminal justice system have a communication disability and about half of this group have very poor communication skills
Prison Reform Trust (2010)

²⁸ **Proven Reoffending Quarterly Statistics** (Ministry of Justice, latest July 2012)

²⁹ Seen and Heard: supporting vulnerable children in the youth justice system (Prison Reform Trust, 2010)

What are we doing about it?

Youth Offending Services and Teams across the Peninsula are multi-agency teams providing a co-ordinated response to the needs of young offenders (aged between 10 and 17 years) who come to the attention of the police. Offenders are **mostly young males** and the rate of offending increases sharply with age.

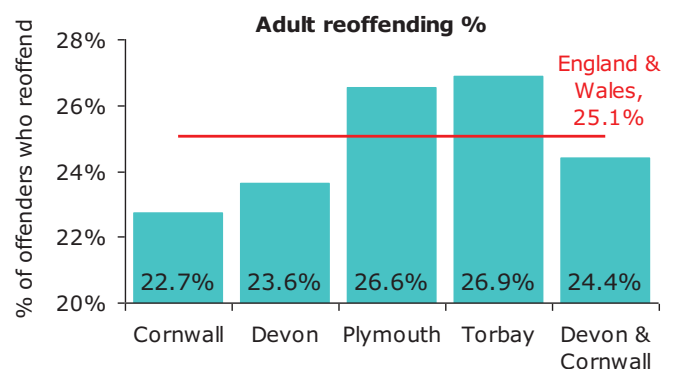
- Youth offending services assess the risks of reoffending and the young person's vulnerability and work with partners to plan and manage interventions to reduce risk. This includes **strengthening protective factors** against further offending (positive relationships, stable accommodation) and providing access to a full range of both **universal and specialist services** (such as speech and language therapy) to maximise their life chances.
- Local youth offending services also ensure that interventions with young people are **informed by the needs of the victims** and / or communities affected by their offending and are developing **new initiatives based around restorative justice** and community reparation, such as the South Devon Making Amends project and Plymouth YOS's Allotment Project (which won a Howard League Community Programme Award)
- Youth offending services work closely with young people's specialist substance use services (and in some areas, such as Devon, are co-located) and Child and Adolescent Mental Health Services (CAMHS).
- Issues around **transition from youth to adult services** (where the degree of support may be less intensive and the perceived 'safety net' removed) are highlighted as **presenting a particular risk for young offenders**. Young offenders aged 17 years who have been identified as having the potential to become prolific offenders will be jointly managed in some areas through the Integrated Information Management programme, **TurnAround**, with the aim of a more seamless and supported transfer from youth to adult services.

A wide range of youth diversionary activities, including sports, arts, confidence building and life-skills, are delivered across the Peninsula according to local need and resources.

Adults

What the evidence says

- Overall **adult reoffending is slightly below the England and Wales average**. Over the last 12 months there has been a drop of 6% in the number of adult offenders and adult **reoffending rates have remained relatively stable**, with the exception of Cornwall (a rise of 1.6 percentage points).



- 13,300 adult offenders were cautioned, convicted or released from custody across the Peninsula between July 2009 and June 2010. **30 24% of adult offenders went on to reoffend** in the following 12 months, committing an estimated 8,900 offences.

³⁰ **Proven Reoffending Quarterly Statistics** (Ministry of Justice, latest July 2012)

- There is **significant variation in rates of reoffending between areas** with Plymouth and Torbay reporting the highest rates and Cornwall the lowest.
- The most prevalent issues linked to reoffending risk amongst adult offenders across the Peninsula are **lifestyle, relationships, alcohol and drug problems**, all of which affect more than half of offenders. **Thinking and behaviour underlies most other risk factors** and interventions for offenders should include thinking skills. Drug use linked to offending is **most prevalent in offenders in the Plymouth cohort**, however, and presents less of a risk in Cornwall, Devon and Torbay.
- Additional research in both Cornwall and Torbay indicates that **domestic abuse is a factor of around half of adult offender relationships**. Problems with mental and emotional health are also common, particularly for female offenders.
- Evidence from Cornwall also indicates that **complexity (multiple needs) increases as the risk of reconviction increases**, with a third of higher risk offenders requiring support in five or more areas, emphasising the importance of an holistic, multi-agency, risk based approach to managing offenders.

Acquisitive crime

- Reoffending is **most likely** amongst offenders released from custody after **sentences of less than 12 months** and those who **committed acquisitive crime**, particularly dwelling burglary and vehicle-related thefts. Drug-using offenders, who commit acquisitive crime to fund their addiction, and prolific offenders (many of whom also use drugs) are also much more likely to reoffend.
- After a sustained period of significant reduction, reflecting national trends and largely attributed to improvements in both vehicle and household security, we have seen **rising trends in acquisitive crime** across the Peninsula over the last 2 years. Possible causes for this may include economic pressures of the recession, increased demand for cheap "black market" goods and the pressures of social needs and expectations.
- Whilst **there has not been a general rise in acquisitive crime nationally**³¹ there is evidence of an increase in personal thefts across many Force areas compared with last year; nationally burglary trends remain flat.
- Locally the picture started to change for dwelling burglary in the latter part of 2008 and negative trends in non-dwelling burglary, shoplifting and other thefts have emerged in the last 12 months. A geo-demographic profile of local burglary risk undertaken in Cornwall³² highlights students, young and low income households as at highest risk and this can be applied across the Peninsula.
- There are some differences between areas – vehicle crime increased in Devon and Torbay (5% and 7% respectively), whilst rises in dwelling burglary in these areas were much lower than the Peninsula average (9% and 4% respectively).
- Approximately **half of offenders under probation supervision**³³ **have a known drug problem** that is linked to their offending. Their crimes of choice are generally acquisitive (such as burglary) to provide funds for their addiction and reoffending risk is therefore high and **drug using / prolific offenders are a key target group** for the **TurnAround** programme.
- Recent research undertaken in Plymouth, however, identified that over a 6 month period the majority of offenders linked to dwelling burglary (79%) and vehicle-related

³¹ Crime in England and Wales, Quarterly First Release to December 2011 (ONS, April 2012)

³² Cornwall Council Community Intelligence Team, using Experian Mosaic Public Sector, 2011

³³ 53% of offenders under supervision by Probation. Analysis of offender criminogenic need (Dr. R. Mandeville-Norden, Devon and Cornwall Probation Trust, August 2011)

thefts (64%) were not engaged with the TurnAround programme and thus not identified as prolific offenders.

- This suggests that a large proportion of offences may be committed by offenders that are not subject to intensive positive intervention or may be completely unknown to services and reinforces that the potential to reduce the increasing trend also lies in **working with communities to help them reduce their risk** of victimisation and specifically **targeting routes of dispersal** for stolen goods.

What are we doing about it?

TurnAround Integrated Offender Management

Integrated Offender Management is delivered within a Peninsula-wide framework under the name TurnAround. TurnAround was established first in Plymouth in 2011, followed by the rest of the Peninsula in May 2012. Local governance and accountability sits with each community safety partnership.

TurnAround focuses on **intensive management of the offenders that present the most risk to their communities** and builds on previous multi-agency work with prolific and drug-using offenders through the Drugs Intervention Programme (DIP). Both programmes have been brought into TurnAround.

There is a **strong emphasis on using evidence and intelligence** to direct activities and to inform decisions about which offenders will be prioritised for interventions. Offenders are selected for TurnAround intervention based on a risk assessment matrix that factors in a range of elements including criminal history, perceived risk to the community and local crime reduction priorities.

- TurnAround is currently working with 502 offenders across the Peninsula.
- Each offender is managed by a **single lead professional** who works as part of a multi-agency team and co-ordinates access to advice and support across all the pathways, including accommodation, family support and physical and mental health. The offender is **managed according to the level of risk** and length of time for the offences and / or sentence.
- Recognising the importance of taking a **“whole family” approach** to tackling reoffending, in addressing both its causes and its impacts, integrated working opportunities are actively being sought within the delivery framework of the new [Troubled Families](#) programme.

A suite of performance measures for TurnAround, which will include key indicators for all of these is currently in development and will be reported in future assessments.

Commissioning of drug and alcohol services supporting TurnAround and other less intensive substance-related interventions with offenders, is directed by the well established **needs assessment and treatment planning process** undertaken by local Drug and Alcohol Action Teams. Comprehensive needs assessments are produced annually and also inform local Joint Strategic Needs Assessments.

Offender diversion schemes

Devon and Cornwall Police is the **first force in the country to offer three concurrent diversion schemes** - alcohol, cannabis and Anti-Social Behaviour. These self-funded

schemes are delivered in collaboration with a third sector organisation, DrugLink, and offer offenders who have been issued with a Penalty Notice for Disorder the opportunity to attend a challenging awareness raising course at a cost of £40 instead of paying the £80 fine.

There has been some debate across the Peninsula about **whether some sentences handed out by the courts are consistent with the aim of reducing reoffending**. In several cases time served, usually a night in custody, was deemed sufficient punishment and the offender released with no further sanction. Although it is recognised that offenders serving short term custodial sentences are more likely to reoffend on release, the decision not to impose a custodial sentence should be **supported by community-based interventions** that aim to reduce the risks of reoffending.

What does the future hold?

- The **election of the Police and Crime Commissioner** provides the opportunity to take a pan-Peninsula view of need for service provision across the offending pathways and focused enforcement activity to reduce crime and reoffending.
- **Transition of public health into local councils**, which will change the way in which drug and alcohol treatment services are governed and delivered, require new working relationships to be established with Health and Wellbeing Boards and creates some uncertainty in future commissioning and delivery of services.
- Reductions in youth offending are highly dependent on effective diversion and intervention schemes. **Preventative work may be under threat due to budget cuts** and reprioritisation of resources to more front line functions.
- National plans to **increase the use of more community-based solutions** to custody, such as Home Detention Curfews, may place additional strain on local resources to manage. This may be helped by the anticipated introduction of new mandated electronic location monitoring technology (national programme).
- Changes to the shared room rate under **Welfare Reform will require offenders under the age of 35 to be placed in shared housing** - dangerous and sex offenders are exempt but not prolific offenders, presenting a risk to securing housing in the first place and if placed, risks to other occupants that will require managing. Proposed withdrawal of housing benefit to under 25s also presents a significant risk in securing accommodation for offenders.
- The **continual dynamic emergence of new psychoactive substances** (NPS, sometimes referred to as 'legal highs') is a particular challenge to drug treatment services and providers. The NPS world is new and evolving with little or no historic evidence to support health and rehabilitation schemes. The ready **availability of prescribed medications online** and increased use of online companies as a "low risk" supply route has also been raised as an emerging risk with the potential to increase problem drug use.

New legislation

- **The reform of the Criminal Justice System**, outlined in the white paper **Swift and Sure Justice**: The Government's Plans for Reform of the Criminal Justice System, and the implementation of the Legal Aid, Sentencing and Punishment of Offenders (**LAPSO**) Act, will bring about **improvements in the way in which agencies interact** to bring offenders to justice, introduce a **new sentencing structure** for young offenders (including the transfer of remand placement costs to local authorities), community sentences and imprisonment for public protection and **facilitate early identification and prevention** of crime.
- Youth offending services will need to **focus on more complex cases** that have the potential to require remand to ensure robust packages are in place. It is also anticipated that youth offending services will work increasingly with only the most complex and persistent young offenders, **with a range of specialist needs**.

Additional risks

Understanding of hate crime and hidden harm

Hate crimes are crimes perceived as motivated by the perpetrators hostility or prejudice based on a personal characteristic. They have **detrimental effect on the victim's emotional and mental health** and **significant impacts** on the community. **Significant under-reporting** of hate crime is acknowledged nationally as well as locally as a **critical limiting factor** in our understanding of the issues and the development of effective responses.

- There were 974 incidents of hate crime reported to the police in 2011/12, a drop of 17% compared with last year. **Numbers have been in swift decline** over the last 12 months. The majority of reported incidents are **racially motivated**.
- Viewed in the context of national research and anecdotal evidence from community and partnership groups, it is understood that **these numbers are not representative** of the experience of minority communities across the Peninsula indicating barriers to reporting, recording issues, or a general lack of trust in the criminal justice system.
- Although the Peninsula has far lower proportion of ethnic minorities than the national average, the **demographic has changed considerably over the last decade** in ways which may not be apparent from national statistics. There are increasing numbers of foreign students and both transient and migrant workers across the Peninsula. Plymouth is also home to a significant number of current and former asylum seekers and refugees, many of whom go onto work or live elsewhere in the Peninsula. Devon has highlighted an increase over the past decade of over 400% amongst its minority communities.
- The Crown Prosecution Service report that, although the number of successful prosecutions is increasing, the most common reason for a failed prosecution is the unexpected non-attendance of victims, which suggests that **greater victim support is needed** throughout the criminal justice process.
- In 2011, the Equality and Human Rights Commission published **Hidden in Plain Sight**, the results of their formal inquiry into the roles of public authorities in eliminating disability-related harassment and its causes; the Stephen Hoskin case in Cornwall was selected as one case study of only ten nationally for the inquiry. Most of the core recommendations to public authorities can be applied equally across the whole spectrum of hate crime and include **adopting an independent community advocacy approach** to support victims of hate crime.
- Within the Peninsula, **Mate crime**³⁴ has been identified as a particular issue for vulnerable adults, and risks associated with care homes (for the elderly, vulnerable adults and young people) are an emerging issue, the scale of which is not yet fully understood.
- The police are currently undertaking an extensive review into the **risk assessment of vulnerability** across all areas, including vulnerable adults and potential victims of hate crime, with a view to widening the remit of Devon's Multi-Agency Safeguarding Hub (MASH) and **progressing a Peninsula-wide model**.
- **Anti-Social Behaviour** can often be a pre-cursor to hate crime and can act as an **early warning for services** to identify both potentially vulnerable people and hate crime perpetrators preventing further escalation.

³⁴ Mate crime refers to the situation where a person with learning disabilities is "befriended" for the purposes of coercing them into handing over money or property

- Police incident data provides very little information about victims of ASB. Vulnerable victims are identified using other mechanisms such as the **Neighbourhood Harm Register**.³⁵
- Devon, Cornwall and Torbay have **partnership sub-groups** to address hate crime and Devon is implementing the Devon Hate Crime Network, with action plans to address specific issues around hate crime. Plymouth's hate crime action plan is being launched in conjunction with the Police in November 2012. Key objectives include **raising awareness** about hate crime, driving up **early identification and reporting**, **improving signposting** and referrals and **improving support** in the community to victims and potential victims.
- **Third party reporting options** are provided in a variety of ways across the Peninsula but mechanisms and support provided are **not consistent**. The police are developing a **pan-Peninsula Third Party Reporting Strategy** which relies on a strong community infrastructure to provide support. **Gaps in support infrastructure**, particularly for black and minority ethnic groups, have been highlighted as a risk to its successful implementation in Cornwall.
- Further to the publication of the Government's Hate Crime Strategy in March 2012, local areas are recommended to **develop their own strategies** to reflect local need. The Government are keen to address the needs of more isolated sections of the community where victims are **considerably less likely to report** crimes, specifically identifying new migrant communities, Gypsy, Irish Traveller and Roma communities, transgender victims and disabled victims.

In order to support these initiatives, a much clearer picture of the nature of the experience of hate crime and other issues affecting minority communities within the Peninsula is required.

Preventing violent extremism

The **Prevent Strategy** which was launched in 2007 (and reviewed in 2011) seeks to stop people becoming violent extremists or supporting terrorism. It is the preventative arm of the government's counter-terrorism strategy, CONTEST.

- **Prevent addresses all forms of terrorism** with the greatest threat nationally still coming from Al Qa'ida influenced groups. In recent years the rise of domestic extremism, alongside evidence that active groups such as the English Defence League (EDL) fuel Islamic radicalisation has brought extremist right wing groups to the fore.
- **Prevent delivery is partnership led**, and is strongest in Plymouth (a Prevent Priority area, where most risk is thought to be held) and in Cornwall. There is an established strategic delivery structure within Torbay, but not yet in Devon where the two tier authority system presents additional challenges. Key to the success of Prevent is effective partnership relationships between police, statutory partners and the third sector.
- **The majority of the risk is held in Plymouth**, and it is the Peninsula's only Prevent Priority area. As such Plymouth Community Safety Partnership receives a Counter Terrorism Local Profile (CTLP) which makes specific recommendations about reducing risk in the city.

³⁵ Developed in response to the Stephen Hoskin case, this register is held by the Police and identifies households where certain trigger levels have been reached for repeat calls for service (police, ambulance, hospitals) or severe risk has been identified (high risk mental health cases, severe unexplained emergency attendance at hospital, safeguarding alerts raised).

- Whilst the Peninsula suffers less than many other areas in the country in relation to organised groups of extremists, or overt support for any form of extremism **individuals anywhere could take independent action** with violent consequences, making safeguarding important across all partnerships.
- The referral process for statutory and third sector agencies to refer individuals thought to be vulnerable to radicalisation is known as **Channel**. These individuals are very often vulnerable in other ways and investing in partnership relationships and processes which support them could also strengthen responses to other issues such as **safeguarding adults, violence in the home, honour based violence** and **human trafficking**.
- **Workshop to Raise Awareness of Prevent** (WRAP) is being delivered to police and partnership staff in the coming months and widespread practitioner attendance is vital to ensure an appropriate partnership response to Channel referrals. In addition to WRAP training there are a wide range of training tools to educate and raise awareness of Prevent available across partner agencies, communities and key institutions.
- **The internet is an area of vulnerability** within our communities transforming the extent to which terrorist organisations and their sympathisers can radicalise people remotely. Of particular concern in relation to the use of the internet is the possibility of public access computers in libraries, internet cafes, drop in centres and universities being used for extremist activity. Partnerships can protect both themselves and vulnerable individuals by **restricting access to radical websites** in such locations or making sure that the use of computers is monitored or recorded appropriately.

Glossary

Acquisitive crime	Group of crime types including burglary, vehicle-related thefts, all other types of thefts and handling stolen goods. Serious acquisitive crime refers only to dwelling burglary, robbery, thefts of and thefts from vehicles.
ARID	Assault Related Injuries Database (in hospital emergency departments)
ASB	Anti-Social Behaviour
BCS	British Crime Survey, called the Crime Survey for England and Wales (CSEW) from April 2011
BME	Black and Minority Ethnic (population)
CSP	Community Safety Partnership. Statutory partnership between Council, Police, Fire, Health, Probation and Police Authority to tackle crime and disorder issues
DCLG	Department for Communities and Local Government
Deprivation / deprived areas	The Index of Multiple Deprivation 2010 combines a number of indicators covering a range of economic, social and housing issues, into a single score for each small area in England, allowing them to be ranked relative to one another (from 1 to 32,482 where a rank of 1 is the most deprived). A 'deprived' area is ranked in the most deprived 20% of areas nationally.
ED	Emergency Department, previously called Accident and Emergency (A&E)
EHRC	Equality and Human Rights Commission; the report Hidden in Plain Sight contains the findings of their comprehensive inquiry into disability hate crime and public authorities responses
Hate Crime	Any criminal offence committed against a person or property that is motivated by hostility towards someone based on their disability, race, religion, gender identity or sexual orientation
IDVA	Independent Domestic Violence Advocate
IOM	Integrated Offender Management – called TurnAround across the Peninsula. Multi-agency team to tackle those with the highest risk of re-offending.
ISVA	Independent Sexual Violence Advocate
LGBT	Lesbian, Gay, Bisexual and Transgender
MASH	Multi-Agency Safeguarding Hub
MARAC	Multi-Agency Risk Assessment Conference
Most Similar Family (MSF)	Groups of Community Safety Partnership areas or police Forces that are closest in terms of characteristics such as population structure. They are used to compare performance between similar areas.
Night time economy / NTE	See ENTE. In this assessment the period of time linked to the night time economy is from 9pm to 5am.
Population	Unless otherwise stated, all rates per 1,000 population use mid-2010 estimates (Office for National Statistics © Crown Copyright 2011)
PPO	Prolific and Priority Offender
PSA	Peninsula Strategic Assessment
Purple Flag	A new accreditation scheme that recognises excellence in the management of town/city centres at night; aims to raise standards and improve quality.
SARC	Sexual Assault Referral Centre
SDVC	Specialist Domestic Violence Court
SEEDS	Survivors Empowering and Educating Domestic Abuse Services
STRA	Strategic Threat and Risk Assessment Matrix, tool used to identify priorities.
Street Pastors	Street Pastors are Christian volunteers who look out for and help vulnerable people on the streets at night, generally in night time economy areas.
Violent crime	Group of crime types comprising violence against the person, sexual offences and robbery
YOT/YOS	Youth Offending Team or Service. Multi-agency team to tackle offending by offenders aged 10 to 17 years.

Further reading and contacts

For the **local strategic assessments** for the Peninsula partnerships, please follow the links below:

Plymouth	http://www.plymouth.gov.uk/strategic_assessment_2011.12.pdf
Cornwall	http://safercornwall.co.uk/crime-in-your-area/
Torbay	Follow the links from http://www.safercommunitiestorbay.org.uk/
Devon	<i>Awaiting publication</i>

For more information or **further details on the work** of local Community Safety Partnerships please contact:

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 - Plymouth Community Safety Partnership
 - Safer Communities Torbay
 - Safer North Devon
 - South Devon and Dartmoor Community Safety Partnership
 - Exeter Community Safety Partnership
 - East and Mid Devon Community Safety Partnership
- Drug and Alcohol Action Teams
- Cornwall, Devon and Somerset Fire and Rescue Services
- Youth Offending Teams and Services
- Central and local TurnAround teams
- Anti-Social Behaviour teams
- Children and family services
- Adult care and support services
- Cornwall and Isles of Scilly Primary Care Trust and NHS Devon, Plymouth and Torbay
- Emergency Departments in Barnstaple, Derriford, Exeter, Treliske and Torbay hospitals

Appendices

- 1a Aims and objectives for PSA priorities
- 1b Overview of existing activity
- 2 Next Steps – delivering the PSA priorities
- 3 Analysis of patterns and trends
- 4 Calculating the costs of crime
- 5 Notes on the data

1a: Agreed aims and objectives for PSA priorities

	Domestic, family and sexual abuse	Alcohol, violence & the night time economy	Anti-social behaviour (ASB)	Reoffending
Aims	To reduce the risk of serious harm and provide appropriate responses to safeguard individuals and their families from violence and abuse	To reduce the harms of alcohol on individuals, their families and the community and reduce the risk of violent crime	To ensure effective resolution of ASB, divert perpetrators and identify and support vulnerable individuals in our communities	To reduce crime by tackling the underlying causes of offending and reintegrate offenders and their communities
Agreed Objectives	<ol style="list-style-type: none"> To provide equal access and service provision to all victims of domestic abuse and sexual violence, regardless of age, gender, or background. To increase victim confidence and provide easier ways to report abuse To provide a continuum of support from early identification, crisis intervention and support to independent living through integrated specialist services To provide services that work with perpetrators To challenge attitudes and behaviours which foster domestic abuse and sexual violence and educate the next generation to break the cycle To undertake comprehensive reviews of domestic homicides and take fast and positive action to implement change based on the findings To build better understanding of the experience of abuse in minority groups; increase confidence in reporting and address specific support needs 	<ol style="list-style-type: none"> To improve opportunities for early identification and intervention with problem alcohol users, including offenders, to enable them to reduce their drinking risk To reduce the rate of alcohol-related hospital admissions by developing a range of approaches in Emergency Departments and in the community To reduce alcohol-related crime and work with partners to provide a vibrant, safe night time economy To understand and address the drivers of violent crime that is not linked to the night time economy; including safeguarding young people from involvement in crime (as victims or offenders) To work collaboratively to identify and address key locations, licensed premises and individuals that represent the greatest risk of harm 	<ol style="list-style-type: none"> To work with partners and the community to identify local priorities and implement effective sustainable solutions, including cost effective approaches such as mediation and restorative justice To work with communities to increase confidence that local problems are dealt with effectively, reduce perceptions of ASB and ensure high satisfaction levels among victims To work with partners to divert young people from ASB, making effective use of existing engagement mechanisms To identify persistent offenders; make effective use of enforcement tools to protect the community and help offenders change their behaviour. To provide intensive, integrated and early intervention support to "troubled" families through family intervention projects, improving outcomes for parents and children To identify and protect those that are at greatest risk of harm from ASB, including repeat and vulnerable victims 	<ol style="list-style-type: none"> To identify, target and work proactively with the offenders that present the highest risk of harm to their communities To work with partners to address substance use in offenders, tackling dependency and problem use of drugs and alcohol, improve mental and physical health, aid recovery and reduce the risk of reoffending To work with partners to provide stable accommodation and opportunities for training and sustainable employment for offenders To provide a "whole family" approach to tackling reoffending that utilises existing family intervention programmes and addresses issues such as domestic abuse, parenting and breaking the intergenerational cycle of offending To support young people at risk of or engaged in offending through positive early intervention and divert them from future criminal careers

Additional risks: Hate crime and preventing violent extremism

	Hate crime and hidden harm	Preventing violent extremism
Aims	To work together to better understand and assess the true impact of hate crime and hidden harm in our communities, improve our understanding of issues for vulnerable groups and improve reporting	To mainstream the delivery of Prevent alongside other safeguarding processes
Agreed Objectives	<ol style="list-style-type: none"> 1. To improve access to reporting options and promote them effectively 2. To develop and promote local support and referral pathways for victims 3. To raise awareness – confirm a zero tolerance message and provide training on when and how to report, both with frontline staff and people in the community who may be victimised or at risk 4. To increase our understanding of the problem, working with partners from public, private and third sectors to analyse the issue and to improve data collection, integration, and interpretation. 	<ol style="list-style-type: none"> 1. To develop, or continue to support partnership led strategic delivery structures for Prevent. 2. To ensure WRAP training and awareness raising of the Channel (PVE) process amongst practitioners working with vulnerable communities across the peninsula. 3. To encourage the development of internet use and auditing policies amongst partnerships, third and private sector organisations.

1b: Overview of existing activity

Domestic, family and sexual abuse

Cornwall & Isles of Scilly

- 3 refuges provided by 3 voluntary sector agencies
- SEEDS Cornwall established 2009
- Truro SARC and ISVA support

All other services out to tender, new contracts from late 2012:

- 9.5 IDVAs supporting high and medium risk cases, including provision in Midwifery and Emergency Departments in Treliske Hospital and a specialist court advocate
- Recovery Toolkit
- Therapeutic interventions for children and young people
- Healthy Relationships programme in schools
- Domestic abuse prevention programme (perpetrators)

Devon

- 8 MARAC IDVAs (high and medium risk cases), including 3 specialist court IDVAs and provision in ND Hospital, and 10.5 outreach workers (high and medium risk cases)
- 5 children/young people's workers
- Action group for BME victims
- 2 refuges provided by 2 voluntary sector agencies
- REPAIR perpetrator programme
- Channings Wood liaison with prisoners and families
- RELATE 'Choosing to Change' programme for couples
- Teenage Toolkit – training for staff working with young people
- Pattern changing programmes for female victims
- SEEDS Devon established 2006

Plymouth

- Plymouth Domestic Abuse Service (PDAS) – IDVA service, children's service, support through SDVC and refuge / safe houses provided by Sanctuary Supported Living
- Making Change programme for male perpetrators not part of criminal justice system (provided by Probation)
- Operation Encompass – early intervention through school liaison (nationally acclaimed, provided by Police and City Council)
- Domestic Abuse Advocacy – legal support provided by City Council for those not eligible for legal aid
- Family Intervention project – working with families with multiple problems
- SEEDS Plymouth established 2008
- Plymouth SARC and two IDVAs

Torbay

- 2 IDVAs directly managed by Safer Communities Torbay and 1 specialist court IDVA managed by Victim Support
- Commissioned refuge with 7 units by Westcountry Housing
- Domestic Abuse Support Service provided through Supporting People
- SEEDS Torbay established 2006
- Sexual Exploitation and Runaway Forum supported by workers from Checkpoint (Children's Society project)
- Intensive Family Support Service (IFSS) established by Safer Communities Torbay
- SARC services are provided from Exeter

Alcohol, violence and the night time economy

Cornwall & Isles of Scilly

- Identification and Brief Advice training in medical, criminal justice and non-medical community settings (1,200 trained to date)
- Young person's alcohol worker in Treliske Hospital ED, Truro
- Assault Related Injuries Database in Treliske Hospital ED
- Newly recommissioned alcohol services in place from April 2013, including Breaking the Cycle and family work
- Safer Towns programmes, supported by successful bid of £90k to the national Alcohol Prospectus Fund
- 'What Will Your Drink Cost?' summer campaign
- Alcohol-related violence task group and development of pooled town centre "toolkit"

Devon

- Identification and Brief Advice training in medical, criminal justice and non-medical community settings (500 trained to date)
- Assertive alcohol outreach work in Northern and South Western Devon
- Assault Related Injuries Database in ED, Barnstaple and Exeter Hospitals
- Breaking the Cycle substance misuse workers based in Children and Families teams
- Violent crime task group in Exeter
- Alcohol diversion scheme
- Street pastors in Exeter, Exmouth, Barnstaple
- Three strikes scheme in Exeter
- Community alcohol harm reduction programme in Mid Devon

Plymouth

- Dedicated youth worker in Derriford Hospital on Saturday nights
- Data sharing project in the Cumberland Centre (Plymouth's Minor Injuries Dept) and Derriford Hospital
- Alcohol Intervention Service for Parents (33 families seen to date)
- Home Office Sobriety Scheme (pilot area since May 2012)
- 'Don't Leave Your Brain at Home' Campaign' to promote responsible drinking (launched Sept 2011)
- Street Pastors in neighbourhoods and city centre evening and night
- Plymouth Street Safe Project (pilot launched Aug 2012)
- 'Top Night' personal safety campaign targeting 17-24 year olds (launch Sept 2012)
- Best Bar None scheme

Torbay

- Alcohol Screening Tool pilot in non-health agencies
- Alcohol case worker in Torbay Hospital targeting frequent acute presentations
- Dedicated alcohol public health team in Torbay Hospital deliver brief interventions and / or make treatment referrals
- Assault Related Injuries Database in Torbay Hospital ED
- Torbay was awarded a Purple Flag in 2011 for the quality of its night time economy
- Street Pastors in Torbay
- Nite Net (radio network for multi-agency patrols), CCTV and Alco Stop zone
- Campaigns including 'Know the Code' and 'Don't Leave Your Brain At Home'

Anti-Social Behaviour

Cornwall & Isles of Scilly

- Central team (Cornwall Council) - 5 locality-based caseworkers and a manager
- Established Victim Risk Assessment tool; adopted by the police April 2012
- Monthly locality based tasking
- Registered Social Landlords' Forum
- Routine victim satisfaction surveys and regular community feedback via bulletins
- Deployable wireless CCTV
- Phoenix; positive life-skills projects working with offenders, young people, long term unemployed and substance users
- Safer Towns initiatives in six priority towns, includes alcohol and ASB diversion scheme pilot

Devon

- ASB co-ordinators employed at district level across the County
- Locality tasking and co-ordination meetings - East and Mid-Devon hold regular Local Action Group (LAG) and Safer North Devon Anti-Social Behaviour Hub pilot
- Diversion schemes for young people in 'hot spot' areas
- CCTV available for deployment in key areas across the County
- Street Wardens supported in a number of towns across the County

Plymouth

- Partnership ASB Sub-group and ASB Champions' Group
- Vulnerable Victims risk assessment matrix pilot and intensive support
- Registered Housing provider forum
- Diversionary schemes for young people through multi-agency work including detached youth service 'Streetwise' team
- Neighbourhood liaison officers in all City neighbourhoods to deal with local issues
- Family Intervention Project offering intensive support to families involved in Anti-Social Behaviour
- Targeted tasking groups to address specific problems, such as "tombstoning" and Bonfire Night

Torbay

- Torbay Council core staff - lead officer and investigations officer
- Fortnightly locality tasking with a wide range of partners to focus on ASB. Task and Finish groups deal with longer term issues.
- Established Family Intervention Project (FIP), has worked with more than 100 families.
- SORT IT local mediation service for low level disputes
- New support agreement in place with Victim Support
- Street Wardens in the most deprived areas of Torbay
- Torbay Against Crime partnership with local businesses
- Queen Elizabeth Drive project in Paignton – long term "Community Intervention Project" supporting positive change for a whole

Reducing reoffending

Cornwall & Isles of Scilly

- TurnAround launched May 2012; newly recommissioned DIP service (aligned to needs of TurnAround) in place from April 2013
- Central Youth Offending Service and prevention/early intervention team (YISP), managed through Children, Schools and Families, Cornwall Council.
- Dedicated youth specialist analyst in Community Safety Intelligence
- Young people's substance misuse service (YZ-UP)
- Phoenix; positive life-skills projects working with adult offenders and young people (offending or at risk)
- Youth diversionary activities embedded into Safer Towns programmes

Devon

- TurnAround launched May 2012
- Youth Offending Service is one of the largest in the South West, with 90 staff and 100 volunteers in 3 area-based teams; managed through Child and Adult Protection, Devon County Council.
- Co-located youth crime prevention /early intervention team (YISP) and substance misuse team (Y-SMART)
- Established and nationally recognised CAMHS pathway
- Specialist speech and language therapist
- Strengthening Families family intervention programme
- LINX group work programme delivered by Hampton Trust with YOS and domestic abuse services
- South Devon Making Amends community reparation project

Plymouth

- TurnAround launched May 2011
- 'The Zone' project: accredited programme for young unemployed males at risk of or potentially involved in offending
- Plymouth Youth Offending Service
- 'Allotment Project' - award winning restorative justice / community reparation project run by Plymouth YOS
- City Alcohol Strategy will include funding for non-statutory offenders (including potential extension of Probation's LIAP) and may also include funding for short term custodial offenders
- Probation has identified a pool of volunteers to work with the TurnAround cohort. Vetting, interviews and role profile to be agreed. May assist offenders who are not entitled to DIP support.

Torbay

- TurnAround launched May 2012
- Youth Offending Team managed through Stronger Communities Board
- Community reparation projects with Parkfield, Anode and Parks and Highways.
- All young people screened for speech and language difficulties by Education and Careers South West practitioners prior to order starting
- Established Family Intervention Project (FIP) has targeted families with young offenders at risk of reoffending

Additional risk: Hate crime

Cornwall & Isles of Scilly

- Safer Cornwall Hate Crime sub-group and action plan aligned to local need and Hidden In Plain Sight recommendations; includes development of third party reporting options and support
- ASB Victim Risk Assessment tool considers all protected characteristics
- Nominated Harassment Co-ordinator in Council ASB Team; all hate crime (or potential) reviewed at tasking meetings
- Safe Places scheme in over 300 sites across Cornwall

Devon

- Third party reporting supported in most districts but not all – all reports come back to Devon County Council
- In-kind support provided to voluntary and community groups, including those acting as third party reporting centres
- Training workshops delivered by Devon County Council on request
- Hate Crime is targeted along with hate crime by the North Devon ARC project for people with learning disabilities
- BME Service Directory that details 20 BME Support Groups across Devon
- Safe Places scheme across Dartmoor and South Devon
- Joint action group with domestic abuse services for BME victims

Plymouth

- Established third party reporting system with an on-line tool, including Easy Read literature, and 12 reporting centres across the city. Council's Community Care Workers also act as points of contact for third party reporting.
- All third party reports come back to the City Council
- Pilot initiatives to extend / develop third party reporting for students at Plymouth University and Derriford Hospital Emergency Department
- Safe Places scheme in 61 sites across Plymouth

Torbay

- Keeping Safe Sub-group and action plan; the current focus is on disability hate crime
- Keeping Safe workshops co-delivered with SPOT and Voice HQ
- Safe Places scheme refresh in Brixham, Paignton and Torquay
- Keeping Safe Days to highlight Disability hate Crime.
- Safer Communities Torbay has joined the "Coalition For Action Against Learning Disability Hate Crime" (CALDHC)
- Safer Communities Torbay and the Keeping Safe Group have also developed a third party reporting procedure which will encourage victims and witnesses to report incidents of Disability Hate Crime.

Additional risk: Preventing Violent Extremism

Peninsula-wide

- **Prevent delivery is partnership led**, and is strongest in Plymouth and in Cornwall. There is an established strategic delivery structure within Torbay, and are being established in Devon.
- As the only Prevent Priority area, Plymouth Community Safety Partnership receives a Counter Terrorism Local Profile (CTLP) which makes specific recommendations about reducing risk in the city.
- Channel, the referral process for statutory and third sector agencies to refer individuals thought to be vulnerable to radicalisation, is utilised across the Peninsula.
- **Workshop to Raise Awareness of Prevent** (WRAP) is being delivered across the Peninsula to police and partnership staff in the coming months. In addition to WRAP training there are a wide range of training tools to educate and raise awareness of Prevent available across partner agencies, communities and key institutions.

2: Next steps – A strategy for delivering PSA priorities

The PSA identifies four priorities which most affect communities in Devon, Cornwall and the Isles of Scilly:

- Domestic, family and sexual abuse
- Alcohol, violence and the night time economy
- Anti-Social Behaviour
- Reoffending

In addition, a greater understanding of more hidden issues that affect the most vulnerable in our communities is needed in order to safeguard against and respond to them effectively, increasing people's confidence in services and encourage more reporting. Two distinct additional risks – **understanding of hate crime and hidden harm** and **preventing violent extremism** are identified in light of this.

The CSPs have agreed a delivery route that will enable progress to be made and measured against those key crime and disorder issues, alongside an analytical strategy to develop a clearer picture of evolving risk.

1	Deliver progress against the four identified priorities through the formation of Peninsula Strategic Delivery Groups.	CSP Chairs / Strategy Champions
2	Develop Peninsula Delivery Plans to deliver the objectives within each of the four priority themes, reflecting these where appropriate in local partnership and agency delivery plans.	CSP Chairs / Strategy Champions
3	Tackle the underlying drivers that impact across the priority themes, ensuring effort is directed at young people, individuals and families with complex needs, problem drug and alcohol users, vulnerable victims and deprivation.	CSP Chairs
4	Develop processes that embed sharing of best practice between places experiencing similar issues across the Peninsula.	CSP Chairs with support from Peninsula Analysts
5	Measure, monitor, and improve performance against the Peninsula Delivery Plans through the use of effective measurements and targets.	Strategic Delivery Groups
6	Debrief the PSA process to date, identifying learning points for a) future joint analysis and b) commissioning of other joint products or activities across CSPs.	Analysts, Line Managers, CSP Chairs
7	Review the analytical capacity and capability across the Peninsula, in preparation for future demand for joint strategic analysis.	CSP Chairs
8	Synchronise Community Safety Partnership Strategic Assessments to ensure effective delivery of the Peninsula Strategic Assessment.	CSP Chairs
9	Carry out joint Peninsula-wide analysis to test specific hypotheses, drawing on data, experience and resources from within police and CSPs.	Peninsula Analysts to propose workplan to CSP Chairs

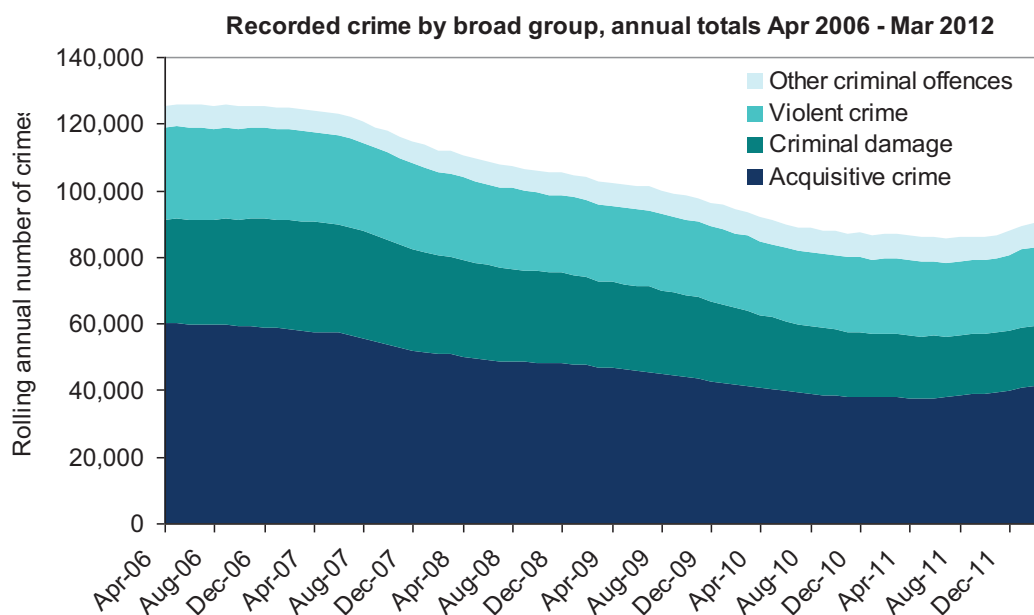
3: Analysis of patterns and trends

Crime and Anti-Social Behaviour

Long term trends

The long term picture of crime across the Peninsula **shows steadily reducing trends across most types of crime** since the National Crime Recording Standard³⁶ was introduced. Most aspects of the local picture generally reflect national trends, with some common patterns due to key changes in police recording of crime.

- All recorded crime has reduced by nearly a third since 2005/06, equating to on average 2,800 fewer recorded crimes per month compared with the monthly average seven years previously.



In the last 12 months

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
All crime	91,808	54.6	6%	↑	Below average	→

Having seen year on year reductions in crime across the Peninsula for many years, trends over the last 12 months have shown numbers climb steadily upwards across most types of crime.

- All recorded crime increased by 6%** compared with 2010/11. This is contrary to the relatively stable position (a reduction of 2%) indicated by the average for our most similar family (MSF) group³⁷ of partnerships nationally.
- Despite the increase over the last year, the rate of all recorded crime remains **significantly lower than the average** for our most similar family group.

³⁶ Introduced in April 2002, see [Notes on the Data](#) for more information

³⁷ Comparative data sourced from iQuanta, see [Notes on the Data](#) for more information

- Rates of all types of acquisitive crime and property crime are low compared with our most similar family, but **violence and sexual offences are comparatively high** (21% and 23% above average respectively).

Whilst it is a fact that continued incremental improvement inevitably becomes harder to achieve, there are a number of other potential contributory factors influencing the shift in crime trends.

- A significant proportion of the rise relates to acquisitive crime and although the general rise anticipated nationally as a result of the economic downturn has not been realised, local evidence suggests³⁸ indicates that **we are only now seeing some of the longer term impacts bite**, such as high unemployment (relative to the last ten years) and high levels of bankruptcy. It is reasonable to assume that **these factors may exert greater influence** on crime trends across the Peninsula especially **where the underlying rate of crime is low**.
- This may well continue with **an increase in the number of households in financial difficulty expected**, due to the combination of unemployment, higher bills and benefit reassessments, and increased budget pressures on services providing support to vulnerable families.
- Average rates of crime for similar Force areas³⁹ nationally have remained relatively stable, which points to a stronger influence of more local factors. **Local crime rates remain lower than average** but the gap has narrowed.

This year Devon and Cornwall Police have undergone a complete change in delivery structure, which has included a range of policy and procedural changes relating to the way that crime is reported, recorded and handled. At the same time other public sector agencies, such as Probation, Health and Local Authorities, are also seeing significant restructuring and change. Unpicking the combined impact of these changes from trends in actual incidence of crime is problematic for this time period.

Violent crime

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Robbery	499	0.3	21%	↑	Below average	↓
Violence injury	11,192	6.7	9%	↑	High	→
Violence no injury	11,358	6.8	12%	↑	Above average	→

- Total violent crime, which includes homicide, all assaults, sexual offences and robbery, has dropped by 10% since 2005/06.
- The reduction predominantly relates to violence with injury – despite recent increasing trends, around 3,700 less people sustained physical injury as a result of violent crime in 2010/11 than in 2005/06. Having dropped year on year since 2005/06, the trend for violence with injury started to increase in summer 2010 and has seen a particularly sharp rise since October 2011.
- Violence without injury (common assault, harassment and other violence) has remained fairly stable when considered over the longer term however significant increases are also noted from October 2011.
- In both cases, this may be partly influenced by a range of changes to police recording of crime in the autumn (see **Notes on the Data** for more information).

³⁸ Understanding Cornwall presents key messages for Cornwall, drawing on a wide range of evidence, needs and strategic assessments - <http://www.cornwall.gov.uk/default.aspx?page=24160>

³⁹ Comparative data sourced from iQuanta, see **Notes on the Data** for more information

Violent crime is discussed in more detail under the priority area of **Alcohol, violence and the night time economy**.

Domestic abuse and sexual violence

Crime / incident type	Incidents 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF
Estimated prevalence (victims)*	55,800	61.0	No change	→	
All domestic abuse	25,515	14.8	2%	→	Above average
Domestic abuse crimes	7,613	4.2	8%	↑	
Domestic abuse non-crimes	17,902	10.6	0%	→	
Sexual offences					
Estimated prevalence (victims)*	12,800	14.0	No change	→	
Most serious sexual offences	1,486	0.9	10%	↑	High
Other sexual offences	413	0.2	19%	↑	Above average
Vulnerable victims					
Child abuse crimes	732	2.3	11%	↑	
Child abuse non-crimes	4,749	14.7	-20%	↓	
Vulnerable adults crimes	7,903	5.8	-8%	↓	
Vulnerable adults non-crimes	2,506	1.8	24%	↑	
Missing persons	8,981	5.3	-4%	→	

*British Crime Survey self-completion module on domestic abuse, sexual assault and stalking, age group 16 to 59

Note that incidents of abuse do not always result in a crime and hence we record and complete risk assessments for incidents that may be precursors to or indicators of criminal behaviour (referred to as non-crime incidents).

- Reported incidence of domestic abuse has seen a steady and fairly constant rise over the last 6 years, increasing by 30% overall since 2006/07 and reflecting the work by partners to raise awareness, drive up reporting and improve services to victims and their families.
- The trend in recorded sexual offences was fairly flat until the first quarter of 2010/11, when it began to rise. Nationally this has also been the case, driven by additional steps taken by police forces to increase reporting and locally improved access to specialist support to victims through Sexual Assault Referral Centres.

Domestic abuse and sexual violence are discussed in more detail under the priority area of **Domestic, family and sexual abuse**.

Acquisitive crime

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Dwelling burglary	4,222	5.7	20%	↑	Below average	→
Non-dwelling burglary	5,665	3.4	12%	↑	Below average	→
Other theft and handling	15,055	9.0	8%	↑	Below average	→
Shoplifting	7,320	4.4	14%	↑	Below average	→
Vehicle crime*	6,790	4.0	1%	→	Below average	→

*includes thefts from and of vehicles

- Acquisitive crime has seen one of the greatest reductions over the longer term. Vehicle-related thefts have dropped by almost two thirds and burglary has reduced by a third.

This reflects national trends and is largely attributed to improvements in both vehicle and household security.

- Whilst there has not been a general rise in acquisitive crime nationally⁴⁰ negative trends in burglary, shoplifting and other thefts have developed over the last two years.

Acquisitive crime is discussed in more detail under the priority area of **Reoffending**.

Anti-Social Behaviour and criminal damage

Incident type	Incidents 2011/12	Rate per 1000	Annual change n	Annual change %	Trend
Rowdy/nuisance behaviour	49,930	29.7	-10,910	-18%	↓
Vehicle ASB	6,478	3.9	-4,630	-42%	↓
Malicious communications	2,994	1.8	-3,283	-52%	↓
Other types of ASB ¹	1,046	0.6	-29	-3%	→
Animal related problems	903	0.5	-1,473	-62%	↓
Begging/vagrancy	614	0.4	226	58%	↑
Street drinking	349	0.2	13	4%	→
Hoax calls to emergency services ²	45	0.0	-1,314	-97%	↓
Total ASB	62,721	37.3	-21,093	-25%	↓

¹includes fireworks, trespass, noise nuisance and prostitution

²Not categorised as ASB from 1 April 2011

- Recorded criminal damage offences have seen consistently falling numbers year on year since 2007/08. The improving trend plateaued and remained stable throughout 2011/12.
- The majority of Anti-Social Behaviour reports to the police relate to rowdy / nuisance behaviour. Commonly occurring issues relate to young people, nuisance neighbours and the evening and night time economy.
- The trend for rowdy / nuisance behaviour reports to the police has followed a swift improving path since April 2008, reducing by a total of 56,500 incidents (80%) over the four subsequent years. There was a further significant drop in 2011/12 with more than a third fewer incidents recorded in some months compared with the same month last year.

Anti-Social Behaviour is discussed in more detail under the priority area of **Anti-Social Behaviour**.

Drugs

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Drug supply and dealing	848	0.5	-2%	→	Above average	↑
Possession of drugs	4,133	2.5	-6%	↓	Above average	→

Note that recorded drug crime statistics are heavily influenced by policing priorities, and may reflect changes in the policing of drug crime rather than real changes in its incidence.

- Recorded drug offences⁴¹ increased year on year between 2007/08 and 2010/11, rising by 26% over this period (predominantly cannabis possession and to a lesser extent cultivation of plants). National trends show a rise of around 40% in drug crime over the

⁴⁰ Crime in England and Wales, Quarterly First Release to December 2011 (ONS Statistical Bulletin, April 2012)

⁴¹ Grouped with 'other criminal offences' in the long term trends chart

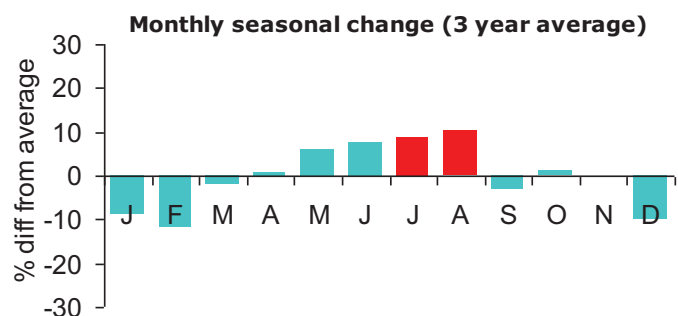
same period, citing changes in police powers with respect to cannabis possession as the main determinant.

- All types of drug-specific crime dropped in 2011/12 compared with the previous year.
- Approximately half of the offenders under probation supervision⁴² have a known drug problem that is linked to their offending. Their crimes of choice are generally acquisitive (such as burglary) to provide funds for their addiction and reoffending risk is therefore high.
- National models estimate that there are 8,500 opiate and / or crack users resident across the Peninsula, of which around half are engaged with community treatment services. As can be seen in the South West generally, the number engaged with treatment across the Peninsula has seen a slight decline over the last two years, although this trend is stronger in some areas than others.

Seasonality

Crime across the Peninsula is seasonal with an average of 8% more offences occurring during the summer months, and fewer offences in the winter.

- **July and August** are the peak months.
- **Thefts, vehicle crime, violence and Anti-Social Behaviour** show the strongest seasonal bias. Over the last 3 years criminal damage has also developed a more pronounced summer peak.
- This pattern is influenced by the **influx of tourists** into popular holiday spots, the **school holidays and lighter nights**, meaning that more people are out and about in their communities and for longer, both potential offenders and those who are affected by their behaviour.
- **Newquay sees the most extreme effect across the Peninsula** with average monthly crime levels in the Newquay network area rising by 41% between June and August. Other areas affected significantly, seeing crime levels rising by 20% or over during July and/or August, are **Teignbridge East, East Devon, South Hams, Penzance and St Ives**.
- Seasonal rises of this sort are predictable and thus can be planned for in terms of additional resources, but they place **significant pressure on local communities** and partner resources.



⁴² 53% of offenders under supervision by Probation. Analysis of offender criminogenic need (Dr. R. Mandeville-Norden, Devon and Cornwall Probation Trust, August 2011)

Focus on People

The Peninsula assessments collectively identify the following high risk groups:

- **Young people** - most affected by crime, both as victims and as offenders. They are perceived by some as causing the most problems in their communities, exacerbating community tensions and inhibiting effective engagement. Young people are especially vulnerable to the impacts of family dysfunction, such as domestic abuse, sexual assault and rape, drug and alcohol use, offending of parents or within the family environment.
- **Individual and families with complex needs** – the needs of individuals and families are frequently complex and cut across a range of service areas, emphasising the importance of effective multi-agency approaches to addressing crime, disorder and substance use. Programmes such as Troubled Families and Integrated Offender Management focus on those that cause the most harm.
- **Problem drug and alcohol users** – substance use is a consistent feature in persistent criminality and breakdown in families, cutting across all four of our priority areas.
- **Vulnerable victims** – the need to put more effective measures in place to identify those who are **most vulnerable in our communities** cuts across several priority areas. This extends to building knowledge and understanding of the **specific service needs of minority groups**. This includes specifically (but not exclusively) the black and minority ethnic community, the lesbian, gay, bisexual and transgender community, people with disabilities and with mental health problems.

Focus on Place

Places are prioritised for action in different ways across the Peninsula but there are some common themes.

- **Crime is strongly clustered in our largest urban centres** and this is influenced by a range of factors, including concentrations of shops, car parks and public spaces, the evening and night time economy and a regular influx of transient population (people coming in for work, education, leisure and tourism).
- There is a **significant gap between disadvantaged and less disadvantaged areas** with deprived areas experiencing much higher rates of crime and disorder. There is evidence to suggest that the **gap has widened** over the last 3 years.
- Local and national research also highlights **increased risk of dwelling fires and road traffic collisions**, both as drivers and pedestrians, and **significant health inequalities** such as higher levels of obesity, alcohol problems, physical inactivity, unhealthy diet, smoking and poor blood pressure control.
- Crime levels should be seen in the context that **deprived areas are located within our larger town centres**, however, and thus the level of risk is influenced by the usual factors associated with town centres.

The urban versus rural debate

- **Risks of crime and disorder in small towns and rural areas are substantially lower** across the board. Although every area across the Peninsula has a **dedicated neighbourhood police team**, the need for partnerships to focus limited resources on the highest risk areas means that urban centres may be prioritised over their more rural neighbours.
- The **impact of crime may be felt more strongly** in small close-knit communities, however, and their more isolated nature and **perceived lack of dedicated service provision** also means that residents may feel more vulnerable.
- Generally the main issues in small towns and rural communities are **similar to that elsewhere but on a smaller scale**, but others may be more common, such as metal and agricultural machinery thefts and fly-tipping. Some issues, such as **domestic abuse and drug and alcohol problems, may be more hidden** due to both the close-knit nature of communities and limited access to services.
- The Citizens Advice Bureau in Cornwall highlight **small holders and self-employed farmers** as particularly vulnerable to financial hardship in the current economic climate, compounded by poor access to services and local support networks.

Road safety – collisions and casualties

Road traffic casualties	Incidents 2011/12	Rate per 1000	Annual change	Trend	KSI casualties per 100M vehicle kms	
Killed	55	0.03	20%	↑	Rate per 1000	3.9
Seriously injured	541	0.3	-3%	→	Trend	↑
Slightly injured	5,482	3.3	-1%	→	Comparison MSF	Average
Total casualties	6,078	3.6	-1%	→	Trend MSF	↑

- Road traffic collisions are not one of the top priorities for community safety partnerships across the Peninsula, presenting **comparatively low risk to communities** when compared with other issues such as violent crime and domestic abuse.
- Overall the total number of people injured in road traffic collisions remained stable compared with last year (a reduction of 1%) but there was a small rise in fatal casualties. Both Torbay and Cornwall report a rise in killed and seriously injured casualties.
- The rate of killed and seriously injured casualties is in line with the average for similar Force areas elsewhere in the country.
- Speeding is consistently one of the primary concerns raised through Have Your Say consultations with residents across the Peninsula. Although a rare occurrence, fatal collisions can have a significant impact on local communities, particularly where there are multiple or young casualties, and usually receive considerable media attention, which adds to the perceived threat.

Fire

Crime type	Crimes 2011/12	Rate per 1000	Annual change	Trend	Comparison MSF	Trend MSF
Arson	812	0.483	19%	↑	Above average	→

- Strategic assessments focus on the criminal element of fire risk, namely fires started deliberately. Arson is a comparatively low volume crime and is not a key priority for community safety partnerships across the Peninsula. There has been a **significant increase**, however, in the number of arsons compared with last year and **the rate of arson is above average** for our most similar family group.
- A rise in arson may be linked with the impact of the economic downturn. **Empty buildings present increased opportunities** for arson and more businesses falling into financial difficulty potentially creates an added risk.
- Some fires, particularly major hotel fires (such as Penhallow in Cornwall, Palm Court in Torbay and Tantons in Bideford), are **extremely costly and resource intensive** for services to deal with, both in dealing with the actual incident and follow investigations which may be lengthy and complex.
- Joint research with the Fire and Rescue Service in Cornwall found that there is **strong correlation between incidence of secondary arsons** (for example, bin fires) and **Anti-Social Behaviour**, indicating that there may be benefit in a joint approach to tackling these issues.

4: Calculating the costs of crime

- Across the Peninsula the cost of recorded crime is estimated at £298 million in 2011/12. Factoring in under-reporting, the **real cost could be nearer £882 million**. Just over half of the total cost estimate relates to the physical and emotional impact on direct victims (51%).
- **Rape and serious sexual assaults have by far the greatest associated costs**, making up a third of the total cost estimate but accounting for only 2% of all recorded crime, with the majority of the cost relating to the physical and emotional impact on victims.
- **Violence against the person** (including murder), accounting for 29% of the total crimes in the model, **makes up another third** of the total cost estimate.
- At the other end of the scale, thefts and shoplifting account for almost a quarter of all recorded crime but only 5% of the estimated total cost. Serious acquisitive crime accounted for a further 11% of the total cost (£95.8 million), with around half relating to dwelling burglary.
- The Home Office cost model also provides a breakdown by real cost to services (including estimates of unreported crime), such as the **criminal justice system (£152 million, 17%) and health (£45 million, 5%)** – and costs to the community such as defensive expenditure (prevention mechanisms such as security devices, £30 million, 3%) and insurance administration (£12 million, 1%).

The concept of cost drivers comes from the field of Business Accounting and is any activity that causes a cost to be incurred. This can be a difficult concept to apply to crime and disorder as this relies on identifying what causes crime and disorder, which is a complex and contentious issue.

- It has been possible to calculate cost driver estimates across a number of areas - family, alcohol and the night time economy, drugs, deprivation, reoffending and vehicles (see Appendix 3a Cost Drivers). This highlights that **family problems are the most significant cost driver** across the Peninsula, with associated costs coming in at estimated £431.7 million in 2011/12.

The model of cost drivers is in the process of being developed and we have some data and methodological gaps. We have provided some indicative costs for areas where we have data in the next table. The cost estimates are drawn from a wide variety of sources, including the Home Office, and based on the latest relevant published estimates (up-rated for inflation where appropriate). They are provided to give a general indication only of comparative costs.

Cost driver	Associated costs £ (estimates)
<p>Family Family dysfunction is a major cost driver for crime and disorder and may contribute to a range of issues, including domestic abuse, problem drug and alcohol use, youth offending and Anti-Social Behaviour, missing persons and child protection. The greatest costs are likely to be for police, health and children's services. Family and relationships is a prominent issue in the risk of reoffending by adult and youth offenders.</p> <p>Includes domestic abuse and sexual violence, missing persons, youth offending and youth-related Anti-Social Behaviour</p>	<p>Cornwall £121.0m Isles of Scilly £0.5m Devon £164.1m Plymouth £93.0m Torbay £53.1m Total £431.7m</p>
<p>Alcohol There is a recognised link between alcohol and crime, and alcohol is particularly associated with violence, criminal damage, Anti-Social Behaviour, fire risk and road traffic collisions. It is the most common factor in increasing risk of reoffending in adult offenders and amongst the most common for young offenders. Alcohol is a significant cost driver for all agencies.</p> <p>The night time economy The night time economy is a prominent driver of problematic use of alcohol (such as binge drinking), violent crime and associated Anti-Social Behaviour, criminal damage and littering. The night time economy also has both direct and indirect impacts on the way in which people use city and town centres, affecting local businesses, residents, tourists and those who come into town centres for business or leisure.</p> <p>Includes violence and Anti-Social Behaviour estimated to be linked to the night time economy, criminal damage and costs to services of problem alcohol users</p>	<p>Cornwall £116.9m Isles of Scilly £0.2m Devon £139.4m Plymouth £81.0m Torbay £28.5m Total £366.1m</p>
<p>Drugs There is an evidenced link between drugs and crime and Anti-Social Behaviour. Problem drug use is most commonly linked to acquisitive crime and is a significant cost driver for health services and police. Drugs are a frequent factor in increasing the risk of reoffending, particularly for prolific offenders.</p> <p>Includes drug offences and costs to health and criminal justice services of problem drug users</p>	<p>Cornwall £78.5m Isles of Scilly* £0.0m Devon £83.0m Plymouth £75.0m Torbay £31.0m Total £267.4m</p> <p>* less than £5k</p>

Cost driver	Associated costs £ (estimates)
<p>Deprivation Some theories suggest that relative deprivation is a cause of crime. Overall 11% of the population of the Peninsula, 179,000 people, live in 'deprived' communities according to the national measure of deprivation. These areas typically experience significantly higher levels of crime and Anti-Social Behaviour, although it should also be noted that the areas of highest deprivation are located in town centres where there are other cost drivers present, such as the night time economy.</p> <p>Includes all crime in deprived areas that is over and above the average level of incidence predicted by rate per 1000 population</p>	<p>Cornwall £39.0m Isles of Scilly £0 Devon £47.5m Plymouth £23.2m Torbay £12.8m Total £122.4m</p>
<p>Reoffending Reoffending is linked to a range of cost drivers including mental health, housing, family and problem drug and alcohol use.</p> <p>Estimates are based on Ministry of Justice reoffending data.</p>	<p>Cornwall £61.9m Isles of Scilly £0.1m Devon £97.5m Plymouth £59.2m Torbay £12.1m Total £230.8m</p>
<p>Tourism Undoubtedly the tourism industry has a significant impact on crime and disorder in the Peninsula. Many thousands of tourists holiday here every year, bringing many benefits but also placing increased pressure on local services and infrastructure, and providing more opportunities for crime to be committed and more potential victims and criminals.</p> <p>Includes all crime in the summer months that is over and above the monthly average</p>	<p>Cornwall £4.3m Isles of Scilly £0.03m <i>Devon not costed</i> <i>Plymouth not costed</i> Torbay £1.9m Total £unknown</p>
<p>Vehicles Road traffic collisions present the same high costs associated with loss or serious impact on life as serious violent crime. Speeding and anti-social driving is a factor in Anti-Social Behaviour and road traffic collisions. Insecure or poorly protected vehicles can also be targeted for vehicle crime and this is particularly a problem with older cars, such as those owned by young households and students. Car ownership tends to be higher than average in rural areas where conventional public transport is not a viable option and a car is an expensive necessity rather than a luxury.</p> <p>Includes vehicle crime, vehicle-related Anti-Social Behaviour and road traffic collisions</p>	<p>Cornwall £92.0m Isles of Scilly £0.01m Devon £114.4 Plymouth £40.5m Torbay £14.6m Total £261.5m</p>

There are other significant cost drivers for which we are unable at present to calculate associated costs.

Mental health

Mental health is a contributory factor in increasing the risk of reoffending for both adult and young offenders, with those at highest risk of reoffending more likely to have problems with their mental health. Mental health issues also contribute to vulnerability in terms of victimisation by crime and Anti-Social Behaviour. Some degree of mental health issue can also be an underlying factor in drug and alcohol problems and in problems within families.

Housing

The availability and affordability of housing stock in the Peninsula is a key factor in the successful rehabilitation of offenders and problematic substance users and also in providing safe housing for vulnerable individuals and families, both at times of crisis and when the person is ready to move on. Pressures on the housing market combined with the current economic climate places an increasing number of people at risk of homelessness. Lack of affordable housing particularly for young households puts pressure on families and extended families to cohabit, adding to tensions that may already exist. The number of Houses in Multiple Occupation (HMOs) is anticipated to increase in the wake of welfare reform, presenting increased crime and fire risks.

The local economy

Lack of employment opportunities and below average wages could be factors in acquisitive crime, substance use and mental health issues, Anti-Social Behaviour (neighbour disputes, drug and alcohol problems), poverty (including child poverty and fuel poverty) and both social and family breakdown.

5: Notes on the data

Interpretation of data

This report covers the 12 month period from 1 April 2011 to 31 March 2012. It builds on analysis undertaken in previous years and provides interpretation of patterns and trends both over the last 12 months and over the longer term. A minimum of five years' data has been used to analyse long term trends.

Trend charts show the moving annual average which strips out seasonal differences and shows whether the underlying trend is one of improvement or deterioration.

Crime recording

The **National Crime Recording Standard** (NCRS) was adopted in England and Wales in April 2002 with the aim of promoting greater consistency in crime recording between police forces, to reflect a more victim-orientated approach and to improve the quality of statistics. The initial effect was to sharply increase the volume of recorded crimes. On the whole the impact of NCRS had settled by the end of 2003/04 although we continued to see some local fluctuations for another 12 months and for this reason analysis of long term trends does not extend further back than 2004/05.

During 2012 a number of changes were made as the police started to make **organisational changes as a** result of the financial constraints. Some of these changes were around existing processes, including **direct criming of incidents** and to **ensure compliance with national standards** around incident and crime conversion. As these have been implemented and reviewed this may have had an effect on recorded levels of violence.

Seasonality

In this document references to the summer period mean the months of June, July and August when crime is usually at its peak, particularly in holiday towns such as Newquay, Torquay, Teignbridge and St Ives.

Some fluctuation in crime levels will occur even in non-seasonal areas but in others the change is substantial and predictable and resources can be positioned to manage the anticipated extra demand.

Comparing performance

To make a meaningful assessment of crime levels across the Peninsula, it is useful to have a comparative measure and for the purposes of this assessment we have made geographical (both local and national) comparisons and comparisons over time:

- Current levels of crime compared with last year (2010/11) and over the longer term (three years of more).

- Local comparisons of crime rate per 1000 population for community safety partnership / local authority areas and police-defined neighbourhood areas
- National comparisons of crime rate per 1000 population / households using the Home Office 'iQuanta' family groupings, which enable us to put crime in Devon and Cornwall into a wider geographical context.

iQuanta is a web-based tool for policing performance information and analysis, developed by the Police Standards Unit and the Home Office. Forces provide data monthly. One of the key functions of iQuanta is that it allows Police forces and Community Safety Partnership areas to compare their crime performance with other areas with similar characteristics, by grouping them into 'families'.

Consultation with communities

Information about residents' concerns is drawn from responses to **Have Your Say** consultations. Have Your Say (previously known as Partners and Communities Together or PACT) gives residents an opportunity to tell local services what matters in their local area and to get involved in finding solutions to specific problems. Local Have Your Say teams include representation from a range of agencies, including the police, local Council staff, Fire and Rescue and residents' associations.

- Residents can register their views at public meetings, at neighbourhood "surgeries", via the neighbourhood policing website and using postcards and post boxes placed in prominent locations, such as post offices or a village shop.
- Responses are currently collated by police neighbourhood, of which there are 217 across the Peninsula, including a number of "virtual" neighbourhoods for LGBT, BME and Traveller communities.

Measuring trends in reoffending

Measures of adult and youth proven reoffending uses the offender address recorded on the Police National Computer. Where information is missing then the location of police processing is used. In 2005 addressing data was missing in 16.5% of cases. It is reported this has subsequently improved.

Offenders that may be from another area may be included in local data and in addition, children who are looked after and placed outside of their usual area of residence will be counted in the area where their placement is. These factors could mean that figures do not always accurately reflect the local picture, especially seaside resorts with significant transient populations or areas with a lot of care homes. More information about these figures can be found on the Ministry of Justice website – [Proven Reoffending Quarterly Statistics](#).

Assessing threat and risk

As part of the development of statutory Community Safety Partnership Plans, Community Safety Partnerships (CSPs) are required to set their priorities based upon the findings from the evidence presented in their local Strategic Assessments.

Prioritisation involves understanding what poses the greatest threat or risk to the safety of the community. Some form of threat and risk assessment matrix approach is widely used by police forces and community safety partnerships across the UK. Locally, matrix-type approaches were already in use at Force level and in Cornwall and Torbay CSPs.

To support a more cohesive approach to understanding and addressing community safety issues across the Peninsula, the Peninsula Analysts' Group developed a single Strategic Threat and Risk Assessment (STRA) matrix, to be used at both a local and Peninsula level to identify priorities.

The model includes extent, impact, trend, organisational harm, impact on vulnerable groups, financial impact and cost drivers, national / regional benchmarking and public concerns. Each element is given a score and the total score, which will fall between a minimum of 8 and a maximum of 46, determines the overall level of threat and risk (as shown in the table below).

Score	Threat & risk level	Action required
27 to 46	High	Immediate action required / risk avoidance / risk reduction / risk retention
21 to 26	Medium	Review previous controls / incorporate into current plan / risk reduction / risk retention
8 to 20	Low	Limited action / incorporate into long term plan / risk retention

Note: some issues may always score as high threat due to the very high numbers of crimes and incidents recorded. In this event it may be appropriate to retain the risk.

The next tables show the risk rating (as red / amber / green) for each element and the total score for crime and incident types categorised **within each priority area**. A further breakdown of the criteria for component scores is available on request.

Domestic and family abuse and sexual violence

Overall risk rating: **High**

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Domestic abuse (crimes + incidents)	25,515	79.1	2.4%	Red	Red	Red	Red	Green	Red	29
Child abuse (crimes + incidents)	5,481	35.9	-16.9%	Amber	Amber	Amber	Red	Green	Amber	28
Missing persons	8,981	5.3	-3.7%	Red	Red	Red	Red	Green	Red	26
Vulnerable adult (crimes + incidents)	10,409	6.2	-2.2%	Red	Red	Amber	Red	Green	Amber	24
Rape/serious sexual assault	1,415	0.8	10.1%	Red	Red	Red	Red	Green	Red	23

Alcohol, Violence & the Night time Economy

Overall risk rating: **High**

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Estimated higher risk drinkers	83,120	77.6	n/a							31
Alcohol-related violence	9,241	5.5	-5.6%							22
Violence against the person - Injury	10,585	6.3	9.3%							22
Night Time Economy (NTE) violence	2,912	2.1	81.5%							21
Violence against the person - Non Injury	6,303	3.8	15.4%							18

Overall risk rating: **Moderate to high**

Anti-Social Behaviour

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Rowdy/nuisance behaviour	49,930	29.7	-17.9%							30
Vehicle-related nuisance	6,478	3.9	-41.7%							17
Begging / vagrancy	614	0.4	58.2%							15
Street drinking	349	0.2	3.9%							15
Malicious/nuisance communications	2,994	1.8	-52.3%							12
Animal-related problems	903	0.5	-62.0%							11
Other types of ASB*	1,046	0.6	-2.7%							11
Parking	891	0.5	-30.5%							11

* includes fireworks, noise nuisance, prostitution, littering / drug paraphernalia, prostitution and trespass

Reducing reoffending

Overall risk rating: **Moderate to high**

Crime, Disorder or Incident Type	Incidence 2011/12	Rate per 1000 population	Annual change	VULNERABILITY	FINANCIAL IMPACT	COST DRIVER	PUBLIC CONFIDENCE	COMMUNITY PRIORITY	NATIONAL COMPARISON	THREAT & RISK SCORE
Adult offenders	14,425	10.6	-10.1%							28
Young offenders	1,944	12.7	-23.6%							27
Serious acquisitive crime	11511	6.9	9%							19
Prolific and Priority Offenders	224	0.2	0.0%							17

Data issues and knowledge gaps

In order to prepare a joint Peninsula strategic assessment, analysts representing each of the CSPs and the police worked together to develop a common approach to identifying priorities and analysing patterns and trends. This process immediately highlighted significant differences in the both the type and content of data sets provided by police and partners to the CSPs, as well as a range of other data issues and knowledge gaps.

The analysts' group will be working together to address and resolve these as far as possible over the next 12 months and to progress some areas of joint research.

Particular areas identified include:

- A universal police data set has been agreed but there remain issues to resolve around the accuracy and completeness of geographical referencing, identifying common units of geography that can be overlaid with non-police data and determining common characteristics of place
- Universal data sets from other partners
- Further development of the Cost Driver model and methodology
- Consistency of collecting, collating and sharing Have Your Say data

**SAFER
CORNWALL**



**South Devon and
Dartmoor
Community Safety
Partnership**



**Safer Devon
Partnership**



**East & Mid Devon Community
Safety Partnership**

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DEVON AND CORNWALL POLICE AND CRIME PANEL

Subject: Consideration of the Police and Crime Commissioner's Proposed Level of Precept

Date: 8 February 2013

Author: Sarah Hopkins, Community Safety Partnership Manager

Organisation: Plymouth City Council

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Executive summary

The Police and Crime Panels (Precept and Chief Constable Appointments) Regulations 2012¹ came into force on 22 November 2012 and made provision for the scrutiny, by the Devon and Cornwall Police and Crime Panel (PCP), of a proposal from the Police and Crime Commissioner (PCC) as to the issuing of a precept

This report sets out the process for carrying out its statutory function with regards discussing, reviewing (and vetoing), and making a report and any recommendations to the PCC on the proposed level of precept, which it must do by 8 February 2013.

The PCC has provided reports to assist with the Panel's consideration:

- Report of the PCC to the PCP, including the proposed precept (Appendix 1)
- Medium-Term Financial Strategy 2013 to 2017 and proposed annual budget 2013 – 2014 (Appendix 2)
- Value For Money overview (Appendix 3)
- Revised Police and Crime Plan (considered under agenda item 4)

Implications: Police and Crime Plan, Annual Report, Peninsula Partnership Strategic Assessment, Panel Functions, Panel Arrangements and Rules of Procedure

It is important for the PCP to consider the PCC's Police and Crime Plan in relation to the proposed level of precept.

Implications: resources including finance, human and IT

As has been previously reported, the precept-setting timetable has implications with specific regards to the timescale for issuing reports (see para 18.1 in Panel Arrangements and Rules of Procedure) and the process for scrutinising the PCC's precept. As previously reported, it also has implications for Council's Budget Setting timelines.

¹ <http://legislation.gov.uk/uksi/2012/2271/contents/made>

Recommendations & Reasons for recommended action:

It is recommended that the Devon and Cornwall Police and Crime Panel:

- reviews the PCCs proposed level of precept
- makes a report (which may include recommendations) to the PCC on the proposed level of precept
- determines whether it vetoes the proposed precept (which can only be approved by at least two thirds of the membership of the PCP (that means 14 of the 20 members must vote in favour of a veto)

Agreeing these recommendations will ensure the Panel meets fully the requirements of the Police Reform and Social Responsibility Act 2011 and the Regulations whilst considering practical implications.

Alternative options considered, and reasons for recommended action

Failure to agree to the recommendations and meet the timeline as laid out in the Regulation would mean that the Devon and Cornwall Police and Crime Panel is not meeting the requirements of the Police Reform and Social Responsibility Act 2011 and the Regulations. Failure to review and make a report and any recommendations on the proposed level of Precept on 8 February 2013 will mean the precept is approved by default.

Background Papers

None.

I. Precept Setting Process

- I.1 The PCC, under the Police and Crime Panels (Precept and Chief Constable Appointments) Regulations 2012, has a duty to issue a proposed precept to the PCP by 1 February 2013.
- I.2 The PCP has to review that proposal by 8 February 2013. The PCP must then make a report to the PCC on 8 February 2013 which may include recommendations as to the precept that should be issued. The report must be published and sent to each of the constituent councils.

If the PCP vetoes the proposed precept

- I.3 The PCP may veto the proposed precept (by 8 February 2013). The veto must be approved by at least two thirds of the membership of the PCP (that means 14 of the 20 members must vote in favour of a veto).
- I.4 If the PCP does veto the proposed precept, the PCC must not issue that precept and must respond to the PCP's report by 15 February. That response must include a revised precept.
- I.5 Where the PCP uses the veto because it considers the precept is too low, the PCC's revised proposal must be higher, and where it is indicated it is too high, it must be lower. How much higher or lower is for the PCC to decide.
- I.6 The Panel must then review the revised precept and report to the PCC by 22 February 2013. The PCP may accept or reject the revised precept and may make recommendations to the PCC. However, the PCP may not veto the revised precept. The PCC must then respond to the PCP's recommendations by 1 March 2013 and can then issue the precept – which may be the revised precept or a precept amended in line with any or all of the PCP's further recommendations.

If the PCP does not veto the proposed precept

- I.4 If the PCP does not veto the proposed precept, the PCC must have regard to any recommendations made by the PCP, respond by 15 February and publish that response. The PCC must then issue the proposed precept or amend it in line with the PCP's recommendations.

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The Office of the Police and Crime Commissioner for Devon and Cornwall and the Isles of Scilly

Police and Crime Panel Meeting

8 February 2013

Report of the Police and Crime Commissioner

Open for the purposes of FOI

Report of the Police and Crime Commissioner to the Police and Crime Panel

Recommendation:

I recommend to the Police and Crime Panel for Devon and Cornwall that the police element of council tax is set at £162.92 for a Band D Property. This represents a 2% increase for the 2013/14 financial year.

1. Summary

In this report I set out the proposals contained in my Policing Plan for Devon and Cornwall for the next three to five years having consulted with the Chief Constable and, in the limited time available, the views of the public. This plan is supported by the Medium Term Financial Strategy (MTFS) for the period 2013/14 to 2016/17 that shows how my future plans can be afforded within the limitations of central government grant and affordable tax increases.

The attached booklet sets out in more detail the MTFS for the period 2013-14 to 2016-17 and the proposed annual budget for 2013-14. (Appendix 2)

What I Want to Achieve over the Next Three Years:

2. Summary of Planned Outcomes

What I want to achieve over the next three years can be summarised in the following key points, I want to:

- Arrest the decline in police officer numbers.
- Maintain visibility especially in rural areas.
- Develop complementary services with partners and the wider criminal justice system through targeted and outcome based funding.
- Invest in the future through the improvement of services, development of information technology and training.



The Police and Crime Plan sets out my future plans. I am advised by the Chief Constable that the budget I am proposing is sound with regards to supporting the force. The following paragraphs of this report set out in more detail the major areas that influence my future funding plans.

3. Arrest the Decline in Officer Numbers

The budget cuts required by the reduction in government funding in the last two years have led to a reduction in officer numbers and work has been ongoing within the Force to reorganise people and processes in the light of anticipated staff reductions. Police officers can, of course, be multifunctional and the issues they deal with are complex; there is no simple causal relationship between officer numbers and detection rates. It is, however, possible to match calls for assistance to police officer numbers with a good degree of accuracy and to plan CID numbers to meet crime demand. The most difficult part of policing to model is neighbourhood policing.

Until this year's settlement the Force have been assuming officer numbers would reduce to just over 2,800 by 2016. In that scenario, once the Force have calculated minimum response and CID levels, only 125 staff would be available for neighbourhoods. The Chief Constable has concluded that there is no credible way of spreading 125 staff over 4,000 square miles and still provide an effective neighbourhood presence. Furthermore, The Chief Constable believes that at that level he would:

- Have to withdraw from proactive crime prevention work.
- Significantly reduce local visibility.
- Withdraw support from local partnership and community groups.

This budget proposal provides an alternative, providing for the maintenance of police officer numbers at over 3,000 for the next four years, and a real opportunity to maintain those numbers beyond that point. Allowing for future savings and VFM gains, to take the Council Tax Freeze Grant would mean 130 fewer officers by the end of that four years making a total reduction in officers of 540 since 2009. I am not seeking in this budget requirement to increase officer numbers, but I am seeking to maintain them at the current level, above 3,000.

A well trained officer working with good equipment, social and communicative skills and working together with colleagues, partners and the public will always be more effective and efficient. We are a people-based service and with fewer than 3,000 officers, and with further reductions in police staff, the delivery of the proposed 2013 Police and Crime Plan would not be possible.

The budget proposes an additional 50 Specials each year over the next four years. This will increase the number of Specials to around 800 by 2017.

There is an opportunity to 'specialise' within the Special Constabulary. Our Specials have equal powers to regular officers and have to be deployable across the Force area. Specials are an invaluable resource, involved in all aspects of modern policing, particularly neighbourhood policing, tackling anti social behaviour, crime prevention



and special events. We plan to have up to 150 Specials who will be dedicated to communities across the force area, similar to the way in which Police Community Support Officers (PCSOs) and Neighbourhood Beat Managers (NBMs) are dedicated. This would be achieved by recruiting some of our existing Specials into those posts but also by the very focused recruitment of Specials to new areas, e.g. potentially game keepers, farm workers and those engaged within the Maritime community around our coastline.

Specials are an invaluable part of operational policing and community involvement and increased numbers would increase visibility and fully accredited back-up to salaried officers. In order to be effective, Specials need to be properly equipped, trained and supervised. As well as increasing the numbers of Specials, I will seek to develop these areas.

I will also seek, with the Chief Constable, investment in other volunteer groups; including coordinating our liaison with Street Pastors who do so much positive work in the evening and night time economy.

4. Maintain Visibility Especially in Rural Areas

The maintenance of officer numbers and increase in Specials will provide increased reassurance and visibility to the public. In reality, new recruits spend a proportion of their time in training and are not therefore a full one for one replacement of an officer until six months into their first year.

The budget requirement includes a temporary increase in PCSO numbers from 360 at the start of 2012/13 to an estimated 384 at the end of 2013/14. As well as providing visibility to the public, it is also the case that many of our new police recruits will be drawn from PCSO numbers and this temporary increase will help maintain PCSO strength through that time.

During 2013/14 I believe the Force must strategically review the balance between PCSO numbers and police officer numbers. Opportunities provided by the Winsor review into terms and conditions and managing the risk of less officers across our geography may mean that in years 2 and 3 of this budget plan it might be appropriate to reduce PCSO numbers below 360 in order to ensure that we can maintain officer numbers above 3000.

This Force's investment in neighbourhood policing has borne fruit in terms of reducing crime levels and increasing public confidence levels. A further reduction in officer numbers would, in the opinion of the Chief Constable, fundamentally impact on the ability to deliver neighbourhood policing and therefore day to day early intervention work.

5. Develop Complementary Services with Partners and the Wider Criminal Justice System Through Targeted and Outcome Based Funding

With the introduction of the Police and Crime and Social Responsibility Act 2011 there is an expectation that I will commission services delivered by the Community



Safety Partnerships, the criminal justice service and local authorities. In addition to this the Act specifically enables me to give Crime Reduction Grants to assist in improving crime reduction. This budget requirement enables me to do this.

I have developed a commissioning strategy with the following main features:

- A definition of the term commissioning for the OPCC.
- The continuance for 2013/14 of the existing distribution of funds to service providers.
- The appointment of a commissioning consultant to take the work forward.
- The establishment of the principles to be used for commissioning services including performance measures and outcomes.

There are real opportunities – through commissioning, joint funding, and pooled budgets – for the Chief Constable to help us work differently across the public, private and third sectors. There are real opportunities for us for example, around working more closely with health services, the Ambulance Service, and residential accommodation to deliver better outcomes.

6. Investment in the Future through the Improvement of Services, Development of Information Technology and Training

This budget plan will not only maintain officer numbers, but will provide funds for implementing new ways of working together with the Chief Constable.

- *Investing in People*

The budget proposal does not include any significant further reductions in police staff. Many of our police staff are operational – call handling, forensics and front desk. Police staff have been through a very significant redundancy programme and I believe the Force now needs some stability. As the majority of recent redundancies fell on back office staff, it is likely that any further reductions would result in the need to reduce frontline police staff, meaning officers having to be brought in to fill those posts. This so called de-civilianisation is, of course, inefficient.

The proposed budget provides for training the new police officers and Specials.

As was highlighted in the recent press reports, the service as a whole has seen a significant reduction in younger workers. Because we have not recruited since 2010, it has 68% fewer officers under the age of 26 than it did then – one of the biggest reductions in the country. I do not believe it is right that an organisation the size of Devon and Cornwall Constabulary should have fewer than 90 people under the age of 26 working for it and I believe that recruitment, the only way that younger people can enter the Force, will be an important investment in the Force's organisational wellbeing.



Numbers of officers, staff and specials within my budget proposal are as follows:

Table 1

Actual FTE	Mar-13	Mar-14	Mar-15	Mar-16	Mar-17
Police Officers	3,090	3,090	3,090	3,090	3,070
PCSO	414	384	360	360	360
Police Staff	1,810	1,764	1,739	1,714	1,594
Specials	600	650	700	750	800

- *Safeguarding the Vulnerable*

We will invest in skills and resources to safeguard the most vulnerable, including developing ways of addressing domestic violence.

- *Improving the Service to Callers*

Call handling forms a major part of the Respond to Incidents review which has yet to report. The budget requirement will allow us to consider investment to improve these services, whether it be in technology, training or reorganisation.

- *Investing in Technology, Improving Processes and Systems*

The proposed budget requirement includes the opportunity for taking advantage of some substantial technological development in operational systems. Technology (3 and 4G, GPS etc) has now advanced to the point of offering credible mobile data solutions, for example. Mobile data can have a real impact on officer visibility and public service but we need to invest wisely and ensure truly operational data can be available. There are also opportunities around providing on line services for the public around firearms licenses, penalty notices etc and the budget requirement allows that investment.

Our service reviews are examining Investigating Crime, Safeguarding Vulnerable People, Criminal Justice and Response to Incidents. These reviews will improve efficiency and service. This budget requirement ensures we continue to develop this crucial work.

How I Propose to Afford It:

7. Long Term Financial Planning and Budgeting

My planned achievements are contained within the Police and Crime Plan which is supported by a medium term financial strategy. Whilst the statutory requirement is to set a council tax for one year, the forward implications of decisions taken now need to be understood. This is important for 2013/14 as there are a number of 'fiscal cliffs'



built into the future. These arise through government intervention in the tax and benefit system. We took a four year council tax freeze grant equating to 2.5% in 2011/12 and this is due to finish in two years time, creating a £2.5m shortfall in income for 2015/16. If we were to take the offered council tax freeze grant in 2013/14 for two years this would also finish in 2015/16 causing a further loss of revenue equivalent to £0.9m. In addition, changes to the way council tax benefit payments are funded mean that the level of benefit paid now directly affects the funding available for policing. The decisions made by local billing authorities with regard to council tax benefit and other technical reforms mean that there has been no net loss of income for 2013/14. However, the change in the benefit system has created uncertainty with regard to future levels of council tax income.

A further benefit of longer term planning is that it provides us with the ability to foresee fluctuations in future annual budget requirements so that these can be smoothed out using funds accumulated from previous years. We have used this smoothing technique in the MTFs to support our council tax strategy of a 2.6% annual increase which has been scaled down to 2% in response to recent Office of Budget Responsibility projections.

8. Responding to Funding Reductions

This proposed annual budget plan is the third year of a four year plan that addresses the reduction set out in the 2010 Comprehensive Spending Review (CSR). In achieving the reduction required, the service has already made savings of £31.9m

The Autumn Statement delivered by the Chancellor in December of last year warned of further cuts in departmental budgets of 1% in 2013/14 and 2% in 2014/15 on top of the existing cash cuts for those years imposed by the Comprehensive Spending Review (CSR) in 2010. It was also announced that overall public expenditure would continue to decrease in 2015/16 and 2016/17 at the same rate as that for the CSR in 2010. For 2013/14 the Home Secretary was able to protect the policing budget from further cuts announced and also reverse budget reductions made as a response to national pay restraint. The situation for 2014/15 onwards is however unclear.

The overall level of budget reductions is forecast to be as follows (the table assumes use of reserves and a 2% increase in council tax);

Table 2

Financial Year	2011-12 £m	2012-13 £m	2013-14 £m	2014-15 £m	2015-16 £m	2016-17 £m
Net real terms reductions	16.7	15.2	7.5	5.7	4.7	6.1



This decline in resources available could, if not managed properly, have a very adverse impact on policing and crime in the Devon and Cornwall area. This proposed budget plan linked with my Police and Crime plan aims to minimise the impact of these reductions in central funding. It does this by:

- Addressing the key priorities outlined at paragraphs 2 to 6 above
- Focussing on achieving value for money as set out in paragraph 9 below
- Planning a sustainable use of reserves over the 4 year period of the Medium Term Financial Strategy as set out in paragraph 13
- Setting a council tax of 2% in 2013-14 and rejecting the government freeze grant in order to sustain the ongoing funding base as set out in paragraph 14.

A further uncertainty was however introduced through the grant mechanism relating to the way in which the grant allocation formula is calculated. The results of the grant allocation formula are ‘damped’ to ensure that losses to all OPCCs are limited to 1.6%. If the formula had not been damped I would have lost £3.4m from the grant. The PFF is due to be reviewed nationally with colleague PCCs this year for implementation in 2015/16. I will be keeping a close involvement in this work.

9. Driving Out Value for Money

Both the Chief Constable and I are committed to delivery of value for money in policing and OPCC services and this is expressed through a joint value for money strategy. I have carried out a review of this years base budget and as a result have reduced the 2013/14 and 2014/15 budget base by £3.8m. This includes reduction in overtime, external conferences and utility costs. Significant savings are assumed from the transfer of the helicopter to the National Police Air Service and reductions in ICT budgets.

A plan of efficiency savings also exists, and for the next four years present further cash cuts. It is estimated that savings of around £24m are required over the next four years just to balance the budget.

The budget for 2013/14 seeks to maintain officer numbers, increase special and volunteer numbers, have greater visibility of policing, and protect the vulnerable. In order to invest in these areas, a further £12m of savings will need to be found over four years.

Table 3

	2013/14 £m	2014/15 £m	2015/16 £m	2016/17 £m	Total £m
Projected savings	-10.3	-7.7	-8	-9.9	-35.9
Reinvestment	2.8	2	3.3	3.8	11.9
Total	-7.5	-5.7	-4.7	-6.1	-24

A full statement of value for money initiatives is attached at Appendix 3.



10. Keeping Overheads Down

In order to run the Office of the Police and Crime Commissioner (OPCC), I hold a separate budget. In line with the expectation to remain effective and efficient this budget has been held in real terms at £1.6m. The budget covers governance, strategic planning, internal audit and strategic financial services. As part of the requirements of the Act I am reviewing the functions of this office during 2013/14 in order to recommend a transfer scheme to the Secretary of State. This additional work will be funded from reserves on a one off basis.

11. Using Wider Commissioning Money Carefully

As I previously mentioned in section 5 above I am able to make available to partners in this budget the same amount of Police partnership funding as that given in 2012/13. This will be applied on the same basis for 2013/14 as this financial year. We are also in receipt of grants from the Home Office which are un-ringfenced. This will be applied to the same organisations as this financial year. However, as we do not have all the detail for this and the money received is less than the known commitments, an across the board funding reduction will be applied. A small fund is to be created from reserves to support any programme of Crime Reduction Grants.

12. Managing Risk

In making my council tax proposals I have carefully studied the risks to the delivery of the MTFS.

The Audit Committee is set up to regularly review the process for determining the financial uncertainties affecting the OPCC and force and is attended by myself and the Chief Constable and me. The following areas are determined as high uncertainty and high impact financial risk areas. These headline risks and a number of others are attached to the long term plan:

- Funding uncertainty – in particular in the impact of next CSR
- Cost uncertainty
- The capacity of the Force to deliver the Police and Crime Plan within the resources available

The Budget Working Party of the former Authority has considered the matter of funding uncertainty in detail and the components of this risk are outlined below:

- The loss of funding from council tax benefit localisation due to collection rate being lower than forecast by billing authorities
- The review of Home Office funding of the police service in 2013/14 to coincide with the appointment of Commissioners and CSR14. The impact of this review is very uncertain but current data indicates it could lead to the loss of funding.



- The Chancellors Autumn Statement in 2012 forecast future reductions in public expenditure in 2015/16 and 2016/17, these have been reflected in the funding forecasts contained in the Medium Term Financial Strategy but the detailed outcome could vary from the high level forecasts currently available.
- In addition the Autumn Statements contained a 2% cash cut for the Home Office in 2014-15 which could indicate that 2015-16 reductions are brought forward by one year
- Reductions in the referendum cap below 2%.

Each of these risks is kept under regular review with action plans and reported progress.

At present 2014-15 is thought to be the final year of the current CSR. It is also the final year of the current council tax freeze grant regime and the current damping regime. For these reasons the level of uncertainty with regard to funding increases considerably from 2015-16 onwards.

Once the national decisions concerning the police funding formula and the new CSR are known, and dependent on their outcome, a major review of the budget plan may be necessary. This may include a revision to the commitment to maintain police officer numbers at 3090.

In January 2016 I will also set a budget for the election year. At this stage no major increase above the projected precept strategy level of 2% is anticipated, although I am aware of Cornwall Council considering a higher figure.

This plan aims to reduce the risk to future levels of service provision arising from the funding risks set out above by maintaining the level of balances and reserves as far as possible and applying reserves wisely as set out below

13. Applying Reserves Wisely

My budget requirement over the next four financial years is shown in the following table:

Council Tax increase at 2% 2013/14 and Ongoing

Table 4

	2013-14	2014-15	2015-16	2016-17
Funding	£288.6m	£284.1m	£282.8m	£282.2m
Net Budget before contribution to/ from reserves	£284.3m	£283.5m	£286.2m	£289.6m
Contribution to/(from) reserves	£4.3m	£0.6m	(£3.4m)	(£7.4m)



This table is based upon a 2% council tax increase in 2013/14 and an annual 2% increase over the remaining period of the plan. In delivering the plan I am expecting to; use the forecast underspending in 2012/13 and prior years', plus surpluses in 2013/14 to fund shortfalls in the final two years with a contribution of £5.9m from reserves over four years.

Reserves can only be used once and therefore need wise treatment. In recommending this requirement the Treasurer has carried out a risk assessment of the reserves and is able to confirm their adequacy for 2013/14 and the sustainability of the plan based upon a 2% increase. At the end of the plan period in March 2017, and after removing the general balances of the OPCC, the revenue reserves are estimated to stand at £23.61m or 8% of gross budget requirement.

14. Maintaining a Stable and Affordable Council Tax Base

As part of the consideration of the budget requirement I have involved the Treasurer of the OPCC, the Chief Constable and the Force Director of Finance and Resources. An alternative option of accepting the Council Tax freeze grant of 1% for 2013/14 and 2014/15 was considered. Whilst this option provided a funding solution to the first two years and a council tax of 0% the impacts become evident in 2015/16 onwards through a loss of income from the council tax base equating to £1.8m per annum, lower officer numbers and creating the fiscal cliff mentioned at 7 above. The call on reserves is also greater in 2016/17 by £1m.

The acceptance of the council tax freeze grant increases the funding un-certainty in the council tax base and would leave us with 130 fewer officers at the end of the four year period. The impact of this option would be that:

- I would be unable to deliver the Police and Crime Plan.
- There would be a critical reduction in pro-active crime reduction.
- There would be a critical reduction in partnership, community and early intervention activity.
- There would be a critical reduction in police visibility and hence reassurance to the public.

15. Keeping the Precept Strategy Affordable

The Secretary of State has set a level of 2% above which increases in council tax must not be set without holding a referendum. I intend to keep within this limit through proposing a 2% council tax increase for next year. I am also mindful that council taxpayers have many increasing demands upon their incomes and that any increase in taxation is unwelcome. The rise I am proposing, based upon current intelligence, is likely to retain the Devon and Cornwall OPCC tax charge position at Band D as the second lowest in the region. The rise also equates to an increase of 6 pence per week at Band D or £3.13 per annum



16. Conclusion

I believe that this proposed increase represents good value and provides me with the opportunity to:

- Deliver the Police and Crime Plan.
- Maintain officer numbers at the current level for a further four years.
- Protect visibility through a temporary peak in the number of PCSOs.
- Increase the number of Specials
- Allow us together to work differently in the way we provide services across the public sector.
- Maintain stability across the medium term.
- Maximise efficient and effective policing within reasonable funding limits

17. Recommendation

I recommend to the Police and Crime Panel for Devon and Cornwall that the policing element of the Council Tax for properties in the Devon and Cornwall police area is increased by 2% for the 2013/14 financial year.

(The effect on the council tax bands is shown in the attached Medium Term Financial Strategy 2013/14 to 2016/17 and proposed Annual budget 2013/14 at Appendix 2 (page 5))

**Tony Hogg
Police and Crime Commissioner
For Devon and Cornwall and the Isles of Scilly
January 2013**

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Police and Crime Panel 8 February 2013



Police and Crime Commissioner for Devon and Cornwall

**MEDIUM TERM FINANCIAL STRATEGY
2013-14 TO 2016-17
AND
PROPOSED ANNUAL BUDGET 2013-14**

Summary of Funding Changes and Calculation of Council Tax Requirement

	2012-13 £000	2013-14 £000	2014-15 £000	2015-16 £000	2016-17 £000
Council Tax Increase	2.00%	2.00%	2.00%	2.00%	2.00%
Gross Annual Expenditure	294,161	294,103	293,316	295,927	299,430
Appropriation to/(from) reserves	939	4,251	569	(3,396)	(7,428)
Gross Budget Requirement	295,100	298,354	293,885	292,531	292,002
Funding before Council Tax					
Formula Funding	(178,403)	(182,972)	(176,793)	(175,662)	(172,880)
Home Office Grants now included in formula funding	(7,485)				
	(185,888)	(182,972)	(176,793)	(175,662)	(172,880)
Percentage change in formula funding		-1.6%	-3.4%	-0.6%	-1.6%
Council Tax Benefit Grant	0	(13,194)	(13,028)	(13,028)	(13,028)
Council Tax Freeze Grant 2011-12	(2,392)	(2,392)	(2,392)	0	0
Other Central Government Grants	(2,009)	(3,222)	(3,172)	(3,172)	(3,172)
Total Central Government Funding	(190,289)	(201,780)	(195,385)	(191,862)	(189,080)
Surplus on Council Tax Collection Fund	(1,507)	(845)	(400)	(300)	(200)
Other income	(5,041)	(6,504)	(6,634)	(6,609)	(6,609)
Total Funding before Council Tax	(196,837)	(209,129)	(202,419)	(198,771)	(195,889)
Council Tax Requirement	98,263	89,225	91,466	93,760	96,113

	2013-14 £000	2014-15 £000	2015-16 £000	2016-17 £000
Summary of Budget Changes				
Gross Budget previous Year	295,100	298,354	293,885	292,531
Inflation	2,560	3,785	6,655	8,700
Pay Commitments	(1,060)	30	980	880
Non-Pay Commitments	2,192	3,487	539	747
Total Commitments	3,692	7,302	8,174	10,327
Revenue Costs Funded from Reserves	2,070	(2,404)	(826)	(692)
Changes in appropriations to funds and reserves	3,312	(3,682)	(3,965)	(4,032)
Changes in externally funded expenditure	1,627	0	0	0
	7,009	(6,086)	(4,791)	(4,724)
Gross Budget before Savings Requirement	305,801	299,570	297,268	298,134
Savings Plan 13-17 : Police Officers	(5,300)	(5,900)	(6,900)	(6,600)
Savings Plan 13-17 : Police Staff	(1,330)	(650)	(650)	(3,000)
Savings Plan 13-17 : Non Pay	(3,682)	(1,095)	(472)	(317)
Reinvestment	2,865	1,960	3,285	3,785
Gross Budget Requirement	298,354	293,885	292,531	292,002
Deduct specific grant and other income	(9,726)	(9,806)	(9,781)	(9,781)
Net Budget Requirement	288,628	284,079	282,750	282,221

Main Components of the Budget

	2013-14 £000	2014-15 £000	2015-16 £000	2016-17 £000
Chief Constable				
Force Budget Requirement	277,650	276,761	279,489	282,861
Office of Police and Crime Commissioner	1,611	1,632	1,670	1,720
Capital Financing				
Minimum Revenue Provision and interest payments	2,734	2,720	2,714	2,736
Interest Receipts	(264)	(306)	(511)	(536)
Support for collection of council tax	22	0	0	0
Commissioning and Partnership Working				
Commissioning Budget of the Police and Crime Commissioner	2,624	2,703	2,784	2,868
Net budget before contribution to/from Reserves	284,377	283,510	286,146	289,649
Contribution to/(from) Reserves	4,251	569	(3,396)	(7,428)
Total Budget	288,628	284,079	282,750	282,221

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Staffing Analysis (FTE)

Police Officers :	31st March 2013		3,090
	- Planned Changes 2013-14	0	
	- Planned Changes 2014-15	0	
	- Planned Changes 2015-16	(20)	
	- Planned Changes 2016-17	<u>(10)</u>	
			(30)
	31st March 2017		<u><u>3,060</u></u>
PCSO's :	31st March 2013 (including 4 externally funded)		414
	- Planned Changes 2013-14	(30)	
	- Planned Changes 2014-15	(24)	
	- Planned Changes 2015-16	0	
	- Planned Changes 2016-17	<u>0</u>	
			(54)
	31st March 2017		<u><u>360</u></u>
Police Staff :	31st March 2013		1,810
	- Planned Reductions 2013-14	(46)	
	- Planned Reductions 2014-15	(25)	
	- Planned Reductions 2015-16	(25)	
	- Planned Reductions 2016-17	<u>(120)</u>	
			(216)
	31st March 2017		<u><u>1,594</u></u>

Specific Grants 2013-14

	£000	£000
Counter Terrorism (final confirmation outstanding)	1,318	
Community Safety Fund	1,604	
Proceeds of Crime Act	<u>300</u>	
		<u><u>3,222</u></u>

Tax base, collection variations and precepts

	Tax Base declared by Councils	Total Precept payable by Councils £	Surplus (Deficit) on collection £	Amount due from Councils £	% share payable by Councils
East Devon	52,962.00	£8,628,569.04	£75,331.00	£8,703,900.04	9.7%
Exeter	33,820.00	£5,509,954.40	£0.00	£5,509,954.40	6.1%
Mid Devon	26,153.80	£4,260,977.10	£93,799.00	£4,354,776.10	4.8%
North Devon	30,839.54	£5,024,377.86	-£11,482.85	£5,012,895.01	5.6%
Plymouth	66,958.00	£10,908,797.36	£23,446.00	£10,932,243.36	12.1%
South Hams	35,434.09	£5,772,921.94	£27,000.00	£5,799,921.94	6.5%
Teignbridge	43,848.00	£7,143,716.16	-£30,971.00	£7,112,745.16	7.9%
Torbay	41,586.58	£6,775,285.61	£230,000.00	£7,005,285.61	7.8%
Torrige	21,659.79	£3,528,812.99	£22,703.00	£3,551,515.99	3.9%
West Devon	18,920.79	£3,082,575.11	£49,454.00	£3,132,029.11	3.5%
Cornwall	174,255.58	£28,389,719.09	£369,000.00	£28,758,719.09	31.9% *
Isles of Scilly	1,225.80	£199,707.34	-£3,757.00	£195,950.34	0.2%
	<u>547,663.97</u>	<u>89,225,414.00</u>	<u>844,522.15</u>	<u>90,069,936.15</u>	<u>100.0%</u>

Police element of Council Tax due for each Property Valuation Band

Valuation band	Government multiplier		Council Tax by band		Increase per week	%
	Ratio		2013-14	2012-13		
A	6 / 9	0.667	£108.61	£106.49	+ 4.1 p	
B	7 / 9	0.778	£126.72	£124.23	+ 4.8 p	
C	8 / 9	0.889	£144.82	£141.98	+ 5.5 p	
D	1	1.000	£162.92	£159.73	+ 6.1 p	2.00%
E	11 / 9	1.222	£199.12	£195.23	+ 7.5 p	
F	13 / 9	1.444	£235.33	£230.72	+ 8.9 p	
G	15 / 9	1.667	£271.53	£266.22	+ 10.2 p	
H	18 / 9	2.000	£325.84	£319.46	+ 12.3 p	

Calculation of relevant basic amount of Council Tax

Council Tax Requirement	£ 89,225,414.00		Band D Council Tax
Tax Base	<u>547,663.97</u>	=	£162.92

Capital Expenditure & Prudential Indicators

Capital Programme 2013-14 onwards

	2013-14	2014-15	2015-16	2016-17	Total
	£000	£000	£000	£000	£000
Total Programme	11,980	15,886	13,942	5,834	47,642
Financed by:					
Long Term Borrowing	826	-	-	700	1,526
Temporary Borrowing	1,470	-	-	-	1,470
Home Office Capital Grant	4,953	3,283	3,225	2,897	14,358
Reserves	2,426	567	1,441	661	5,095
Capital Receipts	2,305	12,036	9,276	1,576	25,193
Total Financing for Current Capital Programme	11,980	15,886	13,942	5,834	47,642

Prudential Indicators

The Police and Crime Commissioner is required to consider a range of indicators in order to form a judgement about whether the proposed level of debt is affordable, prudent and sustainable.

The indicators below show the impact of the capital expenditure and the level of debt on the revenue budget and hence provide information on the affordability of the capital expenditure plans.

(i) Estimate of the ratio of net capital financing costs to revenue budget

Capital financing costs comprise minimum repayment of "loan principal" and interest paid on loans, offset by interest received.

	2013-14	2014-15	2015-16	2016-17
	£000	£000	£000	£000
Minimum Revenue Provision	1,405	1,449	1,449	1,449
Interest payable on Long Term Borrowing	1,329	1,271	1,265	1,287
Interest Received (net)	(264)	(306)	(511)	(536)
Capital Financing Costs	2,470	2,414	2,203	2,200
Net Budget Requirement	288,298	283,447	281,999	281,452
Ratio of financing costs to net revenue stream	0.84%	0.84%	0.76%	0.78%

(ii) Incremental Impact on Council Tax

This indicator shows the incremental impact on the Band D council tax payer of the additional capital expenditure funded from borrowing included in the 2013-14 capital programme.

	2013-14	2014-15	2015-16	2016-17
Incremental increase in Council Tax arising from Capital Expenditure Plans	£0.03p	£0.15p	£0.18p	£0.21p

Treasury management indicators are set out in the Treasury Management Strategy.

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The Office of the Police and Crime Commissioner for Devon and Cornwall and the Isles of Scilly

Police and Crime Panel Meeting

8 February 2013

Report of the Police and Crime Commissioner

Open for the purposes of FOI

Value for Money Overview

1. Purpose of report

To provide an overview of Value for Money activity to date and in the future to the OPCC.

To provide an outline Value for Money Statement for 2013/2014.

2. Background

Devon and Cornwall has a good history of achieving measurable value for money savings and achieving government targets for those savings. For many years value for money (or 'efficiency' as it tended to be labelled at the time) was measured and reported on by the Home Office. In the last three years attention has moved to value for money inspections by Her Majesty's Inspectorate (HMIC), on achieving the cash reductions in the CSR and on measuring front line policing.

Publication requirements for a Value for Money statement have changed; attached to this report is a proposed strategy for inclusion in the Medium Term Financial Plan.

3. The past

From 2000 to 2010 the Home Office set 'Efficiency Targets' across the service, usually expressed as a % of net revenue expenditure. Forces reported against this target according to a long set of rules and the process was (closely) overseen by HMIC. The savings reported included cash cuts but were dominated by savings in police time typically redirected into other service areas (eg savings in officer time due to the provision of airwave was redirected to neighbourhood policing).

The figures produced were robust and much use was made of Activity Based Costing (ABC) which measured the activities of officers. During those ten years Devon and Cornwall reported efficiency gains of over £95m. Details of the gains from 2008 to 2011 are attached at Appendix B; over half are cashable.

The Efficiency Targets were abolished by the Home Office in 2010, as was ABC, which had required operational officers to record (often manually) their activity for periods during the year and was as a result, unpopular.

4. The present

The Efficiency process was replaced by HMIC Value for Money reviews. These consist of data gathering by HMIC (combining financial information from CIPFA and people data from HMIC themselves) and cost comparisons across all forces in England and Wales. This data analysis, which helps individual forces identify areas for further examination, was supplemented by VFM Inspections of force and Authorities. Conclusions from the VFM work are reported to the public by HMIC. Underlying this regime is a Value for Money toolkit, which outlines areas for consideration, and the Home Office Efficiency and Productivity Strategy of 2010.

Force analysis of the most recent VFM report is attached at **Appendix B**.

5. Value for Money Statement

A Value for Money statement has been included in the most recent Medium Term Financial strategies but following transition to PCCs the regulatory requirements for this are now unclear.

The Chief Constable has a specific statutory duty under the Police Reform and Social Responsibility Act 2011 to secure that they and the persons under their direction and control secure good value for money in exercising their functions. The PCC is required by the Act to hold the Chief Constable to account for their compliance with this duty.

There are several sets of advice on how to categorise Value for Money for reporting purposes but the basic requirement is to investigate all areas of expenditure, including police officer deployment, to ensure good value to the public. The approach adopted analyses both the savings to be made, and the way those are reinvested in policing plan priorities, and is tied into the figures provided in the medium term financial strategy.

The proposed Strategy follows at **Appendix A**

Appendix A**Value for Money Statement**

Since 2009/10 we have had to make significant cash savings in order to balance budgets. We have imposed significant cuts. Police staff posts have reduced by 515; we have reduced vehicles, buildings and IT and we have reduced police officer numbers by 400.

The next four years present further cash cuts. It is estimated that savings of around £24m are required over the next four years just to balance the budget.

The budget for 2013/14 seeks to maintain officer numbers, increase special and volunteer numbers, have greater visibility of policing, and protect the vulnerable. In order to invest in these areas, a further £12m of savings will need to be found over four years. This comes on top of the budget balancing adjustments needed.

Budget Division	2013/14	2014/15	2015/16	2016/17	Total
	£m	£m	£m	£m	£m
Projected savings	-10.3	-7.7	-8	-9.9	-35.9
Reinvestment	2.8	2	3.3	3.8	11.9
Total	-7.5	-5.7	-4.7	-6.1	-24

Details of the savings, and reinvestments contained in the 2013/14 budget and the medium term plan are as follows:

1. Savings Plan 2012-16

	2013/14	2014/15	2015/16	2016/17	Total
<i>Arrest the decline in numbers and maintain visibility</i>					
Leavers	(5,300)	(5,900)	(6,900)	(6,600)	(24,700)
Police Officer Recruitment	830	3,575	3,500	3,750	11,655
PCSO Recruitment	900	(650)	(250)		0
Specials Recruitment	135	35	35	35	240
Vacancy Disestablishment	(580)				(580)
Full year effect of completed Reviews	(100)				(100)
Savings from Police Staff Post Reductions	(650)	(650)	(650)	(3,000)	(4,950)
	(4,765)	(3,590)	(4,265)	(5,815)	(18,435)
<i>Supporting the budget</i>					
ICT Budget Savings	(1,160)	(16)	0	0	(1,176)
National Aviation Service (NPAS)	(275)	(95)			(370)
Estates	(520)	(179)	28	(317)	(988)
Procurement	(250)	(400)	(500)	0	(1,150)
Overtime	(125)				(125)
Other Locally Managed Budgets	(752)	(405)	0	0	(1,157)
Severance Costs	(600)				(600)
Policing plan implementation	1,000	(1,000)			0
	(2,682)	(2,095)	(472)	(317)	(4,390)
Total Savings	(7,447)	(5,685)	(4,737)	(6,132)	(22,825)

2. Staff Numbers

Policing is a people based service and the numbers of officers, police staff and volunteers it has are vital to the delivery of the Police and Crime Plan targets. The value for money plan shows the financial detail of the workforce plans that lie within the medium term financial strategy. The key issues are:

- Replacement of leavers with new start police officers.
- A short term peak in PCSO numbers.
- Additional investment in the recruitment of Specials and volunteers.
- Further reductions in police staff post and people numbers.
- A significant reduction in the proportion of officers in supervisory ranks has already been achieved.

Police staff reductions are based on some reduction in vacancies and some active reviews of police staff functions. Significant further reductions in staff following reviews are anticipated in 2016/17. Back office functions costs – HR, Finance, Administration and related, were significantly reduced in 2010 and 2011.

3. ICT budget savings

The Value for Money inspections of HMIC have consistently indicated that Devon and Cornwall IT costs are above the average for the service. Significant work has been undertaken in the first part of the CSR to reduce the costs of our outsourced IT provision and Devon and Cornwall costs are now much reduced. For 2013/14, there has been a thorough review of a range of IT budgets and further work is being undertaken to deliver significant savings when the outsource contract is renewed. Terminal numbers have been reduced and work is ongoing to reduce telecommunications costs following a regional review.

4. National Aviation Service

All forces in England and Wales have been party to a national collaboration agreement for the provision of a national air support service. This provides overall savings to the service and to Devon and Cornwall Police.

5..Estates

The Estate Strategy is to continue to modernise and re-provide police buildings, without the need to borrow, through selling parts of the estate. A medium term plan has been drawn up and savings in running costs as well as borrowing costs built into the budget. A significant project sees the sale of part of the Headquarters site and the reinvestment of that in the provision of much needed new operational buildings for the Exeter conurbation.

6. Procurement

In the last two years, a regional procurement department has been set up, delivering improved procurement at a lower overall cost across four forces. The process has already delivered significant financial savings through better joined up procurement and more are anticipated over the next few years. A typical example of the savings delivered is a renegotiation of cleaning contracts across the region following an analysis and alignment of cleaning standards and resources.

7. Overtime

At the start of the CSR, reductions in overtime were a significant feature in the value for money reviews. Over £500,000 has already been removed from Devon and Cornwall overtime budgets. Overtime is, however, an important and cost effective tool for a responsive service such as policing and at this stage no further cuts are planned beyond 2013/14.

8. Other budgets

Each individual budget line has been reviewed. Forensic, transport, training and income budgets have been subject to zero based budgeting and scrutiny.

9. Non financial value for money work

The significant value for money savings in the budget need to be embedded and delivered during the year and in order to reduce costs, lose experienced officers and staff, and yet deliver improved performance, we need to change our processes and technology. The budget supports ongoing investment in new operational systems but there is much work being undertaken to review the way we police, interact with our customers, and control demand for our services. We have introduced streamlined back office processes, including self service for routine tasks such as overtime claims, sickness absence and location changes and we have introduced schemes to improve vehicle utilisation.

Appendix B

Summary of Efficiency and Productivity Savings April 2008 – March 2011

Overview of Efficiency Gain	Source of Efficiency Gain	Achieved 2008-09 to 2009-10 £000	Achieved 2010-11 £000	Total £000
Improvement in the deployment of Police Officers and Staff	Civilianised posts; officer reductions	4,942	1,100	6,042
A programme of process improvement work	Use of Home Office Quest programme to streamline operational processes	3,583	779	4,362
The adoption of national frameworks for procurement	Procurement savings	2,476	1,648	4,124
Economising to make savings in wider overhead expenses	Includes value for money reviews; reductions in police staff posts, cash cuts to devolved budgets, contract renegotiations in insurance etc	11,734	6,120	17,854

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