

# AGENDA

## SAFER PLYMOUTH

### PARTNERSHIP



**Date:** 28 May 2015

**Time:** 10.00am – 13.00pm

**Place:** Probation Office, St Catherine's House, Notte Street, Plymouth

*\* indicates paperwork included*

*\*\* indicates paperwork at meeting*

Item	Subject	Who	Decision Required	Time (approx)
1	Welcome/Introductions: <ul style="list-style-type: none"> <li>• <b>Charlotte Coker</b>, DDC CRC – replacing Anne Proctor</li> </ul> Apologies <ul style="list-style-type: none"> <li>• <b>Kelechi Nnoaham</b> – Director of Public Health</li> </ul>	PA		10.00-10.05
2	<b>Appointment of Chair and Vice Chair of Safer Plymouth Partnership</b> (Pages 1 – 2)	PA	Safer Plymouth will hear expressions of interest and appoint the Chair and Vice Chair for 2015/16	10.05-10.20
<b>ITEMS TO DISCUSS:</b>				
3	<b>Notes from previous Meeting – 23 January 2015*</b> (Pages 3 – 12)	CP	Agree notes Follow up on actions	10.20-10.30
4	Safer Plymouth's/City's Response to consultation on the <b>Police and Crime Commissioner's plans for refreshing the Police and Crime Plan*</b> (Pages 13 – 64)	CP/SH IA	Safer Plymouth to satisfy itself to what extent its feedback has been incorporated into the final refresh.	10.30-10.45
5	<b>Performance Report (Standing Item) *</b> (Pages 65 – 74)	SH	Discuss 2014/15 end of year outturn and any under-performance and agree how to address it.	10.45-11.05

6	<b>Proposed Performance Measures/ Outcomes for Safer Plymouth for 2015/16*</b> (Pages 75 – 78)	RS	Discuss Safer Plymouth's approach to performance measurement and reporting including outcomes, for 2015/16.	11.05- 11.25
7	<b>Rotherham Report</b> <a href="https://www.gov.uk/government/publications/report-of-inspection-of-rotherham-metropolitan-borough-council">https://www.gov.uk/government/publications/report-of-inspection-of-rotherham-metropolitan-borough-council</a>		Discuss Safer Plymouth's approach on how we are learning lessons from the inspection.	11.25- 11.45
<b>ITEMS TO NOTE:</b>				
8	<b>Collaborative Enforcement Pilot *</b> (Standing Item) – written update on progress and proposed 'reporting framework' (Pages 79 – 84)	SH/CP	Note update.	11.45- 12.00
9	<b>Transforming Rehabilitation – Verbal Update</b> <a href="http://www.ddccrc.co.uk/i/uploads/DDC-Brochure-v9.pdf">http://www.ddccrc.co.uk/i/uploads/DDC-Brochure-v9.pdf</a> <a href="http://www.ddccrc.co.uk/uploads/publications/21-1.pdf">http://www.ddccrc.co.uk/uploads/publications/21-1.pdf</a>	CC/GW	Note update.	12.00- 12.15
10	<b>Neighbourhood Watch – Engagement Issues</b> Verbal update (rolled forward from 23.1.2015 meeting)	CP/SH	Note update	12.15- 12.30
11	<b>Victim Services - gone “Live”</b> – Verbal Update from OPCC on how this is going.	IA	Note update.	12.30- 12.45
<b>BRIEFINGS (DISCUSS BY EXCEPTION ONLY):</b>				
12	<b>Domestic Abuse – update on current provision</b> – written report* (Pages 85 – 94)	-	Note update.	12.45- 13.00
13	<b>Report on Substance Misuse and Mental Health – briefing from Gary Wallace*</b> (Pages 95 – 100)	-	Note report.	

14	<b>Chief Constable's Letter on Mental Health/SI36 and P&amp;CC's supporting letter *</b> <i>(Pages 101 – 108)</i>	-	Note content of letters.	
15	<b>IOM/Turnaround *</b> Options for developing a cost efficient model building upon existing arrangements for managing Prolific and other Priority Offenders (TurnAround Programme) Across Devon/Cornwall and Dorset. <i>(Pages 109 – 120)</i>	-	Note content of DCI Paul Powley's presentation and Chair's response on behalf of Safer Plymouth.	
16	<b>Dates of Future Meetings: (All meetings will commence at 10 am. Venues to be confirmed).</b> <ul style="list-style-type: none"> <li>• Thursday 23 July 2015</li> <li>• Thursday 22 September 2015</li> <li>• Thursday 21 January 2016</li> <li>• Thursday 14 April 2016 (Provisional)</li> </ul>			

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**Chris Penberthy****Expression of Interest****Chair: Safer Plymouth**

I have been a member of Safer Plymouth for 3 years as the nominated representative of Plymouth City Council. As Cabinet Member for Co-operatives, Housing and Community Safety the Leader of the Council has delegated executive responsibility for a range of areas including community safety and anti-social behaviour to me. I also represent Plymouth City Council on the Devon and Cornwall Police and Crime Panel.

I was appointed Chair of Plymouth's Community Safety Partnership following changes to policing governance under the introduction of the Police and Crime Commissioner. Over this time we agreed with all former members a radical review of the way that the Community Safety Partnership works, this has been undertaken and:

- Membership has been totally refreshed to include greater community representation.
- A new vision has been drafted, consulted on and approved.
- Terms of Reference have been updated.
- We have become more transparent in our functioning with our papers now being made public.
- Our action plan is now linked to the Strategic Crime Assessment, which in turn is part of the Strategic Peninsula Crime Assessment used by the Police and Crime Commissioner to set his priorities (including his funding agreement with us).
- We have commenced a review of the way that our sub groups work and begun to look at how a systems leadership approach can assist us in working more effectively as a partnership.
- We are taking action to make our action plan increasingly a shared one, with targets and KPIs reflecting more fully all members of the partnership rather than predominantly Police and Council activity.

Safer Plymouth has taken substantial steps forward, but our journey has not yet come to an end. Building on what we have achieved over the past few years we need to do more to make sure that we deliver on our vision and action plan whilst ensuring that we become an increasingly strategic partnership. We also need to continue to work on improving our communications.

I believe that my role within the Council places me in a good position to Chair Safer Plymouth:

- The City Council is one of the 6 statutory members of the Partnership, and I have the executive lead for this.
- I have executive responsibility for and work closely with the Safer Plymouth team, hosted and funded by Plymouth City Council, ensuring that the work of the Council aligns with that of the partnership.
- I am able to influence other parts of the council executive on policy areas relating to the Safer Plymouth remit (such as safeguarding, licensing, environmental health, planning, CCTV).
- I am able to bring the perspectives of being both a Councillor/Cabinet Member and the Chair of Safer Plymouth to meetings of the Devon and Cornwall Police and Crime Panel, adding weight and authority to the city's representation on this important committee; similarly I am one of only three members of the Police and Crime Panel who sits on the Peninsula Community Safety Partnership Chair's Group, adding an important link between the accountability and partnership work of the Police and Crime Commissioner.

I would like the opportunity to continue to Chair Safer Plymouth as we carry on developing our role and working practices in order that we can become an exemplary Community Safety Partnership.

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# SAFER PLYMOUTH PARTNERSHIP

Draft Minutes from Meeting held on Friday 23 January 2015



<b>Present:</b>	<p>Councillor Chris Penberthy, Cabinet Member for Co-operatives, Housing and Community Safety (PCC)  Sarah Hopkins, Community Safety and Partnerships Manager (PCC)  Peter Aley, Head of Safer Communities (PCC)  Katey Johns, Democratic Support Officer (PCC)  Georgia Webb, National Probation Service  Anne Proctor, Dorset, Devon and Cornwall Community Rehabilitation Company  Danny Slay, Devon and Somerset Fire and Rescue Services  Ian Ansell, Office of the Police and Crime Commissioner  Susan Moores, Plymouth Octopus Project/Zebra (VCS)  Richard Skipper, University of Plymouth Students' Union  Dr Maureen Powers, Plymouth University  Gary Wallace, Public Health  Robin Carton, Head of Public Protection Service (PCC)  Matt Douglas, Senior Contracts Manager, National Offender Management System Contract Management Team</p>
<b>Apologies:</b>	<p>Lorraine Robinson, Plymouth Neighbourhood Watch Forum  Chris Singer, Superintendent Devon and Cornwall Police  Heather Welch, Plymouth Victim Support  Rob Sowden, Performance and Research Officer (PCC)</p>
<p>The meeting started at 10.00 am and finished at 1.00 pm.</p>	
<p><i>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.</i></p>	

## 1. **Welcome/Introductions/Apologies**

The Chair welcomed all parties and asked everyone to introduce themselves.

## 2. **Notes from previous Meeting - 16 October 2014**

**Agreed** the minutes of the meeting held on 16 October 2014, subject to the following amendment –

Minute 9 (3) - NPA to read NPS and CRC to be added to the task and finish group.

3. **Safer Plymouth Partnership Strategic Assessment 2014/15**

Further to minute 4 of the last meeting, Sarah Hopkins reported that the comments made at that meeting had been incorporated into the draft and the document was now resubmitted for agreement.

Further observations included that –

- a refresh of the Plymouth Partnership Plan would be required in order to build in the key strategic recommendations set out in the Strategic Assessment report – this was something the Board could consider at its next meeting;
- the assessment revealed some interesting statistics about who felt safe. There was a clear theme emerging around how disabled people felt during the day and younger people, particularly women, at night – it may be worth considering how those characteristics could be addressed (equality impact assessment);
- one of the groups which appeared not to have been captured in the assessment was foreign students. The University was aware of concerns raised by international students who had been verbally assaulted and had expressed fears for their safety at night;
- the assessment made no mention of the statutory duty on Prevent – one of the recommendations should respond to that;
- the Police were changing the way sexual offences were being recorded – whilst sexual offences were currently combined with violent crime statistics, the two were now being separated out;
- mental health was an increasing problem –
  - the mental health service was severely underfunded in Plymouth
  - there were 27,000 people in the City with common mental health problems, none of whom were being treated;
  - 213 people arrested last year had been detained under mental health assessment for an average of nine hours
  - the University reported that large proportion of the student population had various levels of mental health issues who were struggling to get appointments/support;
- as part of the Office of the Police and Crime Commissioner's (OPCC) strategic alliance review, the police were looking at resourcing turnaround. This could have a knock-on effect to the recommendation to retain the IOM team for prolific re-offenders and the established co-located multi-agency public protection team should their preferred option be to move policing out to neighbourhood teams;
- the Partnership ASB Sub-group and ASB Champions Group met bi-monthly and not monthly as set out in the report.

Agreed –



1. to support the recommendations set out in Appendix One to the report;
2. to investigate further the concerns raised by the people who said they felt unsafe and establish whether this had links to alcohol/the night time economy;
3. to check whether the health and wellbeing survey had included the student demographic as it may need to have weighting towards students given their number in Plymouth;
4. that a further recommendation is added to reflect that fact that the assessment fails to mention the significant mental health issue in Plymouth;
5. that the Chair of the Safer Plymouth Partnership Board would write to the OPCC/Chief Constable highlighting the importance of maintaining the integrated Police/Probation model by retaining the IOM team for prolific re-offenders and continuing a co-located multi-agency public protection team.

4. **Peninsula Strategic Assessment 2014/15**

The Peninsula Strategic Assessment 2014/15 was noted.

5. **Police and Crime Plan Refresh Consultation**

The Board considered the Police and Crime Commissioner's intentions for the Police and Crime Plan 2015/16 as presented by Ian Ansell. Members were advised that, following the review, there was no intention to change the six priorities, however, there should be an increased focus on the following areas with the current six priorities -

- Child Sexual Exploitation
- Sexual Offences
- Cyber crime
- Prevention bias
- A refinement of the Criminal Justice Priority
- Local Priorities / Neighbourhood Engagement and Policing
- Strategic Alliance

Members were advised that the consultation would be closing on 16 February and any comments should be sent either to the e-mail address provided in the report or direct to Ian Ansell.

The Board welcomed the refresh proposals and noted the report.

6. **Safer Plymouth proposed Commissioning Intentions for 2015/16**

The Board considered the paper submitted by Sarah Hopkins setting out the commissioning intentions for 2015/16 in respect of funding allocated by the Police and Crime Commissioner in order to address crime, disorder and community safety

issues. Members were advised that a 2.1% reduction on last year's allocation had been applied and the amount provided for 2015/16 equated to £417,258.

The proposed priority areas of allocation, which had been determined in line with the priorities identified in the most recent Safer Plymouth Partnership Strategic Assessment, the Peninsula, Strategic Assessment, the Police and Crime Plan as well as current performance in Plymouth, were as follows-

Priority	£
Domestic Abuse Service Provision (Contract)	109,999
ASB Victim Champion Service (Contract)	63,358
YOS Positive Futures	10,000
Alcohol Harm	45,000
Drug Treatment (Criminal Justice)	98,361
Reducing Exploitation and Absence from Care and Home (REACH)	22,728
Violent Crime	21,000
Sexual Violence/Exploitation	10,000
Anti-Social Behaviour	2,000
Reducing Reoffending/Integrated Offender Management (IOM)	5,000
Low Level Volume Crime – Closing the gap between the neighbourhoods with the highest crime and the city average	5,812
Hate Crime	4,000
ENTE Coordinator	20,000

In response to concerns raised over the amount of allocation from the Police and Crime Commissioner, the Chair commented that it was at least positive to note that Community Safety Partnerships would be continuing for the foreseeable future and, given the financial challenges faced by everyone, it was still possible to achieve results with less.

**Agreed –**

1. the proposed apportionment of Police and Crime Commissioner's funding to the priority areas as outlined in the report;
2. to delegate to the Community Safety and Partnerships Manager, in liaison with the Chair of the Safer Plymouth Partnership, authority to make minor adjustments to the proposed allocations in light of feedback from the Police and Crime Commissioner on the detailed spending plan;
3. an update report setting the scene in terms of resourcing and outcomes to be submitted to the Board at the end of the year.

**7. SARC - future commissioning intentions/arrangements**

Ian Ansell reported that, since his last update –

- Public Health England had rolled over the contract to existing service providers for a further 12 months;

- due to the fact that there was no certainty of continued funding for the therapeutic services that wrapped around SARCs, for which there was an extensive waiting list of over six months, the Police and Crime Commissioner had offered to part fund the service to keep it going;
- CIRCO had announced that they were withdrawing from all Police medical examination services and contracts for a replacement service were now being sought – the bidding round on this had closed and it was now in the assessment phase.

Whilst the short term fix from Public Health England was welcomed, concern was expressed over the following –

- it being late in the year to be unclear about commissioning arrangements;
- asking the provider to fundraise considerable chunks was not very sustainable;
- the acute paediatric service being geographically inappropriate should the number of SARCs be reduced.

In response, Ian Ansell accepted the concerns raised around funding issues as many service providers needed more than 12 months' notice of future funding in order to plan. He stated that once the Clinical Commissioning Group were on board and discussion had taken place around the number of SARCs etc, a further report would be brought back to a future meeting.

The update was noted.

### 8. **Victim Services Commissioning - Verbal Update from P&CC**

Ian Ansell reported that since his last update everything had now come together in what had been quite a complicated process -

- police officers had received the required training and every victim would now be assessed in terms of their individual needs;
- once those needs were established the victim services unit would refer them to the network of services providers for which a directory had now been established. For Plymouth victims that directory comprised MIND, PDAS, Plymouth Family Solutions, PDREC, The Zone and Victim Support to name a few;
- the service would have flexibility and capacity to arrange bespoke provision should it be require, particularly in terms of any language or cultural needs;
- all of the IT requirement were now in place and accommodation needs in place;
- an alternative option was available to victims who did not wish to make use of the victim services system.

Members welcomed progress made and noted the report.

9. **Collaborative Enforcement Governance**

The Chair welcomed Robin Carton, Head of Public Protection Service, who was in attendance to inform partners of a pilot scheme between Plymouth City Council and Devon and Cornwall Police to tackle community wishes to protect their local amenity and environment through collaborative enforcement. The principles of collaborative enforcement were –

- don't walk by
- shared problems and shared solutions
- a readily recognisable Plymouth enforcement presence
- structured information gathering and sharing
- shared intelligence and analysis
- joint tasking based on evidence
- joint priorities
- co-terminous boundaries

The pilot, which would comprise two separate projects, would run initially for 12 months and would be reviewed at months six, nine and 12, with regular 6-weekly update reports to the project board and portfolio holders. The two projects would be –

- i) Community based project – St Peter and the Waterfront neighbourhood
- ii) Problem based project – New ASB powers

Each project would have a set of work-streams to work through one after the other –

- identify problem
- understand cause of problem
- identify solution
- design solution
- deliver solution

The governance arrangements for the pilot would sit under the umbrella of the Safer Plymouth Partnership Board and the project board would be accountable to this group. A further report would come to the next meeting of the Safer Plymouth Partnership, at which time a nomination would be sought for a representative from the Partnership to sit on the project board.

10. **Performance Report**

Sarah Hopkins gave a brief introduction to the performance report. Members were advised that –

- the report had been produced using the OPCC's performance measure approach;
- with regard to the performance measure relating to closing the overall gap in crime, there had been an overall reduction of 0.5% compared to the period last year;
- there had been a 9% increase in violence with injury crimes;
- domestic abuse had seen an overall reduction of 5%;
- asb had seen an overall reduction of 2%;
- with regard to monitoring of serious acquisitive crime, there had been a 2.7% increase and if this continued to rise it may be worth considering establishing a performance measure for this crime
- all of the 400+ racist, disablist, homophobic and faith incidents reported were followed up with a one-to-one survey to ensure as much information as possible was recorded. Whilst victims were not specifically asked whether or not they were students, it would be evident from the information gathered.

Whilst the overall performance picture was not perfect, there was a lot of work going on to address the issues raised and, despite this, it was pleasing to note that performance against the Partnership's cohort nationally had improved taking its position up from 7<sup>th</sup> to 5<sup>th</sup>.

The performance report was noted.

11. **Neighbourhood Watch - Engagement issues - Plymouth**

This item had been added to the agenda following concerns raised at the last meeting about falling numbers in members – a significant reduction from 2,000 only three years ago to approximately 300 presently. As apologies had been received from Lorraine, the matter would be deferred to the next meeting. In the meantime, Members should give consideration to how small community groups could be encouraged and supported to become involved.

12. **Safer Plymouth Partnership Top Priorities - Priority Reports Requested**

Further to members' agreement to each take one of the Partnership priorities, look at it and report back, the Board considered the latest reports submitted.

(a) **Anti-Social Behaviour (Heather Welch)**

The report –

- advised that the CDDG was the lead group in respect of ASB and took a holistic, multi-agency approach to its reduction, carefully monitoring and analysing reporting data to identify behaviour patterns;
- set out the current provision in Plymouth relating to tackling and

- preventing ASB;
- identified gaps in the current provision.

The report was noted with thanks to Heather.

**(b) Tackling Domestic Violence and Abuse and ensuring quality services / Tackling Sexual Violence, Assault and Exploitation (Richard Skipper/Richard Wakeley)**

Richard Skipper advised that Richard Wakeley had agreed to lead on the priority focusing on tackling domestic violence and he had agreed to look into tackling sexual assault. With regard to tackling sexual violence, he had found –

- that it was a significant problem in the City, particularly amongst the student population
- that pockets of work were being undertaken by various groups but this tended to be in isolation and was not co-ordinated
- there was no over-arching strategy for dealing with sexual violence
- statistics varied and could be misleading
- sexual violence and exploitation could be linked to the city's evening and night-time economy

In response to the concerns raised, the Chair reported that he would add the issue for discussion at his next portfolio meeting with a view to raising its profile and moving it forward.

**13. Transforming Rehabilitation - Update and Contract Management Function**

The Chair welcomed Matt Douglas, Senior Contract Manager for the contract package area, who was in attendance to provide an update on Transforming Rehabilitation and the contract management function. Members were advised that whilst the service would be similar to its previous form there would be a number of changes in the background such as –

- creation of a new Directorate within the National Offender Management System (NOMS) – Rehabilitation Services Contract Management (RSCM)
- implementation of the Offender Rehabilitation Act 2014 which makes a number of changes to the release arrangements for offenders serving custodial sentences of less than 12 months and for those serving sentences between 12 months and two years;
- introduction of a number of different interventions aimed at reducing re-offending, including –
  - post-sentence supervision focussing on the rehabilitation of the offender to support them moving away from crime;
  - use of the same provider to support introduction of the offender into custody, provide them with resettlement services before release, meet them at the prison gates and continue work in the community

- introduction of a complex payment mechanism, including payment by results (PRB) which means payment will only be made where there is evidence to demonstrate there has been a reduction in re-offending

Members were assured that these changes were supported by a well-resourced governance approach which would be monitored to ensure successful delivery of the contract and that delivery of these services would be fed into the Partnership's priorities.

In response to questions raised, it was further reported that –

- (a) with regard to PRB, each Community Rehabilitation Company would have opportunity to bid on a percentage and this would be available from 1 February 2015;
- (b) the importance of local knowledge and skills was acknowledged and this had been retained in the transition phase;
- (c) there was confidence that Working Links would retain the existing levels of engagement with both the CRC and NPS and their representation on the Partnership was welcomed.

The update was noted with an understanding that the item would remain on the agenda to ensure the changed bedded in well.

#### 14. **Chair's Emerging Issues**

##### **Plymouth Plan Update**

The Board was advised that the Plymouth Plan had just entered its next phase of consultation which would run until mid-March. Members were encouraged to respond both through their individual organisations and to let Sarah have their thoughts on a partnership response.

##### **New Prevent Duty and Consultation**

Peter Aley advised that the Government was consulting on the new Prevent Duty detailed in the Counter-Terrorism and Security Bill which was currently before Parliament. The duty required certain bodies, including all County, District and Unitary Local Authorities, when exercising their functions, to have due regard to the need to prevent people from being drawn into terrorism.

The guidance being consulted upon set out steps that providers in different sectors should take to show leadership, understand the risks in their area, work in partnership with others, and ensure staff have the knowledge and confidence to identify and support vulnerable individuals.

Members were encouraged to look at the consultation which closed on 30 January 2015.

15. **Dates of Future Meetings**

- 16 April 2015

Dates for 2015/16 to be arranged





Mr Tony Hogg  
 Police and Crime Commissioner for Devon and Cornwall  
 Endeavour House  
 Woodwater Park  
 Pynes Hill  
 Exeter  
 EX2 5WH

**Councillor Tudor Evans**  
 Leader of Plymouth City Council  
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Date 13 February 2015

Dear Tony,

**Plymouth's Response to the Consultation on the Police and Crime Commissioner's Proposals for a Refresh of the Police and Crime Plan for 2015/16**

Thank you for the opportunity to consider your proposals for a refresh of the Police and Crime Plan for 2015/16 as part of your consultation process. We are pleased to be able to provide you with Plymouth's response to that consultation.

Plymouth welcomes the emphasis and increased focus in the Plan particularly:

- the new and emerging threats of:
  - Child sexual exploitation,
  - Sexual offences, and
  - Cybercrime.
- A prevention bias.
- A refinement of the Criminal Justice priority with particular areas of focus that include the issue of mental health.
- Partnership working around local activity that addresses anti-social behaviour, low-level crime and community safety issues.
- That community safety and neighbourhood policing remains a priority.

We are pleased that you continue to meet regularly with us, and would like to take this opportunity to reiterate some issues and challenges raised in these meetings that reflect Plymouth's unique characteristics and challenges within the Force area. We would, therefore, ask you to ensure these are acknowledged in your finalised Plan:-

- Plymouth has a quarter of the crime in Devon and Cornwall and, therefore, Policing resources need to continue to reflect this.

- The full impact of welfare reform has still yet to be felt in the city, together with the potential for associated rises in levels of crime which are likely to be disproportionate to other areas across the Force.
- The disproportionate level of domestic abuse in Plymouth.

We would also like to tackle this opportunity to reiterate our pledge “To campaign against any further Government cuts to Police, PCSOs and Firefighters in Plymouth.”

We agree with your ambition to achieve much better alignment between the Joint Strategic Needs Assessments (JSNA) and the annual Peninsula Strategic Assessment and we will support the strengthening of this through our representative on the Peninsula Crime Analysts Network.

We would reiterate our concerns that, up until now, the performance measures in the Plan have been insufficiently ‘SMART’. Whilst you remain committed to the framework that was introduced for the current Police and Crime Plan, which has been adopted by Safer Plymouth, we will be interested to see how these will be updated and revised as part of this refresh.

With regard to some of the specifics you have highlighted, we would like to make the following points:

#### **CHILD SEXUAL EXPLOITATION:**

1. We take very seriously, our critical role in safeguarding children and adults. We wholeheartedly welcome the prominence on child sexual exploitation, which we would want considered in the context of all child sexual abuse, in your refreshed Plan. We would suggest, however, this could be better achieved together if you considered strengthening relationships, involvement and investment at a local level in supporting the work of, for example; Plymouth’s Children and Young People Partnership, Plymouth’s Safeguarding Children Board, Plymouth Safeguarding Adults Board, and the Youth Offending Service Board to deliver against your ‘whole system’ vision and desire for a more coordinated approach.
2. We also welcome your desire to ensure there are more and varied opportunities for victims of historic sexual exploitation to report crimes and for support to be provided for them. We would welcome sight of the findings of your ‘historic reviews’ and how you propose to use the findings to improve deficient investigative approaches and steer the Force on activities to increase opportunities for reporting historic sexual exploitation.

#### **SEXUAL OFFENCES:**

3. We welcome increased prominence of this issue in your plan, and share your concerns about the levels of sexual offences that are reported and concerns about those that continue to go unreported. This needs to be understood much better. We would be particularly interested to see the findings of your surveys and research to help us better understand the reasons for non-reporting and ensure that we, and other agencies, can assist with improving reporting.

#### **CYBERCRIME:**

4. We welcome the increased prominence in your refreshed Plan in response to the increased demand and threat that this poses to the public. Whilst we fully appreciate the need for this, we are concerned about how the Force will balance enhanced capacity and capability around this issue without impacting on front-line ‘visible’ policing at a time of unprecedented reducing budgets and already stretched resources. A clear indication of this should be included.

### **PREVENTION BIAS:**

5. It is good to see the emphasis you put on preventative measures which reflects our own commitments to early intervention and prevention. We would, therefore, be very interested to learn more about the initiatives you are developing and trialling, particularly with regards safeguarding, advice for victims on how to avoid becoming victims/re-victimised, and how you intend to ensure the work of your 'Prevention Directorate' joins up with existing local delivery, for example Plymouth Safeguarding Children Board, Plymouth Safeguarding Adults Board, Community Safety Partnerships and Health and Wellbeing Boards. Further, it would be helpful if you indicated how you see the resource shift from reaction to prevention to realistically deliver against this objective.

### **A REFINEMENT OF THE CRIMINAL JUSTICE PRIORITY:**

6. We welcome your continued commitment to improving this and your specific areas of focus and attention. However, Full Council in Plymouth has expressed significant concerns about the risks associated with the changes to offender rehabilitation services. We would, therefore, welcome further information on the role you intend to play in helping ensure providers and commissioners of these services are held to account to deliver reductions in reoffending through robust, high quality services.

### **LOCAL PRIORITIES/NEIGHBOURHOOD ENGAGEMENT & POLICING:**

7. We totally recognise the need for local activity that brings partners together to address anti-social behaviour, low-level volume crime and community safety issues. We believe we already have effective partnership arrangements in place in the form of the Safer Plymouth Partnership and the Safer Plymouth Team to address such local community safety issues. Plymouth also has a good track record in effectively driving down crime such as anti-social behaviour and serious acquisitive crime, even in a climate of tighter/less resources. Our "Don't Walk By" joint enforcement initiative is a good example. We would welcome more explicit support from you for such innovation at local level.
8. We see that you have an 'expectation' for partners to carry out proactive engagement with the public to actively seek/gather their views and address their priorities. We are currently refreshing our approach to public engagement following cabinet's adoption of a "Framework for Working with Citizens and Communities." We would welcome your support as we roll out implementation of this.
9. We agree that it is vital that community safety remains a priority and that it should be adequately resourced within local authorities. However, we would ask that you maintain your commitment to existing commissioning arrangements through Safer Plymouth and consider how you can help us with the challenge of encouraging other partners to invest and resource this. We would also ask that you maintain your current financial commitments to the Plymouth YOS, and Safeguarding Boards.
10. We share the HMIC's concern about the potential for erosion of the neighbourhood policing model and the need to protect this. We recognise this vital resource as a means to maintaining visibility, as a source of intelligence, as a preventative function, delivering community safety effectively and key for public reassurance. This can only be further eroded and undermined by cuts in funding. As mentioned above, it is a priority for Plymouth to campaign against any further Government cuts to Police, PCSOs and also Firefighters in Plymouth. You stated in your Plan that you will "lobby our national Government to deliver a better police funding settlement for Devon, Cornwall and the Isles of Scilly", and would recommend that you restate your firm commitment in doing so.
11. We further suggest that, with regard to your commitment to halting the decline in police numbers, that the Plan makes an explicit commitment to ensuring officers are deployed fairly

and proportionately against evidence of need across the peninsula. Transparent publication of evidence of this, and how it will affect Plymouth in particular, would be welcome.

**STRATEGIC ALLIANCE:**

12. In respect of the Strategic Alliance, we recognise that this is still an area of development and look forward to hearing more about the progress being made and how this alliance will assist you with unlocking efficiencies.

**WHAT WE THINK IS MISSING/NEEDS STRENGTHENING IN YOUR REFRESH PROPOSALS:**

13. Given the recent concerns raised at the Police and Crime Panel about the fall in Neighbourhood Watch engagement in Plymouth (which may be an indicator for the rest of the Force area) we are surprised there is not more of an emphasis on how you are prioritising and encouraging volunteering, beyond the traditional examples. Additionally, we support your recruitment-drive for additional Special Constables and deploying them in specialisms, however, we would question how effective you have been in delivering on this commitment to date for Plymouth.
14. It is concerning that little mention has been made in your main Plan and subsequent refreshes in respect of Preventing Violent Extremism. Given recent events and heightened tensions around this issue, together with proposals for a new statutory 'Prevent Duty' on Police & Crime Commissioners, we strongly recommend that you make wider reference to this in your refresh.
15. Issues around the 101 service are ongoing, and have been subject to a scrutiny review by the Police and Crime Panel. We feel it would be timely, and pertinent, to restate your commitment to improving this and delivering on the recommendations emerging from your own review of the 101 service within a prescribed timeframe.
16. Regarding section 136 of the Mental Health Act 1983, (children, young people and adults suspected of being mentally ill and in "need of care or control" being taken to a safe place for assessment) we have concerns about the "exceptional circumstances" where psychiatric units or children's homes are unavailable, meaning people are placed in cells. As a leading partner in delivering local action plans for Devon and Cornwall in respect of the Mental Health Crisis Care Concordat, we believe that your refresh needs to have a far greater emphasis in how you will work with partners to address this problem.

We would like to highlight a couple of commitments you have made in the main Police and Crime Plan 'Safer Together' 2014-17, namely:

- (page 17) You will "Raise awareness and improve education about the harm caused by alcohol, in particular to raise awareness amongst young people and parents."
- (page 21) "...the scope to secure funding from new sources such as European funding streams and central Government Innovation Funds..." and "...the amount of income received for services provided by the Police...we need to explore how we can improve this picture."
- (page 23) You will "bring forward new ideas and proposals, and help to identify areas where collaboration or new service approaches might deliver savings or generate income. For example, with the voluntary and community sector."

It is not clear what progress or activity has been undertaken in these areas and, therefore, we would like to understand more about how you intend to achieve these.

We are aware that officers representing you at the Police and Crime Panel on 6 February 2015 presented your plans for refreshing the Police and Crime Plan and the Panel has already responded

direct to you. We would like to highlight our particular support for the following points made by the Panel:

- Giving domestic abuse more distinct priority and prominence in the refresh.
- Making a clearer commitment to 'hidden crimes' including hate crime and crime committed in respect of other protected characteristics, and how the police will deliver equality and diversity in light of disbanding Equality and Diversity Teams.
- Considering reflecting in the budget to CSPs funding for actively seeking views of communities and not just reacting to them, along with a commitment to CSPs for administration in order to deliver against priorities in the Plan.

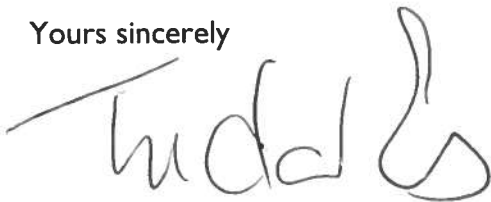
Finally, we believe that there are real opportunities for you to work more closely with existing partnerships in order to share your ideas and proposals, and combine effort for tackling the significant issue and impact of, for example, mental health. There are significant plans being worked up through our Integrated Commissioning Partnership looking at the range of complex issues and unmet needs affecting people in our communities such as mental health, homelessness, and substance misuse and would recommend you work in partnership with us on these developments.

We trust that you will find this feedback useful as you come closer to finalising your Police and Crime Plan refresh.

At our most recent Safer Plymouth Partnership Board meeting, it was agreed to send you the final draft of the Safer Plymouth Partnership Strategic Assessment, we are just in the process of finalising this and a copy will be sent to you under separate cover.

Please do not hesitate to contact us if you require any further clarification on the points above.

Yours sincerely



Cllr Tudor Evans  
**Leader of Plymouth City Council**



Tracey Lee  
**Chief Executive**





# 'Safer Together'

The Police and Crime Plan for Devon,  
Cornwall and The Isles of Scilly 2014-17

2015 refresh



## The Police and Crime Plan 2014-2017 (2015 refresh)

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## **INTRODUCTION FROM TONY HOGG, POLICE AND CRIME COMMISSIONER**

This is the third annual version of my Police and Crime Plan and it reflects what you have told me you want from your police force.

My vision remains straightforward and is unchanged from last year:

***To make Devon and Cornwall and the Isles of Scilly a safe place to live, work and visit.  
I want to see crime cut, people kept safe and encourage many more to work together to make communities safer and stronger.***

The plan gives us a blueprint to help achieve that and is at the heart of everything we do.

I am pleased that I can point to some real achievements in my first two years.

- ✓ we have kept police officer numbers above 3,000 – by now the former Police Authority had planned to have 200 fewer than that;
- ✓ a big cut in summer crime – which came after we insisted the Force looked at how it managed its resources during the busiest periods;
- ✓ and a successful overhaul of the 101 non-emergency service – which came after my office instigated a root and branch review of the service;
- ✓ a continued cut in the costs of this office – next year my office will cost the public less than the former Police Authority did in its final year.

I work on your behalf to ensure Devon and Cornwall Police is delivering the kind of service you need, make decisions about how the Force is funded and make sure that the Chief Constable oversees the effective and efficient delivery of this Plan.

I assure you we are working hard to mitigate the impact of continued funding cuts which requires fresh and innovative thinking, such as our closer working relationship with Dorset Police, if we are going to meet this challenge.

You tell me that you want to see ‘bobbies on the beat’ and I remain adamant that neighbourhood policing is vitally important. I also hear calls to prioritise a range of other issues such as domestic abuse and child sexual exploitation.

This revision of the plan for 2015/16 coincides with the launch of new PCC Victim Care Unit arrangements in Devon and Cornwall which means that victims of crime can access high quality, timely and specialist support to help them deal with the impact of crime and to move forward.

I am pleased with the progress we have made so far but there is much more still to do. I ask you to join me to play any part you can in making this work for the benefit of all of us who live in or visit this wonderful part of the country.

**Tony Hogg**  
**Police and Crime Commissioner**

“This refresh of the Police and Crime Plan for 2015/16 sets out my continued vision of working in partnership to make communities stronger and to keep people safe.

The six Priorities set out in last year’s Police and Crime Plan remain in place. In addition specific focus has been given to how we tackle child sexual exploitation, safeguarding, domestic abuse, sexual offences and cyber crime. Improved co-ordination and further activity is needed from all agencies to ensure that we keep our communities safe. This increased focus reflects the findings of the Peninsula Strategic Assessment which has been prepared by the Community Safety Partnerships to build a clear picture of issues and risks within our area.

This Plan supports the decision of entering into a Strategic Alliance with Dorset Police – this bold step will provide much-needed financial savings but makes good business sense too. We will look to build on this collaborative approach further.

I have met with many community groups, members of the public, volunteers, public sector officials and of course police officers and staff since taking office. I am struck by the real enthusiasm from all I meet to work together for the benefit to the public – cutting through bureaucracy and inertia to make a difference. This energy and commitment to change is more important today than it has ever been as we face continued budget cuts from central government.

The OPCC will continue to ensure that this Plan is backed up with effective partnership working that goes beyond what we must do together and explores where we can protect resources by choosing to work more collaboratively. “

## THE POLICE AND CRIME PLAN PRIORITIES



**In addition to these six priorities, the Commissioner remains committed to:**

- Maintaining an ongoing discussion with the public – through active and open dialogue and debate - to ensure that the public's views on the issues we face are understood and to improve understanding between the police and the public.
- Effective scrutiny of performance and efficiency measures within the police and wider criminal justice system; challenging under-performance and praising success; and by involving the public in scrutiny through open debate not just of the police but of the work of partners as well as of the Commissioner and his office.
- Making decisions based on evidence and informed by strong and wide-ranging engagement to ensure that public views are well understood, especially the views of diverse community groups.
- Keeping this plan under regular review. Remaining alert to emerging threats and issues and being responsive – adapting our approach and priorities as needed.
- Strict compliance to high standards in public office and thorough scrutiny of the Force's compliance with the Code of Ethics.
- Supporting staff and officers' welfare during times of uncertainty and change.

**Priority 1: To make our area a safer place to live, work and visit – reducing the likelihood that people will become victims of crime.**

**“My overriding priority is still to make Devon and Cornwall and the Isles of Scilly a safer place. We must put victims at the heart of everything we do, we must bring offenders to justice and we must reduce levels of reoffending in our area. I want to focus on the priority areas identified in the Peninsula Strategic Assessment and give greater focus to important issues such as child sexual exploitation, domestic abuse and cyber crime.”**

Devon and Cornwall and the Isles of Scilly have lower levels of crime than most other areas of the country. Rates of burglary and vehicle crime are some of the lowest in the country. The likelihood of becoming a victim is lower now than in past years. However, levels of violent crime and sexual offences in our area are too high. In the last year, a greater focus has been given to work to prevent the exploitation of children and other vulnerable people in the light of events in areas including Rotherham and Oxford.

This Plan carries forward important work in a number of areas, including violence, sexual offences and domestic abuse and identifies new actions and activities that will be progressed over the coming year. In addition, a greater focus is placed upon work in a number of areas, including child sexual exploitation and cyber crime, where new strategies are being developed to safeguard our communities.

The Commissioner remains fully committed to neighbourhood policing – which is a cornerstone of community safety and has maintained his pledge to keep police officer numbers above 3000 for the year.

The impact of expected funding cuts is a harsh reality that we all face and we will need to make substantial financial savings in order to address a large funding gap in 2017/18 and 2018/19. Meeting this challenge will only be possible by radically altering the way the police deal with crimes and incidents. More than ever, we need to ensure that resources are used efficiently within the Force to optimise frontline policing and improve contact between the public and police. The Chief Constable will lead important work this year to review the existing policing strategy to ensure that we have a sustainable policing model for the next five years that connects the police and communities. It is inevitable that we will face some difficult choices ahead but our over-riding priority will be to keep the public safe. The Commissioner will ensure that public and partners are consulted as part of this work.

Preventing and reducing crime is essential. Over the years, a target culture and improved investigative techniques pushed the police to focus more on detection rather than preventing crimes happening in the first place. Nowadays, as police budgets face a continued squeeze, that trend must be adjusted – and rightly so. Having fewer victims improves our society and also makes financial sense. Whilst Devon and Cornwall Police has a good record of

preventative policing – a point recognised by Her Majesty’s Inspectorate of Constabulary (HMIC) in its 2014 report ‘Core business’, some policing disciplines nationally have become too distant from a preventative approach.

The PCC has asked the Chief Constable to provide a clear strategy and renewed approach to prevention across all areas of Force business. The Chief Constable has already instigated plans to develop a Prevention Directorate. The Directorate will gather best practice from across the Force and link in with the College of Policing’s ‘What Works’ programme to draw on national experiences. This work will be jointly undertaken with Dorset as part of the Strategic Alliance.

The protection of all vulnerable people including young people is vital but also very resource intensive - placing a growing burden on the police service and its partners. The Commissioner expects Local Authorities, Children’s and Vulnerable Adults Safeguarding Boards, the voluntary sector and people working in learning and childcare settings to fully cooperate and support joint working arrangements to protect the vulnerable. The Commissioner will continue to monitor that Devon and Cornwall Police, working closely with their safeguarding partners, are taking all reasonable steps to protect the public and to apprehend offenders.

Following the publication of the findings of the Independent Inquiry conducted by Alexis Jay OBE into child sexual exploitation in Rotherham, a range of actions are being taken forward nationally and locally. National police guidance on handling Child Sexual Exploitation (CSE) are under review, investigation standards updated and all Chief Constables have signed up to an action plan of improvement. This includes additional training being delivered to frontline staff and officers by the College of Policing. Her Majesty’s Inspectorate of Constabulary is working with other inspectorates to assess how public organisations are working together to protect children. To support this, the Commissioner has asked the Chief Constable to make the case for the additional resources he sees necessary in order to address this area of growth. He has also increased his funding contribution to the Safeguarding Boards in Devon and Cornwall for 2015/16. The Commissioner expects local authority partners to take a similarly strong stance to demonstrate their commitment to preventing CSE through the provision of adequate funding and resources.

It takes courage for victims of crimes in their childhood to come forward to the authorities. The Commissioner wants to provide help to these victims, regardless of whether they wish to report a crime. These victims may prefer to seek counselling, support or simply discuss options available to them. The Commissioner will establish a dedicated referral and support service to provide independent and impartial advice to people who are the victims of a historic incident. The Commissioner hopes that with this additional help some victims may feel able to report the crime so that the police can take action.

The Commissioner continues to be concerned about the levels of reported sexual offences and domestic abuse within Devon and Cornwall. The impact of these offences on the victim are often devastating. Greater action is needed to deal effectively with cases brought to our attention, to focus on preventative action to reduce the risk of harm and to encourage victims to come forward and seek help and support.

We know that victims of deeply personal crimes such as sexual offences and domestic abuse can often be reluctant to turn to anyone for help or report the offence to the police. There could be many reasons why a victim may be unwilling to come forward. The police continue to work to better understand what causes some victims not to approach the police to report a crime. HMIC's report into domestic abuse in 2014 found that Devon and Cornwall Police provided a comprehensive service to high-risk victims but found some areas of police process that should be improved because they did not allow for a consistent service to all victims. The Chief Constable is addressing these now.

The PCC is clear that the police must improve its understanding in this area in order for it to work more effectively to improve reporting. Reported crime in these areas is up. This may, in whole or in part, be due to increased confidence to report but there is no clear picture. The PCC has challenged the Chief Constable to increase reporting levels and we need to understand whether recent rises in levels of sexual offences are a result of increased confidence or an increase in offending levels. The PCC will commission a study of victims to hear directly what barriers exist in the criminal justice system and how they might best be overcome.

Cyber-crime is a generic term that covers offences that are dependent on ICT (such as on-line grooming, and computer hacking) or crimes enabled by the speed and reach offered by ICT (such as fraud, theft and buying/selling scams). This is a growing area of demand on policing and poses an increasing threat to the public. Digital technology is now part of most people's lives yet criminality goes largely unreported. It is essential that police officers have the capability to deal confidently with the cyber elements of everyday crimes, including the gathering of evidence and intelligence. Over the coming year, the Chief Constable will develop the Force's understanding of the nature of the threat posed by cyber-crime and establish a strategy to address this threat. This will include enhancing the Force's capacity and capability to deal with volume cyber-crimes and by contributing to the national intelligence picture.

As resources are stretched, the importance of local activity that brings together partners to address anti-social behaviour, low level crime and community safety issues is becoming increasingly clear. For the police to continue to have the support and confidence of communities, it is essential that we listen to public concerns and priorities and take account of them. For example, the PCC continues to receive public concerns regarding traffic violations and parking enforcement. Public agencies need to work together to provide a better response to these issues.

The police and their partners must continue to work to understand the community safety matters that impact local neighbourhoods. The PCC expects that priorities raised by the public affecting their local areas are properly captured by the police, local authorities, Community Safety Partnerships and other partners and are addressed appropriately, including by health partners and the Health and Wellbeing Boards. The PCC also expects that proactive engagement should take place with the public to gather their views in more general terms but also to encourage communities to help themselves through better prevention and signposting to support and advice.

In 2014, the Commissioner undertook a detailed study of the non-emergency 101 service. This study revealed that the service being provided to the public was unacceptable. Whilst the quality of staff in the centres was high, the length of time a caller had to wait to get through to someone who could help was generally far too long. The report set out a number of recommendations that the force has immediately started to implement. This year the Commissioner expects to see waiting times reduce dramatically as the investments in new technology and people are fully implemented. All aspects of performance will be kept closely under review to ensure that the public receive an acceptable 101 service going forward.

Finally, the Commissioner has always believed that offenders should bear more responsibility for the cost and wider impact of the crimes they commit. Existing legislation does not allow direct charging to offset some of the costs imposed on the police for dealing with offenders. However, for the year ahead, the Commissioner will continue to explore new ways of making offenders more accountable and to pass some of the costs to them rather than onto the taxpayer.

**The Commissioner will:**

- Keep crime levels low by focusing primarily on prevention and on reducing reoffending and anti-social behaviour and explore ways to further develop the evidence base to better inform crime reduction and prevention strategies.
- Work with the Chief Constable to establish a sustainable policing strategy for the next five years.
- Support neighbourhood policing and keep police officer numbers above 3000.
- Require a continued focus by the police on the key threats identified in the Peninsula Strategic Assessment (PSA).
- Work with Health and Wellbeing Boards to align the PSA with Joint Strategic Needs Assessment (JSNA).
- Establish a helpline, maintained by an independent third party, offering advice to victims of historic abuse in Devon and Cornwall, including those who feel their concerns were not properly dealt with at the time.

- Work closely with partners to increase the reporting and tackle incidents of domestic abuse and sexual offences.
- Seek a clear assessment of the risks posed by cyber-crime and the production of necessary resourcing proposals to address them.
- Support crime reduction activities by commissioning services through Community Safety Partnerships and directly from Youth Offending Teams and support from Sexual Assault Referral Centres.
- Actively encourage and enable greater involvement by citizens and communities to support policing.
- Encourage the business community to work closely with the police to help deter crime and detect offenders.
- Ensure communities have effective means to articulate their community safety concerns and that the Chief Constable ensures that appropriate steps are taken by the police working with partners to respond to them.
- Hold the Chief Constable to account for delivering the improvements to the 101 non-emergency service as set out in the 101 improvement plan and local engagement plans.
- Continue to seek ways to ensure that offenders bear the responsibility of their actions.

### **The Commissioner expects the Chief Constable to:**

- By 31 August 2015, put forward proposals for a sustainable policing strategy and structural model for the next five years with prevention at its core.
- By 31 July 2015 present a new workforce resourcing model that maximises frontline services and reflects the preventative approach to policing.
- Support the new independent, historic abuse helpline for victims of crime in Devon and Cornwall through support and awareness raising in Force and amongst the public.
- By 31 July 2015, present an assessment of the threat, harm and risks posed to Devon and Cornwall by cyber-crime and a plan to address them.
- Set out the Force's approach to tackling Child Sexual Exploitation in Devon and Cornwall including taking appropriate action against historic child abuse when new information comes to light and identify any additional resourcing requirements.
- To protect and keep safe vulnerable people, through integrated working arrangements with partners, including co-locating services and the rollout of the agreed Force-wide safeguarding approach.
- Reduce the risk to victims in the area of domestic abuse and effectively tackle perpetrators of domestic abuse, to reduce repeat victimisation and repeat offending.



- Improve the service provided to victims of rape and serious sexual assaults through the actions of the police and through effective working with other criminal justice agencies.
- Actively encourage the increased reporting of hate crimes and set out his plans for improving understanding of the reasons for non-reporting of hate crime and how he will work to increase confidence to report.
- Actively encourage the increased reporting of rape and other sexual offences and work with the PCC and research partners to build a clearer understanding (locally and nationally) of issues that affect reporting and which deter victims from engaging with the wider criminal justice process. In particular, to commission research (to report within 24 months) to understand the drivers and barriers that may deter reporting and/ or discourage victims of sexual offences from engaging with the criminal justice system.
- Actively encourage the increased reporting of domestic abuse and to work with partners to better understand why victims may not be engaging with services and to identify new ways to increase engagement with support services and the criminal justice process.
- Find new ways to work with communities, businesses and citizens to help prevent offences occurring and to increase community resilience to crime.
- Deliver a high quality and accessible call-centre function for emergency and non-emergency calls, ensuring all callers receive the support they need in a timely fashion.
- Make the improvements to the 101 service that were agreed with the PCC following his 2014 review of the service.
- Deliver our required contribution to national policing priorities including those set out by the Home Secretary in the Strategic Policing Requirement and work with partners across the peninsula to prevent violent extremism in our communities.

### **The Commissioner will work with partners to:**

- Strengthen and maintain services which help prevent crime occurring, such as early intervention, prevention and recovery services and to explore how different services can support each other.
- Promote, engage with and support the historic abuse reporting helpline.
- Help ensure partnership responses to Child Sexual Exploitation reflect best practice and lessons learned from local and national reviews and that the appropriate level of resources are made available.
- Support Children and Adult Safeguarding Boards in their work to scrutinise and report upon the adequacy of prevention arrangements by the police and partners.
- Focus on protecting the most vulnerable members of our society and supporting the wider roll-out of the revised safeguarding arrangements.

- Ensure that local Health and Wellbeing Boards see community safety as part of their agenda by working with Community Safety Partnerships and others to recognise its impact on community safety and on individual health and wellbeing.
- Work collectively with each other and the police to build a better understanding of emerging threats through improving information sharing and developing a broader evidence base.
- Help manage and rehabilitate prolific offenders within the community by providing timely access to pathway services such as housing and employment.
- Examine how they can help us improve the accessibility to and service received by people calling the 101 service for non-police matters.

**Priority 2: To reduce the crime and harm caused by the misuse of alcohol.**

**“I want us to work together to reduce the social, economic and individual cost of alcohol-related crime and harm. We need to encourage a more responsible drinking culture and generally reduce tolerance for alcohol-related harm. To achieve this we need to improve education and awareness, drive forward legislative reform where there are gaps and pursue offenders vigorously.”**

Reducing alcohol-related harm in the peninsula remains a priority for the PCC. Good work is already being carried out within the peninsula by the police, community safety partners, voluntary organisations and others, but further action needs to be taken. We must all work together if we are to reduce the harm that alcohol-related crime has on our society. We need to ensure that we have a good collective understanding of the issues, that we champion good practice and we deploy the right solutions.

The Peninsula Strategic Assessment estimates the cost of alcohol-related crime and harm in the area to be over £360m per annum. Whilst responsible drinking is not a problem, excessive drinking poses a number of threats to the safety of our communities, which need to be addressed. The Commissioner has particular concerns about the role that alcohol plays both in offending and in making individuals more vulnerable to becoming a victim of crime across a wide range of offences. These crimes impose significant costs on public services and most importantly they damage communities and individuals, especially children. We have one of the highest rates of violent crime in the country of which over 50% are related to alcohol. Concerted action needs to be taken to turn this problem around and to improve the safety of our communities.

Whilst ultimate responsibility rests with the offender, there are a range of parties who have a role and some degree of responsibility. These include retailers, publicans, schools, parents, universities and voluntary groups as well as our statutory partners. We are looking to work with all of these groups to deliver against this Plan priority.

We need to create an environment where the sale and consumption of alcohol is undertaken responsibly and where the impact that alcohol can have on others is properly recognised. Tolerance must be low for those who engage in crime as a result of excessive drinking, and for those who encourage or facilitate criminal behaviour through poor licensing practices. This Plan sets out a range of actions to be taken by the Commissioner, the police and others to reduce the volume and impact of alcohol-related crime.

The Plan sets a clear expectation that we have a proactive and tough response to alcohol-related offences and anti-social behaviour and that licensing processes and laws are used effectively and promptly to tackle problem premises and areas. In addition, the OPCC is working with the police and local authorities to progress peninsula-wide activity to tackle alcohol-related crime and harm to make the best use of the existing licensing mechanisms and enforcement powers available. However, there is a clear understanding from many

professionals that there are large gaps in current regulations that will require national action and legislative change to close.

We will invest in raising awareness and improving education about alcohol-related harm – working collaboratively with partners to build upon existing best practice, as well as supporting new initiatives. The Commissioner will look to work with alcohol retailers and publicans to help address some of the problems in our area – recognising that they too have a responsibility to play an active role.

The PCC has been persuading Health and Wellbeing Boards of the need to place a greater focus on alcohol harm, as well as broader community safety matters generally, in their strategies.

Nationally, as Chair of the PCC Alcohol Working Group, the Commissioner will continue to work to influence government policy on alcohol and to promote and spread best practice on tackling alcohol-related crime and harm. There are a number of areas where legislative change is needed – to ensure we have the right tools in place to help us manage these issues. Action is needed to improve existing mechanisms such as the late night levy, clearer action is required on alcohol pricing – in particular to prevent the sale of super strength low cost alcohol-particularly white cider. We will continue to lobby MPs, Ministers and Government officials for greater action in these areas over the coming year.

The Commissioner and the Chief Constable remain concerned about the impact of ‘pre-loading’ on alcohol-related crime and on the management of the Night Time Economy (NTE) in our area. The arrival of large numbers of intoxicated drinkers into the NTE at a fairly late hour is placing a significant strain on policing and on others involved in the management of the NTE. While we need to do more to understand both the scale and impact of pre-loading, recent studies indicate that levels of violence and sexual assaults increase when it occurs. In addition, people make themselves increasingly vulnerable to becoming a victim of crime. Under this Plan, we will continue to take a series of steps on pre-loading, including work to better understand the growing threat posed by pre-loading, actions to help support the NTE in managing the impact of pre-loading and initiatives to improve education and awareness. We will work closely with a wide range of partners, including retailers and licensees, to drive forward progress. Following the successful pilot of a ‘door staff’ breathalyser scheme in Torquay in December 2014 we will look to roll-out similar initiatives to suitable areas over the coming year to help deter pre-loading and reduce crime within our night time economies.

### **The Commissioner will:**

- Champion a more responsible approach to the sale and consumption of alcohol across the peninsula and seek a shift in cultural attitudes towards crime and anti-social behavior that is fuelled by excessive drinking.
- Campaign for a more responsible approach from retailers to help reduce the harm and crime caused by alcohol.
- Advocate a more responsible approach from all licensees where harm is minimised and tolerance for unacceptable behaviour is low.
- Raise awareness and improve education about the harm caused by alcohol, in particular to raise awareness amongst young people and parents.
- Support community safety work on alcohol through commissioning funds.
- Highlight and promote best practice in preventing and reducing the impact of alcohol-related crime and anti social behaviour (ASB), and will support the roll-out of proven initiatives like the pub and club breathalyser scheme within the area.
- Work with the Chief Constable and partners to support the availability and use of alcohol awareness courses as a way of reducing alcohol-related reoffending and anti-social behaviour.
- Lobby the area's eighteen Members of Parliament and Government directly, and work with the media to support partnership alcohol strategies.
- Lead the Association of Police and Crime Commissioners' work to tackle alcohol misuse by engaging with Government and the drinks trade.

### **The Commissioner expects the Chief Constable to:**

- Reduce alcohol-related crime, working across urban, coastal and rural settings.
- Work with partners to reduce alcohol-related violence and alcohol-related abuse in the home.
- Maintain effective policing operations by deploying the full range of police powers effectively to pursue and deter drink drivers.
- Effectively target locations in which alcohol-related crime and anti-social behavior repeatedly occur.
- Make good use of licensing mechanisms to manage problem premises and if needed to seek their closure.
- Deploy the full range of police powers available to address alcohol-related crime and disorder problems.

- Work with the Commissioner and others to raise awareness and improve education on alcohol-related crime and harm.

### **The Commissioner will work with partners to:**

- Make alcohol a major focus of local Health and Wellbeing Boards in the coming years.
- Protect and enhance key recovery and support services through better integration, and to improve the availability and outcomes of alcohol treatment arrangements.
- Secure effective management of their Night Time Economy (NTE) areas to reduce harm and boost community safety.
- Expand the pubs and clubs breathalyser scheme across Devon and Cornwall in areas where it is appropriate.
- Effectively deploy the range of legal and licensing measures that are available to address alcohol-related crime and disorder problems, such as Fixed Penalty Notices and Dispersal Notices.
- Ensure that licensing processes are robust and that police concerns are fully considered.
- Support them in examining new ways to address alcohol issues in their licensing areas; including the use of restricted hours, late-night levies and tighter licensing controls.
- Encourage a proactive approach to licensing enforcement, including the use of test purchasing.
- Enhance the local data picture on alcohol-related crime and other impacts of problem alcohol use on our communities.

**Priority 3: To make every penny count in protecting policing for the long term. We need to drive for further efficiency, work to secure more central funding and actively explore all avenues to deliver the significant savings we require from 2017/18 to sustain our services.**

**“I will take significant steps to ensure policing is financially sustainable in the long term. I have allocated substantial sums from our reserves to support policing over the next four years but we will need to have balanced the books by 2018/19. This means that our income must match our expenditure without any further reliance from reserves from this date forward. I will work with the Chief Constable to drive for further efficiency and to actively explore all avenues to deliver the savings we require. We will create significant savings through the Strategic Alliance with Dorset as well as other collaborative ventures. In particular, I will ensure that the market is considered as an option in all appropriate areas and that market principles are adopted throughout police business securing excellent value for the taxpayer. We will generate greater income from our own resources by developing unused properties, through charging for services and by exploring new ways to raise funds to offset the continued budget reductions.”**

Like most public services, policing budgets are being continually squeezed and we face significant financial challenges now and in the years ahead. Government grants to policing are reducing year on year. Our area is already served poorly by the national policing grant – receiving £10 less per head of population than the national grant average and with no additional funds to reflect the impact on policing caused by the influx of tourists each year.

For 2015/16, the Commissioner received £289m to fund policing and community safety work across Devon and Cornwall and the Isles of Scilly - some £9m less than forecast. This places increased pressure on what is already a very challenging efficiency programme looking to find £29m of savings by March 2019. Much good work has already been undertaken but we still need to find the final £10m of this figure.

The Government has continued with its policy of diverting significant funds away from local policing towards national initiatives such as the College of Policing, Her Majesty’s Inspectorate of Constabulary and the Police Innovation Fund. It is clear that central Government funds to local police Forces will continue to fall. The PCC has heard from many people that they do not wish to see these cuts resulting in a reduction in police officer and Police and Community Support Officer (PCSO) numbers. Therefore the PCC is considering whether there is local public appetite for paying more for policing to protect front line services. Any increase that breaches the Government-set council tax cap would require public support via a referendum. This is not a step to be taken lightly and the Commissioner will test public views later in the year before making any final decision.

Efficiency, economy and value for money are not new concepts in the public sector. As we strive to meet these long-term challenges all options will be considered and we will face some

tough decisions. We need to revisit the way policing services are delivered against a background of reduced central funding and growing demand, whilst also looking at ways to bring more money into policing.

The Chief Constable is leading work to develop a sustainable policing model for the next 5 years. This review will look at making the best use of the existing resources based upon a prevention and demand management approach. The PCC will monitor these developments closely whilst the HMIC's new inspection programme will provide an independent view on the effectiveness of this approach.

Aligned to this, further innovation is needed to provide the public with more opportunities to access police services via the web. This will go towards meeting the public's growing expectations whilst also being more efficient and reducing demand on the police. Where savings are identified, we will work closely with the police to ensure we realise those benefits and convert them into real cash savings to reduce our cost base. We will also look into the options open to us to bring more money into policing both by generating receipts through the redevelopment of outdated and unused police buildings and by exploring sponsorship and other fundraising opportunities.

We fully recognise that we are not alone in facing financial pressures of this magnitude and we will continue to work closely with partner agencies, the public, communities and the voluntary sector to identify areas where we can maximise our collective resources. Policing and law enforcement is a fundamental cornerstone of society and we must do all we can to protect policing from shrinking any further. The commercial sector has more experience than the police of dealing with financial fluctuations and continuing to deliver its core business. The PCC believes the time is right to begin to look to how private industry can work with us in finding efficiencies in service delivery. This is not a new idea - the public sector has worked very successfully with the private sector for a number of years. It is accepted that some will find this an uncomfortable step but it is a necessary one in order to protect police officer and PCSO numbers as far as possible. This should be seen as a positive move – using the best of the public and private sectors to enhance services to the public whilst limiting the impact on police numbers.

In 2014 we developed a Financial Roadmap<sup>1</sup> identifying opportunities to deliver savings, increase efficiency and generate additional income through innovative practices. This development work has now been completed and over the coming year we will take forward initiatives in a number of areas to help meet the financial challenge we face, including work to develop unused properties within the police estate to develop them for sale or rental. By developing these sites directly, we can invest more funds in policing. We will also be developing a clear approach to fundraising – exploring wider opportunities to generate funds for policing from both the private and public sectors including areas such as sponsorships and endowments.

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<sup>1</sup> Available on the OPCS website here <http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/The%20Financial%20Roadmap%20-%20March%202015.pdf>



We will also ensure that the Strategic Alliance with Dorset Police delivers the agreed budget reductions to the agreed timescales. During this implementation period, we shall continually challenge to ensure that all further appropriate savings are realised. We believe this bold step will help deliver improved policing services to the public, increase resilience across the peninsula by sharing resources and combining expertise and cut costs through reducing overheads. This will be complemented by a renewed focus on broad collaboration and joint working with the emergency services, local authorities and the private sector where appropriate.

The costs of the Commissioner's Office will remain under regular review to ensure they provide value for money. The second phase of our internal efficiency review will be taken forward in the coming year to bring the OPCC costs below £1.55m by the end of 2015/16.

Alongside this, the Commissioner will continue to lobby at a national level to ensure that our area receives a fairer share of national funding in future years and to secure a greater proportion of money seized from criminals so we can invest it in local policing.

There are a number of emerging crime areas such as cyber-crime, child sexual exploitation, online fraud and the radicalisation of the vulnerable where investment is required to deploy additional resources. In addition to this, criminal investigation is becoming increasingly complex through the opening of historic cases and cross-border investigations. The PCC has asked the Chief Constable to provide a clearer picture of the resource requirements to tackle these emerging threats. In recognising there is a longer-term challenge that cannot be addressed solely through the redeployment of existing resources, the PCC is making an additional £1.2m available over three years to address these areas.

### **The Commissioner will:**

- Implement the Financial Roadmap and continue to keep it under review in order to provide a clear direction for future years to remove the structural deficit.
- Provide financial support (through the use of reserves) to make necessary investments that are required to help us deliver a balanced budget in line with the Medium Term Financial Strategy.
- Continue work on the implementation of the Strategic Alliance with Dorset Police ensuring that business cases are of high quality and that delivery is closely scrutinised identifying and producing quantifiable benefits.
- Lobby our national government to deliver a better police funding settlement for Devon and Cornwall and the Isles of Scilly.
- Improve our funding position by generating new income streams for Devon and Cornwall Police through a clear fundraising strategy and by developing surplus properties within the police estate to maximise their sale or rental value.

- Bid for funds from the Home Office's Police Innovation Fund to support collaboration, partnership working and innovative policing in our area.
- Campaign for a greater share of Proceeds of Crime Act funds to be allocated to police rather than be retained by central government.
- Support our economy by working with the Chief Constable to explore ways in which we can get our highways reopened more quickly following road accidents – including through investment in technology and equipment.
- Ensure value for money in the operation of the Commissioner's office and look to make efficiency savings wherever possible.

**The Commissioner expects the Chief Constable to:**

- Effectively manage the implementation of the Strategic Alliance with Dorset achieving promised savings and other benefits to agreed timescales.
- Work to implement the Financial Roadmap through exploring all options for collaboration, income enhancement and efficiency savings.
- Deliver the efficiency savings already identified, and drive forward the Force's existing change programme to ensure we can realise maximum benefit, including work with regional colleagues across the South West and local partners in the wider emergency services and local authorities.
- Work to make policing more efficient across our area.
- Deliver clear and measurable improvements in productivity by reducing sickness absence, reducing bureaucracy and improving the effective use of IT.
- Work with the PCC to help generate new income streams for Devon and Cornwall Police, in particular by working together on the:
  - establishment of a clear fundraising strategy and
  - development of surplus properties within the police estate to maximise their sale or rental value as a commercial enterprise.

**The Commissioner will work with partners to:**

- Bring forward new ideas and proposals, and help to identify areas where collaboration or new service approaches might deliver savings or generate income - for example, with the Voluntary and Community sector.

**Priority 4: To promote an effective Criminal Justice System for our area, delivering a high quality service for victims, witnesses and society.**

**“I am determined to play an active role in ensuring that the criminal justice agencies work more effectively together to improve the overall service to the public. All of us that are involved in the administration of the system – from the courts, to prosecutors, to the police and probation - must make sure that we provide an effective service that meets the needs of victims, witnesses and our society overall.”**

Criminal justice represents a broad range of complex services and judicial processes provided by a number of different organisations. Criminal Justice System (CJS) partners have a reciprocal responsibility to co-operate in the best interests of the area it serves. The Commissioner has an important role to ensure these organisations collaborate whilst respecting individual jurisdictions.

The PCC welcomes the continued commitment of partners to work together to seek improvements to the service provided to the public and victims of crime. Criminal justice agencies have the collective responsibility for providing a more victim-focused service to the public whilst delivering against substantial efficiency targets within their organisations.

Reprimands, fixed penalty fines, restorative justice and other out-of-court disposals provide the police with an efficient means for dealing with less serious crimes and avoid clogging up courts with minor offences. It is essential for public confidence that such sanctions are used appropriately and proportionately. The PCC will improve the transparency of the use of out-of-court disposals by establishing an independent scrutiny panel to review a cross section of cases in Devon and Cornwall. The scrutiny process will involve expert oversight from Magistrates bench chairs. Further input will be sought from Her Majesty’s Courts and Tribunals Service, the Crown Prosecution Service and Youth Offending Teams.

Since taking office, the PCC has built upon the working relationships between partners whilst criminal justice services have undergone radical transformation. The newly announced Community Rehabilitation Company (CRC) Working Links, will be managing the majority of low to medium risk offenders by delivering new services to rehabilitate offenders and working closely with the National Probation Service to escalate cases where necessary. The CRC is required to work in co-operation with the Commissioner and other agencies to provide an efficient and effective criminal justice service for Devon and Cornwall.

The PCC will also expect the CRC to play its full part in contributing to partnership delivery participating with Community Safety Partnerships, Safeguarding Boards, Youth Offending Teams and to co-operate with Multi-Agency Public Protection Arrangements (MAPPA). Although Working Links is formally accountable to the Ministry of Justice through a contractual arrangement, the Commissioner will expect to see the development of a local performance framework to ensure that local services are being delivered effectively.

Following these significant changes to rehabilitation services, it will be essentially important for the criminal justice delivery landscape to settle and provide a seamless service and protect the public. The Commissioner will look to receive assurance from all statutory agencies that the arrangements put in place are working effectively.

Given the fundamental changes indicated above, the continued pressure on organisational budgets and demand from emerging crime types, this part of the Police and Crime Plan has been refined to the areas of transforming summary justice, mental health, restorative justice, witness services and the use of out-of-court disposals.

Mental health service provision in Devon and Cornwall is inadequate. People in a mental health crisis in Devon and Cornwall are likely to receive a poor and uncaring service. Too often, the police are required to provide care because of deficiencies in NHS provision. The fact that the police are regularly required to detain someone in custody for their safety due to a shortage of NHS beds is unacceptable. Whilst the number of such incidents is reducing slightly, it remains of concern. The shortage of services is receiving national attention with the Government putting pressure on local health commissioners to urgently work to introduce a better service. The PCC and police were instrumental in developing a new Section 136 multi-agency protocol launched in March 2015. In addition, new money from Government to fund custody-based Liaison and Diversion arrangements has helped improve services to the vulnerable.

The PCC has committed over £100,000 of matched funding to continue mental health triage services based in the police control rooms. This service allows frontline officers access to mental health professionals for advice and specific information on the street. This proven model ensures that those people with mental health problems are better directed to effective care destinations such as known family carers or other local provision. We applaud Devon, Torbay and Plymouth health services for providing their matched funding for this service and will continue to discuss with Cornwall NHS providers whether they are content to not have such a scheme in operation.

The CJS must continue to make strides in making better and more widespread use of technology to support services to the public and reduce the time police officers and lead professionals spend away from the frontline. The roll-out of mobile data and 'virtual' courts are a good step forward but must be integrated into a wider improvement to efficient working practices in order for them to bring the financial benefits necessary from the time and cost of investment. Where appropriate, the PCC will use his seat on the National Criminal Justice Council to push for greater action and support in this area.

### **The Commissioner will:**

- Campaign for greater action by partners on mental health to prevent people entering the criminal justice system including the use of street triage and Section 136 arrangements unnecessarily and to ensure Liaison and Diversion schemes are suitably catered for within the criminal justice system.

- Develop a PCC-led out-of-court disposal scrutiny process to make sure they are used appropriately.
- Actively support the digitisation of the CJS through supporting innovation and collaboration opportunities locally and nationally.
- Monitor the handover to the new rehabilitation service providers locally to ensure an efficient and effective service is provided during and after transition.
- Support work to deliver the national improvement plan to transform Summary Justice.

### **The Commissioner expects the Chief Constable to:**

- Work with other agencies to support delivery of an effective Criminal Justice System for our area.
- Ensure that police documentation and inputs into the wider Criminal Justice System are of a consistently high quality and to work with the Crown Prosecution Service to identify and address any process issues.
- Make use of new national data on the outcome of investigations to better understand where there are barriers and blockages, which might prevent the Force achieving successful outcomes for an investigation, and to make improvements as appropriate to address them.
- Ensure the provision of custody services across Devon and Cornwall remains efficient and effective.
- Actively support the delivery of the Transforming Summary Justice plan.

### **The Commissioner will work with partners to:**

- Scrutinise the operation of new rehabilitation services to ensure that they reflect local needs and to escalate any issues as required.
- Ensure provision of the required support for people suffering from mental health issues to avoid them entering the police environment unnecessarily.
- Join the national campaign for a greater level of support for those suffering from mental health issues.

**Priority 5. To deliver a high quality victim support service across our area**

**“I will put victims of crime at the heart of my work. I will champion the interests of victims and will work with the police and partners to deliver high quality services to all victims throughout the whole criminal justice system. I will work to ensure that we understand and meet the needs of victims. In particular, that our services can respond to the complex and diverse needs of vulnerable victims in a timely and effective fashion, to provide the necessary care and help the recovery process.”**

For this Police and Crime Plan, the PCC has chosen to place particular emphasis on the delivery of the new Victims Care service. Being subjected to a crime is harrowing and stressful. Support services need to be readily and freely available at times of need. Victims need access to information and support to aid their recovery and reduce their chances of being a victim again. Victims should also have their needs assessed to ensure the support provided best meets the individual’s requirements.

During 2014, the OPCC undertook a substantial change programme paving the way for a new Victim Care Unit by overhauling the existing service, provided in most cases by a single service, to one incorporating over 60 different charities, voluntary, social enterprise and community groups. The new service, which launched in the spring of 2015, will signpost victims of crime to a wide range of support and care providers to assist them to cope and recover from their experiences.

Victims of the most serious crimes, those persistently targeted and intimidated or vulnerable victims such as children will receive an enhanced service. This is now a legal entitlement under the Victims Code and the PCC will play an important role in ensuring the criminal justice system and service providers fulfil their responsibilities.

The dedicated Victim Care Unit (VCU) will provide victims with a new level of support and ensure compliance with the Victims Code, with vulnerable victims receiving a higher level of care. This is an exciting new approach and presents the opportunity to greatly improve the service to victims. The PCC will be monitoring the delivery of the new service carefully. During the course of the next twelve months the PCC will look to build on and improve the services provided for witnesses.

The commitments to victims also extends in certain circumstances to having a say in the sanction imposed upon the offender(s). Whilst this will not always be appropriate, victims are entitled to receive information about Restorative Justice and where suitable the police must put suitable safeguards in place to protect the victim. The PCC will further develop the Restorative Justice solutions available to victims by working with Community Safety Partnerships to establish and fund improved services in their areas. The PCC is keen to see equality of provision across Devon and Cornwall.

The PCC is committed to ensure the success of this new initiative and will look to partner agencies to fulfil their statutory responsibilities to work with the OPCC to ensure the success of the VCU and to raise awareness of the service.

It is recognised that such a new service represents a bold new approach and one that is in its infancy. To ensure that the service is providing the best care to victims and is fulfilling its requirements in the Victims Code, the PCC will commission a review after approximately one year of the VCU's launch to ensure its effectiveness and identify any areas for improvement.

The PCC is committed to making further progress in giving victims and witnesses greater prominence in the criminal justice system. Progress is being made but more needs to be done to move to a position where the victim's needs are looked at in the round and individual agencies work collectively in the best interests of victims. The Regional Criminal Justice Board is a powerful forum comprising the leaders of the criminal justice agencies in the south west. This Board represents a good opportunity to drive for the improvements that need to be seen. Each member represents an organisation with reciprocal responsibilities for victim care and justice. The PCC will continue to contribute to the good work of this Board and look to all agencies to play its full part in enhancing services.

### **The Commissioner will:**

- Champion victims' interests, nationally and locally.
- Deliver a high quality, effective and improved service for all victims of crime through the Victim Care Unit.
- Improve the options available to victims on how offences are dealt with through commissioning a range of restorative justice solutions.
- Advocate the importance of a victim-focused Criminal Justice System which delivers high quality services for victims and society, according to need.
- Evaluate the new Victims Care Unit after 12 months to ensure victims' needs are being met.
- Drive forward implementation locally of the new National Victims Code.
- Fund wider services which provide support for victims through the commissioning process and directly through funding of Sexual Assault Referral.
- Engage and respond to the views and needs of victims, working closely with support groups and partners to ensure the needs of victims from diverse communities and vulnerable victims are properly understood.
- Ensure that Restorative Justice services are available to victims of crime across Devon and Cornwall, by providing funds through Community Safety Partnerships to co-ordinate and pay for local service provision.

**The Commissioner expects the Chief Constable to:**

- Ensure the operation of an effective and high quality Victim Care Unit and provide appropriate training and support to ensure the service remains efficient and effective.
- Ensure that the needs and interests of victims are well understood within the Force including taking steps to better understand and subsequently act upon the reasons why some victims of domestic violence, sexual violence and hate crime are reluctant to report.
- Put in place arrangements to ensure that victim personal statements can be used within the Criminal Justice System in an effective and timely manner.
- Protect and keep safe vulnerable victims through integrated working arrangements with partners, including the use of co-location, as appropriate.
- Ensure victims of crime are provided with information about Restorative Justice services to meet their entitlement in the Victims Code and that a referral pathway is maintained to enable victims to access restorative justice services.
- Maximise opportunities to divert young people from career criminality through appropriate use of restorative justice outcomes.

**The Commissioner will work with partners to:**

- Promote awareness of the new victims services directory and continue to shape the future of victims' services in our area.
- Improve signposting and referral systems for existing and new services so we can make sure victims get the best possible service according to their need.
- Help protect vulnerable victims, through integrated working arrangements with partners, including co-location.
- Ensure that there are local arrangements in place, via the Community Safety Partnerships, for the receipt of restorative justice referrals and their allocation to service providers to help victims of crime.



**Priority 6: To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer.**

**“I want to ensure that the public are able to play their part in making their neighbourhoods and communities safe. I will work with the Chief Constable to open up the police force to the contributions that the public as volunteers want to make. This is recognition that there is a valid role for members of the public in policing – to bring new skills and new perspectives and to help us to enhance our service.”**

Crime prevention and community safety is the responsibility of every one of us. Individuals and communities have the potential to play a significant role in helping the police to cut crime and to make our areas safer. The financial pressures we face mean we need to look to develop the police volunteering base across Devon and Cornwall.

The Commissioner remains determined to see a transformation in the support and management of people who wish to help their communities stay safe by volunteering with the police. Wider involvement in policing can help build confidence in the police, improve understanding of their work and can also help to aid transparency.

Notwithstanding the good work by current volunteers, the management infrastructure to support them is not yet fully developed. The PCC expects the police to establish an effective volunteer programme supported by appropriate resources and an effective management system. The PCC will be looking to the Chief Constable to provide visible leadership in this area.

Volunteering, whilst undertaken willingly, does not mean it is ‘free’. The well-established Special Constabulary is an example. Specials give their time freely to the police service yet the cost of training, kit and equipment provided to them to carry out their excellent work comes at a financial cost. This is a sound investment and it is on this basis that the Commissioner believes that more can and should be done to encourage the public and the police to work more closely in a wider policing family.

There is already a good base to build upon. Volunteers already provide assistance to the community by monitoring CCTV footage to aid the investigation of crimes, conduct reviews of people detained in custody and undertake community safety awareness raising initiatives such as Speedwatch and Boatwatch. This is a developing picture with more to be done to ensure volunteers are encouraged, welcomed and well supported.

The Commissioner expects the Chief Constable to make available and promote new opportunities for volunteers to support the police by freeing-up officers from tasks that keep them away from the frontline. It is hoped the greater emphasis on prevention will provide further opportunities here. A strategy and supporting arrangements will be put in place and the recommendations from the independent review of police volunteering, commissioned by the PCC in 2014, will be implemented.

The Commissioner is keen to champion the concept of '*Active Citizenry*', the belief that our communities are home to a myriad of skills and abilities that would greatly benefit society when targeted effectively. Organisations, not solely the police, should encourage the public to fulfil the potential that is offered through volunteering. The public should receive more assistance in working to improve their communities through clearer information, better support and genuine encouragement. We want to assist members of the community to work together and propose ways in which they could support community safety initiatives themselves. When a group of people have a well-refined proposal, and with checks and balances in place, we will consider providing small establishing grants to get the wheels in motion to launch a project.

**The Commissioner will:**

- Champion and enable greater involvement by citizens and communities to support policing, and help keep their communities safe including ways to prevent crime occurring.
- Provide grant funding and support, when appropriate, to help initiatives get off the ground.
- Encourage businesses to work more closely with the police to help deter crime and apprehend offenders.
- Maintain the PCC Awards Scheme
- Assess the recommendations from the volunteering in policing review to improve opportunities for community involvement.

**The Commissioner expects the Chief Constable to:**

- Implement approaches that put a greater focus on crime prevention to reduce demand on the police, particularly in peak summer months.
- Develop new ways to work with citizens and communities in policing, crime prevention and community safety and in particular how they can help manage demand on the police.
- Deliver at least 150,000 hours of service per annum by Special Constables distributed across the Force area by the end of the Plan period and take forward the agreed recommendations of the 2015 review of the Special Constabulary.
- Seek new ways of utilising Special Constables in particular to utilise their skills to support delivery in specialist areas and their location to support visible local policing.
- Deliver a significant increase in hours of service per annum by other volunteers (non-Specials) in policing across Devon and Cornwall by the end of the Plan period.

- Ensure the public, local councils and other representative groups have a variety of opportunities to raise neighbourhood community safety matters with the police and partners and that they receive timely answers on the action taken by the police.
- Implement the recommendations from the volunteering review.
- Improve engagement, support and infrastructure within Devon and Cornwall Police to ensure the long term sustainability of volunteering and satisfaction of volunteers.

### **The Commissioner will work with partners to:**

- Improve the opportunities for the public to volunteer with the police and seek their support to implement the recommendations from the volunteering review.
- Ensure the public, local councils and other representative groups have a variety of opportunities to raise neighbourhood community safety matters with the police and partners and can receive timely answers and feedback to partners' issues.
- Assist with the establishing of networks and promote opportunities for the public to participate in policing more effectively through guidance, support and advice.

## **ANNEX 1: PERFORMANCE AND CRIME MEASURES**

*How we will measure success and hold the Chief Constable to account.*

We have identified the overall outcomes that we expect to be delivered by police and other partners in support of each of the six priority areas described in the plan. These are:

1. To make our area a safer place to live, work and visit - reducing the likelihood that people will become victims of crime.
2. To reduce the crime and harm caused by the misuse of alcohol.
3. To make every penny count in protecting policing for the long term.
4. To promote an effective criminal justice system for our area, delivering a high quality service for victims, witnesses and society.
5. To deliver a high quality victim support service across our area.
6. To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer.

To help us to judge progress against these outcomes we have identified a suite of performance measures that we can use to describe where we are on track to deliver these outcomes and more importantly to identify where more work is required to ensure that the level of progress meets the expectation described in the Plan. These measures we have described as headline measures.

However, we understand that in some of the more complex areas of performance a single measure or indicator may mask concerning trends or require additional information to set the information in context.

We are also firmly of the view that while quantitative measures can inform the process of assessing performance against the overarching outcomes, the final judgement of whether we are on track to achieve each outcome needs to be made in context of a range of information both qualitative and quantitative. The power of performance management comes from the narrative debate that supports this.

In reporting against the performance management framework set out below, it is our intention to provide a narrative of the context of the quantitative measures where appropriate, in order to support the judgement of how performance is progressing against the overarching outcome.

There are a number of measures where further work is required in order to develop the measure. These measures will be developed over an agreed timeframe and the attainment level will be determined once a reliable baseline is established. The overall performance framework will be reviewed at regular intervals to ensure that it is supporting effective performance scrutiny in the priority areas of the Police and Crime Plan.

## Outcome 1: To make our area a safer place to live, work and visit – reducing the likelihood that people will become victims of crime.

This priority area is one where we have paid particular attention to the national debate about the reliability of crime data. Reflecting on this debate, we have decided to focus the measures on two different aspects of crime. Firstly, there are the areas of criminality where the Commissioner expects the Chief Constable to continue to deliver reductions. These are offences such as burglary, vehicle crime, violence, criminal damage, theft and shoplifting. The second main area of focus is on those potentially high risk areas of crime where the evidence suggests that victims are sometimes reluctant to come forward to the police. These include domestic abuse, sexual offences and hate crimes. In relation to this second area of crime, the Commissioner is asking the Chief Constable to work effectively with our partners to increase victims' confidence to come forward and report these offences and to ensure that when they do come forward they receive a high standard of support, based on the victim's needs.

In addition to measures of criminality, we have also focused on three key enablers of service delivery, the ability of victims and the public to contact the police to report an incident, a measure of how confident the public are in the service provided by Devon and Cornwall Police, and the Commissioner's commitment to maintaining officer numbers above 3000 in 2015/16.

The review of the service provided in Devon and Cornwall to people calling 101 undertaken by the Commissioner in the last performance year, identified that where a caller managed to get through to someone who could help them, that the service they received was good. However, it also highlighted that for many callers there were significant barriers to getting through to this point. The performance measures that we have identified focus on ensuring a high standard of service throughout the caller's journey from first point of contact through to the service provided in response to the call. The current process for dealing with 101 calls does not allow the amalgamation of the first point of contact with the point at which someone can help the caller. However, this will change in the course of 2015/16 with the implementation of a new telephony system. A transformation of performance in the end-to-end process is anticipated when this happens.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To make our area a safer place to live, work and visit - reducing the likelihood that people will become victims of crime	Victim based crime (excluding domestic and sexual abuse and hate crime)	Improvement in performance is expected - reductions in victim based crime should continue to reflect national downward trends	Total number of recorded crimes per 1000 population	Subject to performance in victim based crime, Domestic Abuse, sexual and hate crime.
			Victim based crime specific to rural areas	TBC data being prepared - due by July 2015

			Victim based crime specific to urban areas	TBC data being prepared - due by July 2015
			Number of recorded domestic burglary offences per 1000 households (1)	Current good performance should be maintained at <1.8 offences per 1000 households
Number of recorded domestic abuse crimes and non-crime incidents	Increased public confidence to report		Victim satisfaction with support and outcome	Surveying commencing April 2015. Baseline to be established by end of July 2015 subject to volume
			Numbers of recorded repeat victims of domestic abuse as proportion of all recorded Domestic Abuse	TBC data being prepared - due by July 2015
			Home Office outcomes framework measure	Baseline to be established by end of July 2015
Number of recorded rape and sexual assault offences	Increased public confidence to report		Victim satisfaction with support and outcome	TBC data being prepared - due by July 2015 subject to volume
			Home Office outcomes framework measure	Baseline to be established by end of July 2015
Number of recorded hate crimes	Increased public confidence to report		Home Office outcomes framework measure	Baseline to be established by end of July 2015
Average time taken to answer Force Enquiry Centre calls	Transformation of performance is required data TBC		Average time taken to answer 101 calls at first pick up	Baseline to be established by end of Sep 2015
			%age of 101 callers satisfied with the overall service	Satisfaction rate of more than 80% is expected
%age of 999 calls answered in target	Current good performance of 87% of 999 calls answered in target should be maintained		Average time taken to respond to prompt and immediate incidents (attended incidents attended in target)	TBC data being prepared - due by July 2015

	Public confidence from Crime Survey of England & Wales question 'Taking everything into account how good a job do you think the police are doing in this area?'	Current good performance of 65% responding 'good' or 'excellent' should be maintained		
	Police officer establishment (above 3000)	Minimum 3,000 officers required at least until May 2016	Proportion of workforce allocated to operational frontline duties	Current good performance should be maintained

1 Domestic burglary is specifically measured as a good proxy for overall police service

## Outcome 2: To reduce the crime and harm caused by the misuse of alcohol.

The evidence is clear that alcohol plays a significant role in offending. It can often make people more vulnerable to becoming a victim. It is a particularly prominent feature of the violent crime landscape in our area with crime records indicating that at least 37% of violent offences are alcohol-related. Considerable work has been undertaken over the last 12 months in order to improve the reliability of the alcohol-related violent crime measure. The latest assessment suggests that compliance in this area is now sufficiently robust for this information to be used to track performance.

Our understanding of this area has developed over the last year and the evidence that we have reviewed indicates a shift towards less serious violence. This shift is apparent in a reduction in the most serious violence category of offending and also in ongoing increases in violence without injury.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To reduce the crime and harm caused by the misuse of alcohol	Number of recorded violence with injury offences per 1000 population (excluding Domestic Abuse)	Improvement in performance is expected by reducing the rate of offending below 6.5/1000 population		
	Number of most serious violence with injury offences per 1000 population (excluding Domestic Abuse) (2)	Improvement in performance is expected with continued reductions		

	Number of recorded violence without injury offences per 1000 population (excluding Domestic Abuse)	Improvement in performance is expected by reducing the rate of offending per 1000 population	Number of recorded violence against the person (excluding Domestic Abuse) offences per 1000 population (3)	Improvement in performance is expected by reducing the rate of offending per 1000 population
	Number of recorded alcohol-related violent crime offences per 1000 population (excluding Domestic Abuse)	TBC data being prepared - due by July 2015		

2 Most serious violence with injury = Grievous Bodily Harm and wounding offences

3 Violence against the person = homicide, violence with injury and violence without injury offences (excluding domestic abuse offences)

**Outcome 3: To make every penny count in protecting policing for the long term. We need to drive for further efficiency, work to secure more central funding and actively explore all avenues to deliver the significant savings we require from 2017/18 to sustain our services.**

In this challenging financial climate, it is essential that we ensure we are taking all necessary steps to deliver sustainable efficiency for the future. We have developed a package of performance measures to better understand and track the progress that is being made. The measures identified in this area have necessarily attracted more formal targets in specific areas in order to ensure that the savings that are required are delivered within reasonable timeframes. In addition, many of the measures will not be delivered by the Force in isolation. Other organisations including the OPCC and Dorset Police will also be accountable either exclusively or in collaboration with Devon and Cornwall Police for delivery.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To make every penny count in protecting policing for the long term	To deliver annual savings from a Strategic Alliance with Dorset of at least £8.4m by March 2019	Deliver agreement on business cases with identified potential to achieve a minimum of £8.4m savings	Increase performance and effectiveness through the implementation of business cases	Total costs per head of population reduce by £5 per head (after excluding all other elements of cost and income change)



	OPCC costs (excluding commissioning)	To maintain operating costs at 2015/16 levels in real terms	Keep OPCC office costs (excluding commissioning) within 0.6% of annual Net Revenue Expenditure	Continued initiatives to reduce cost (4)
	Development of public and commercial fundraising streams	To be fully operational by April 2017	Improvement in income generation	To generate £1m in additional income in the year 2018/2019
			Increase income generation through specified projects	Earned income to increase by 60p per head of population

4 This is dependent on the office not taking on new functions

#### **Outcome 4: To promote an effective Criminal Justice System for our area, delivering a high quality service for victims, witnesses and society.**

Once again, the measures in this area will be delivered in collaboration with the police's criminal justice partners. The reported experiences of vulnerable adults and children held in police cells have rightly provided a focus on reducing the number of Section 136 detentions through closer partnership with health and other partners.

The last year has seen the introduction of a new national outcomes framework that will give greater clarity to the reasons for offences failing to achieve a positive outcome. This will allow us to more effectively identify and address problems. The new framework will focus on ensuring that the right outcome is achieved for each offence. Alongside this we have established data describing the disposals achieved against specific offences. We will assess the profile of outcomes and police disposals for different offence categories to ensure that the right outcome is achieved for every victim without unnecessary delays. This will include an assessment of the use of out of court disposals which will be supported by a defined scrutiny process led by the PCC.

In addition we will monitor performance in two key areas which will support better outcomes and a more efficient Criminal Justice System. These relate to police file quality and the time taken to bring a case to court.

Responsibility for reducing reoffending through rehabilitation of short-term offenders has passed to Community Rehabilitation Companies (CRCs). The PCC has a duty to monitor how effectively rehabilitation services are delivered by CRCs and other partners.

Many of these measures are not delivered by the police in isolation but rather by a coalition of partners working together through the Local Criminal Justice Board.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To promote an effective criminal justice system for our area, delivering a high quality service for victims, witnesses and society	Number of vulnerable adults and children held in police cells as a result of S136 mental health act	Transformation of performance is required in collaboration with partners to reduce number of S136 detentions		
			New outcomes framework measure(s) subject to further development	Variable reporting against specific offences - baseline to be established by end July 2015
			Community rehabilitation company performance in reducing reoffending of short term offenders through rehabilitation	Baseline to be established by September 2015
	Focused police activity to improve file quality	Transformation in performance is expected (data TBC by July 2015)	Reduce time taken between recording the offence and court date	Improvement in performance is expected (data TBC by July 2015)

### Outcome 5: To deliver a high quality victim support service across our area.

The new Victims Care Unit went live in April 2015 and is supporting victims of crime in Devon and Cornwall. It is expected that this will result in significantly more victims with needs being identified and receiving support from both the police through the Victims Care Unit and from partner agencies via support referrals. For this reason, we require a transformation in performance when compared to the previous victim support provision.

All victims should have access to a high standard of service and support, and the Commissioner aspires to ensure that victims in our area are among the best served in the country. The current victim satisfaction measure is based on data provided to the Home Office and although this does allow national comparisons to be made, it only surveys a very limited set of victims. The new Victims Care Unit will support surveying a more extended sample of victims and this data will be developed and eventually replace the current Home Office data in time.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To deliver a high quality victim support service across our area	Number of victims with needs being supported	Transformation of performance is required - victim support figures as baseline	Overall victim satisfaction measured by the Home Office victim satisfaction measure (this will be replaced by a local measure of victim satisfaction with support once baseline data is available)	Improvement in current performance of 83% victims satisfied with the overall experience is expected
	Number of victims being referred to appropriate support agencies	Transformation of performance is required - subject to baseline development by end September 2015		
			Complaints allegation rate per 1000 employees	TBC data being prepared - due by July 2015

## **Outcome 6: To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer.**

The Commissioner expects the Chief Constable to work with him to increase community and citizen engagement in tackling crime and increasing community safety. There are already a number of opportunities including volunteers, special constables, neighbourhood and other watch coordinators and the Commissioner is asking the Chief Constable to increase the diversity of volunteering roles and the contribution from the number of hours worked. The Commissioner is also looking for reassurance that the citizens that give up their time to support the police are satisfied with their personal outcomes. In addition, the PCC is asking the Chief Constable to improve the timeliness of the volunteer recruitment process by reducing the number of volunteers that currently take more than 6 weeks to complete the process.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer	Number of hours of service provided by special constables	Minimum of 150,000 hours required	Satisfaction of specials, volunteers and watch co-ordinators	Baseline to be established by end September 2015
	Number of /hours worked by volunteers	Transformation of performance is required in accordance with the Volunteering Review - Baseline to be established by September 2015	Expansion of diversity of roles available to volunteers	Improvement in performance is expected
			Timeliness of volunteer recruitment process	To reduce number of volunteers whose recruitment process exceeds 6 weeks from interview to commencement

## ANNEX 2: FINANCIAL RESOURCES AND EXPENDITURE

The Commissioner has set a budget and expenditure programme in order to meet the requirements of this Police and Crime Plan whilst recognising the need to make substantial financial savings now and in the future.

The table below illustrates the budget requirement.

<b>Summary</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Base Budget Requirement	289.0	287.7	291.7	291.5
Inflation and other unavoidable commitments	4.2	7.4	3.4	4.7
New Growth Items	0.6	1.2	1.3	0.9
Net Budget before contributions to/from Revenue Support Fund	293.8	296.3	296.4	297.1

The table below illustrates the budget deficit and savings requirements for 2015 to 2019.

<b>Item</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Total Net Budget Requirement before savings	293.8	296.3	296.4	297.1
Funding Available	289.5	284.1	280.7	280.6
Gap to be achieved by identified savings and use of Revenue Support Fund	<b>4.3</b>	<b>12.2</b>	<b>15.7</b>	<b>16.5</b>
Contribution (to)/from Revenue Support Fund	1.8	(7.6)	(10.8)	(3.1)
Savings Identified	(6.1)	(4.6)	(2.6)	(5.9)
Unidentified Savings			(2.3)	(7.5)

## ANNEX 3: GLOSSARY

**APCC** – Association of Police and Crime Commissioners. The national body representing PCCs in England and Wales. The APCC supports PCCs in providing this leadership at a national level. By sharing best practice and identifying opportunities to work together, or paying for services jointly, the APCC helps PCCs be more efficient and effective.

**ASB - Anti Social Behaviour.** The Crime and Disorder Act (1998) defined Anti Social Behaviour (ASB) as “acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household” (as the defendant). Usually relates to incidents (which are not necessarily crimes). When recorded by the police ASB incidents can relate to things such as youth nuisance, abandoned vehicles, nuisance vehicles and rowdy or inconsiderate behaviour. The perception of the caller is considered when classifying these incidents as ASB.

**Best Bar None** – A national awards scheme for all licensed premises recognising the partnerships between the licensed trade, local authorities and police.

**Crime** - An act punishable by law, often used interchangeable with the term ‘offence’.

**CCTV** - Closed Circuit Television

**Code of Ethics** – This code, established by the College of Policing, is the highest-level declaration of the principles and standards of behaviour required by the police service

**CSP** – Community Safety Partnership. The 1998 Crime and Disorder Act established partnerships between the police, local authorities, probation service, health authorities, the voluntary sector and local residents and businesses. The Police work with CSPs across Devon and Cornwall to reduce crime and disorder, consult with people in the area and devise strategies to tackle priority problems.

**CJS** - Criminal Justice System. The collective name given to the agencies responsible for the prevention, prosecution and punishment of crime. The CJS comprises the police, Crown Prosecution Service, Courts, Prison Service, Probation Service and Community Rehabilitation Companies.

**CPS** - Crown Prosecution Service. The CPS is the principal prosecuting authority for England and Wales, acting independently in criminal cases investigated by the police and others.

**CRC** – Community Rehabilitation Company. CRCs will manage lower and medium risk offenders in the community, referring cases to the National Probation Service where there's an escalation of risk. CRC's are run by private sector organisations, large charities and probation mutuals. In Devon and Cornwall the CRC is Working Links.

**CSE** - Child Sexual Exploitation is a type of abuse in which children are sexually exploited for money, power or status.

**Dispersal Notice** – A mechanism whereby a police officer and a Police Community Support Officer has the power to instruct a group of people to leave an area.

**DV** - Domestic Violence. Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

**Financial roadmap** – An exercise to identify the areas of the Police Force that have the potential to make further savings or increase income to support the efficiency requirements for 2016/17 and 2017/18.

**Front-line Policing** - Front-line policing is any activity completed by police officers or police staff directly focused on reducing crime and the fear of crime or bringing offences to justice.

**FTE** - Full-Time Equivalent. This is used to calculate the number of staff employed by hours. For example, one FTE is equal to 37 hours per week.

**Hate Crime** - Hate crime comprises activity involving homophobic and racial crime. It involves any crime where prejudice against an identifiable group of people is a factor in determining who is victimised.

**Health and Wellbeing Boards** – A forum where key leaders from the health and care system work together to improve the health and wellbeing of their population and reduce health inequalities.

**HMIC** - Her Majesty's Inspectorate of Constabulary. HM Inspectors of Constabulary (HMIs) are independent of the police and charged with examining and improving the efficiency of the Police Service in England and Wales.

**LCJB** – Local Criminal Justice Board. The LCJB works to improve the Criminal Justice System in an area and brings together police, Crown Prosecution Service, Courts and Tribunals Service, Her Majesty's Prison Service, Probation and Youth Offending Services.

**Licensing Act** - The Licensing Act 2003 requires licensing authorities to carry out their duties with a view to promoting four licensing objectives; the prevention of crime and disorder; public safety; the prevention of public nuisance; and the protection of children from harm. The Act also provides flexible opening hours for premises, with the potential for up to 24-hour opening, seven days a week, subject to consideration of the impact on local residents and businesses.

**MAPPA** - Multi-Agency Public Protection Arrangements. A partnership of the police, probation trusts and prison service to ensure the successful management of violent and sexual offenders.

**MARAC** - Multi-Agency Risk Assessment Conference. The MARAC process is a countywide strategic response to domestic violence and abuse that aims to increase identification of victims at very high risk of serious harm from domestic abuse; and then to produce a multi agency risk management plan to reduce the risks to victims, their children and any other vulnerable person in the household.

**NTE** – Night Time Economy. Economic activity which occurs between the hours of 6pm to 6am and involves the sale of alcohol for consumption on-trade (bars, pubs and restaurants).

**OPCC** – Office of the Police and Crime Commissioner. The organisation and staff supporting the Police and Crime Commissioner to exercise his responsibilities.

**PCC** - Police and Crime Commissioner. The PCC is a statutory position responsible for the totality of policing in a police Force area. The PCC, who is elected every four years by the public, must maintain a police force, ensure the Force is efficient and effective, publish a Police and Crime Plan setting out the strategic direction for policing, hold the Chief Constable to account for the performance of the police force and set a budget for policing. The PCC must also decide on the amount to raise through local taxation by way of a levy on the police element of the council tax.

**PCSO** - Police Community Support Officer. PCSOs are uniformed staff with a range of powers to work closely with regular officers as part of a neighbourhood policing team. Their role is to provide a highly visible and reassuring presence across the area.

**POCA** - Proceeds of Crime Act. Legislation enabling criminal justice partners to seize criminal assets

**Police and Crime Panel** – A board of local authority councillors and independent members whose role it is to scrutinise the actions and decisions of the Police and Crime Commissioner. In particular, the Police and Crime Panel has the power to veto the proposed precept on the Council Tax and a proposed candidate for the position of Chief Constable.

**RCJB** - Regional Criminal Justice Board. RCJB's task is to harness the collective resources and expertise of organisations across the south west to bring more offenders to justice, support victims of crime and witnesses and to provide rehabilitation services which persuade people to turn away from a criminal lifestyle.

**Safeguarding** – The duty on public bodies to work together to protect vulnerable people and keep them from harm.

**Special Constable** - Special Constables are volunteers who work to support regular police officers. Specials are an important link between regular police officers and the community. They have the same powers as regular officers and wear a similar uniform.

**Strategic Alliance** – A formal agreement between Devon and Cornwall Police and Dorset Police to improve services and reduce overheads. The aim of the Alliance is to sustain the



delivery of local policing and other frontline services. The Strategic Alliance is not a merger or a takeover.

**SPR** - Strategic Policing Requirement. A framework against which local police Forces are required to provide resources to support national policing demands.

**VCSE** – Voluntary, Commercial and social enterprise organisations.

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## **RECOMMENDATIONS MADE BY PLYMOUTH IN RESPONSE TO THE POLICE & CRIME COMMISSIONER'S PROPOSALS FOR A REFRESH OF THE POLICE & CRIME PLAN FOR 2015/16.**

In the main, recommendations made by Plymouth to the Police and Crime Commissioner have been taken account of to a greater or lesser extent. What follows are the recommendations from Plymouth that do not appear to have been taken account of/included in the refresh which Safer Plymouth are invited to discuss:

### PLYMOUTH'S UNIQUE CHARACTERISTICS:

- The Refresh did not include the fact that Plymouth has a quarter of the crime in Devon and Cornwall and, therefore, Policing resources need to continue to reflect this.
- No mention made in the Refresh of Welfare Reform and its potential for associated rises which are likely to be disproportionate in Plymouth to other areas across the force.
- Whilst the issue of domestic abuse has been given more prominence in the Refresh, the disproportionate level of domestic abuse in Plymouth not mentioned.
- Are Safer Plymouth of the view/satisfied that the performance measures in the Refresh are sufficiently SMARTer?

### OTHER POINTS:

- *(Bullet Point 4 in Plymouth's letter)* Still not clear how the Force will balance enhanced capacity and capability around the issue of Cybercrime without impacting on 'visible' frontline policing at a time of unprecedented cuts/stretched resources.
- *(Bullet Point 5 in Plymouth's letter)* It has not been made clear how the resource shift from 'reaction' to 'prevention' will be delivered, and how the Prevention Directorate will join up with existing local delivery – eg Plymouth Safeguarding Adults/Children's Board, CSP and Health and Wellbeing Board.
- *(Bullet Point 7 in Plymouth's letter)* No response received as to what explicit support the P&CC could offer in respect of local activity to address ASB, low-level volume crime, and community safety issues.
- *(Bullet Point 8 in Plymouth's letter)* No response in respect of what support the P&CC might give in respect of rolling out local proactive engagement with the public to gather their views/address their priorities.
- *(Bullet Point 11 in Plymouth's letter)* Concern that the P&CC may seek to ask the public to pay more for keeping up Police numbers – including the possibility of triggering a referendum. No transparent evidence provided/mention in the Refresh of how police officers will be deployed fairly and proportionately across the peninsula based on evidence of need.
- *(Bullet Point 12 in Plymouth's letter)* Have not been responded to yet on how the Strategic Alliance will assist with unlocking efficiencies.
- *(Bullet Point 13 in Plymouth's letter)* Not fully answered. Refresh only alludes to 'additional hours' by other volunteers in policing across Devon & Cornwall – no mention of Neighbourhood Watch.
- *(Bullet Point 14 in Plymouth's letter)* No mention of Preventing Violent Extremism in the Refresh or the 'Prevent Duty'.
- *(Bullet Point 15 in Plymouth's letter)* The P&CC is citing at the beginning of his refresh that the 101 service has been over-hauled successfully – what evidence is there of this?
- The three areas of the original Police and Crime Plan that Plymouth are unclear what progress or activity has been undertaken – this has not been answered or included in the Refresh.

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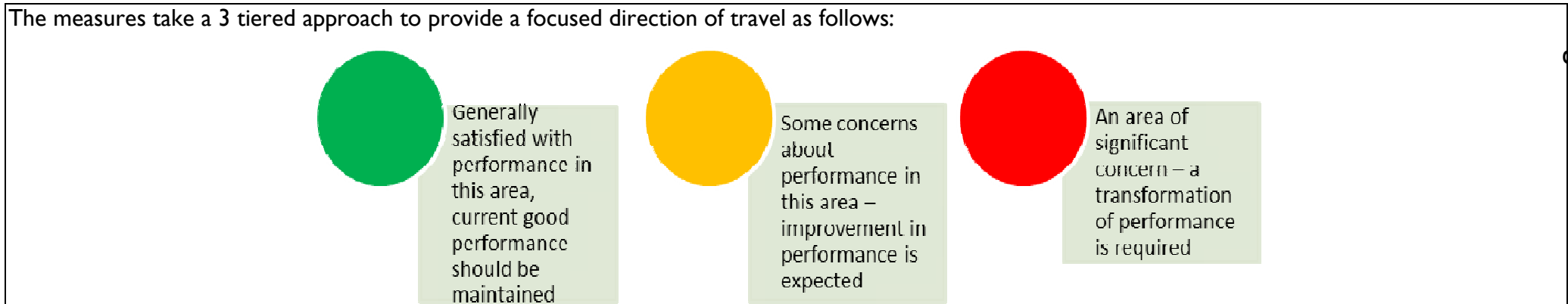
# PERFORMANCE REPORT Safer Plymouth Partnership Thursday 28 May 2015



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  - Reduce Serious Acquisitive crime (monitoring levels only)
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  - % Satisfaction rate of those who engaged with the ASB Victim Champion Service
  - Increase number of racist, disablist, homophobic and faith incidents reported
  - Increase the % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents
4. Performance on Strategic Assessment Recommendations

To demonstrate how we are performing, we have now adopted the Police and Crime Commissioner’s performance framework as illustrated below:



## 1. EXCEPTION ITEMS:

### **KEY RISKS AND PERFORMANCE ISSUES, BY EXCEPTION, INCLUDING ANY HIGHLIGHTED BY CHAIRS OF DELIVERY GROUPS**

#### **Closing the gap in overall crime between the 10 neighbourhoods with the highest crime rates and the city average per 1,000 population**

##### **SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA: (within 15% of performance measures) - (2014/15 performance measure - “gap of not more than 76.2”)**

- For the period 2014/15 we have seen an overall reduction of 0.5% (-85 crimes) in overall crime recorded compared to the same period last year.
- At the end of the year the difference between the gap and target stay the same and therefore is amber. At the end of March the gap was 77.40 against a target gap of 76.2.

#### **Reduce Violence with Injury (excl DA)**

##### **SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA: (within 15% of performance measure) - (2014/15 performance measure - not more than 1705 crimes)**

- For the period 2014/15 we have seen an overall increase of 9% (+160 crimes) in Violence with Injury (excluding DA). This represents no change in the position at the end of quarter 3, when we were also recording a 9% increase.

#### **Increase Reporting of Domestic Violence (Crimes and Incidents)**

##### **SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA: (within 15% of performance measure) - (2014/15 performance measure - record more than 7102 crimes)**

- For the period 2014/15 we have seen an overall reduction of 7% (-515) in overall crime/ incidents recorded compared to the same period last year. The number of DA related Crimes increased by 1.8% but the overall reduction is driven by a reduction in the number of non-crime incidents of 12%.

#### **Reduce the rate of Anti-Social Behaviour incidents**

##### **GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of not more than 10,298 Incidents)**

- For the period 2014/15 we have seen a reduction of 2% (-235) compared to the same period last year.
- Levels of ASB continued to fall in January and February but increased in March, which follows an expected seasonal trend.

#### **Reduce Serious Acquisitive Crime – MONITORING ONLY**

##### **SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA**

- For the period 2014/15 we have seen an increase of 2.9% (+56) compared to the same period last year.
- The change to an increase is driven by very low crimes between September and March last year, reductions that we are not recording in 2014/15.

**Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service (target 300)**

**GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of 300 vulnerable victims seen)**

- In 2014/15 314 victims of ASB have been seen by the vulnerable victim service. Therefore we achieved the annual figure of 300 which would be an increase on the number of victims seen in 2013/14. The satisfaction rate of these vulnerable victims continues at 96%.
- Numbers seen have dropped significantly since July, however the service is due to promote itself again shortly, including a PCSO refresher course.

**Satisfaction rate of those who engaged with the ASB Victim Champion Service (measure 90%)**

**GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of 90% satisfaction rate)**

- At the end of September satisfaction rate is 96% against a target of 90%. The satisfactory rates have not been reported upon since September.

**The number of racist, disablist, homophobic and faith incidents reported**

**GENERALLY SATISFIED WITH PERFORMANCE**

(Plymouth City Council performance measure) In 2014/15 we recorded 617 incidents. This means we have exceeded the target this year of 610.

**The % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents**

**SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA**

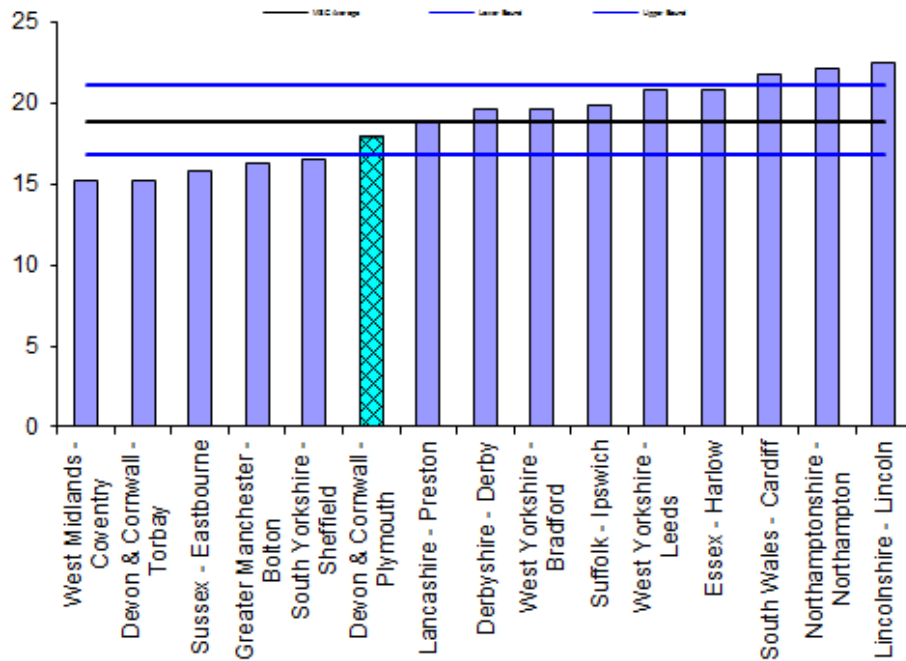
(Plymouth City Council performance measure) At the end of the year the satisfaction rate is 89%, this compares to a figure of 90% for the same period in 2013/14 and slightly misses the target of 90%.

**FINANCE & RESOURCES**

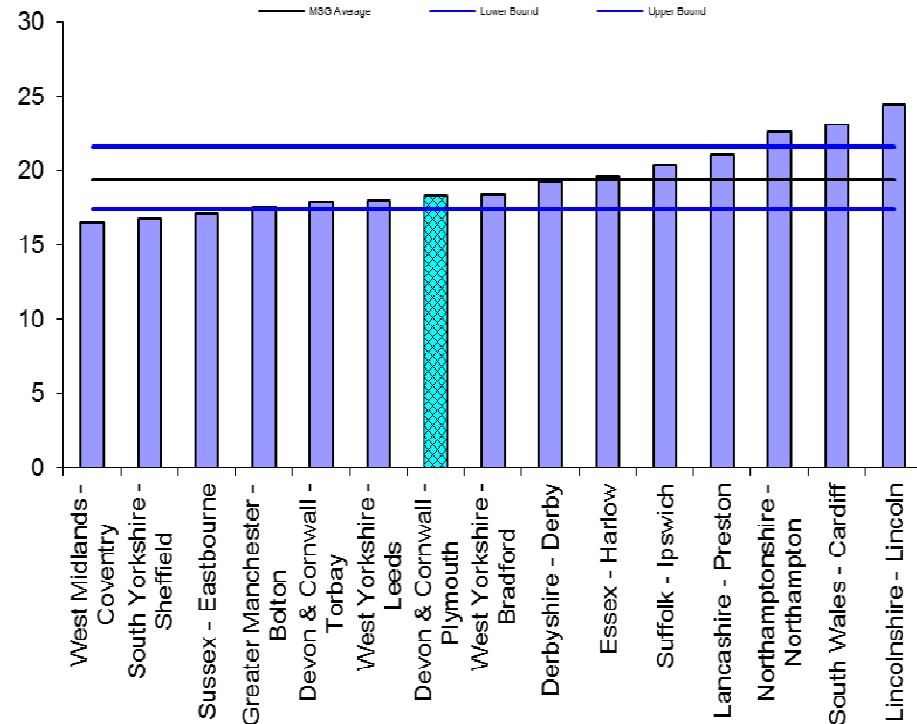
These will be items on the Agenda.

## 2. CURRENT OVERALL FAMILY GROUP POSITION:

iQuanta Barchart MSG - Crimes per 1000 Residents  
All Crime 01 January 15 – 31 March 2015



iQuanta Barchart MSG - Crimes per 1000 Residents  
All Crime 01 June 14 – 31 August 2014



The Home Office has recently reviewed it's iQuanta area groupings therefore our most similar family group has changed. Plymouth's position among these new comparator CSP areas has improved. At the end of August Plymouth was placed 7<sup>th</sup> of 15, this has improved to 5<sup>th</sup> place at the end of November.



### 3. PERFORMANCE MEASURES:

#### Closing the gap in overall crime between city rate and priority neighbourhoods

**SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA (within 15% of target) - (2014/15 Target gap of not more than 76.2)**

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Gap 2014 - 2015			76.3	6.90	13.50	19.60	26.40	32.50	39.30	45.80	52.20	58.40	64.20	70.60	77.40
Target Gap 14/15				6.35	12.7	19.05	25.4	31.75	38.1	44.45	50.8	57.15	63.5	69.85	76.2
All crime 2013 - 2014 monthly				1458	1671	1628	1707	1712	1561	1533	1490	1501	1454	1482	1710
All Crime Culmative 2013 - 2014				1458	3129	4757	6464	8176	9737	11270	12760	14261	15715	17197	18907
All crime 2014 - 2015 monthly	21081	18,713	18,953	1612	1546	1628	1583	1507	1549	1566	1554	1618	1486	1493	1680
All Crime Culmative 2014 - 2015	21081	18,713	18,953	1612	3158	4786	6369	7876	9425	10991	12545	14163	15649	17142	18822
% difference in All Crime 13/14 - 14/15				10.56%	0.93%	0.61%	-1.47%	-3.67%	-3.20%	-2.48%	-1.68%	-0.69%	-0.42%	-0.32%	-0.45%

#### To reduce Violence with Injury (excluding DA)

**SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA (within 15% of target) - (2014/15 Target of not more than 1719 crimes)**

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Actual 2013 - 2014			1720	142	163	137	145	140	141	159	139	154	115	141	130
Actual 2014 - 2015				151	156	167	155	161	135	175	164	170	131	124	178
Target 14/15				141	304	441	586	726	867	1026	1165	1319	1435	1576	1706
Monthly Actual 13/14				142	163	137	145	140	141	159	139	154	116	141	130
Cum Actuals 13/14			1720	142	305	442	587	727	868	1027	1166	1320	1436	1577	1707
Cum Actuals 14/15				151	307	474	629	790	925	1100	1264	1434	1565	1689	1867
% difference in Actuals				6%	1%	7%	7%	9%	7%	7%	8%	9%	9%	7%	9%

**To Increase Reporting of Domestic Violence. (Crimes and Incidents)**

**SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA (within 15% of target) - (2014/15 Target gap of more than 7103 crimes)**

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Actual 2013 - 2014			7103	487	574	585	713	679	573	597	542	640	544	533	635
Actual 2014 - 2015				542	572	625	662	564	528	519	544	587	480	488	476
Target 14/15				488	1062	1647	2360	3039	3612	4209	4751	5391	5935	6468	7103
Monthly Actual 13/14				487	574	585	713	679	573	597	542	640	544	533	635
Cum Actuals 13/14				487	1061	1646	2359	3038	3611	4208	4750	5390	5934	6467	7102
Cum Actuals 14/15				542	1114	1739	2401	2965	3493	4012	4556	5143	5623	6111	6587
% difference in Actuals				11%	5%	6%	2%	-2%	-3%	-5%	-4%	-5%	-5%	-6%	-7%

**To reduce the rate of Anti-Social Behaviour incidents**

**GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 Target of not more than 10,298 Incidents)**

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Actual 2013 - 2014	14342	10291	10299	769	934	967	1134	981	857	897	806	765	698	615	877
Actual 2014 - 2015				808	882	1023	1056	915	982	850	755	682	639	642	831
Target 14/15				768	1702	2669	3803	4784	5641	6538	7344	8109	8807	9422	10299
Monthly Actual 13/14				769	934	967	1134	981	857	897	806	765	698	615	877
Cum Actuals 13/14				769	1703	2670	3804	4785	5642	6539	7345	8110	8808	9423	10300
Cum Actuals 14/15				808	1690	2713	3769	4684	5666	6516	7271	7953	8592	9234	10065
% difference in Actuals				5%	-1%	2%	-1%	-2%	0%	0%	-1%	-2%	-2%	-2%	-2%

**Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service and Satisfaction rate of those who engaged with the ASB Victim Champion Service**

**GENERALLY SATISFIED WITH PERFORMANCE - (2014/15 performance measure of 300 vulnerable victims seen)**

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
<b>Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service (target 300)</b>																
Actual 2013 - 2014				New Measure												
Actual 2014 - 2015				54	60	38	51	18	21	9	16	4	18.00	9.00	16.00	
Target 14/15				25	50	75	100	125	150	175	200	225	250	275	300	
Cum Actuals 14/15				54	114	152	203	221	242	251	267	271	289	298	314	
<b>Satisfaction rate of those who engaged with the ASB Victim Champion Service</b>																
Actual 2013 - 2014				New Measure												
Actual 2014 - 2015						96%	94%	99%	96%							
Target 14/15				90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	

**To reduce Serious Acquisitive Crime**

**NO PERFORMANCE MEASURE BUT SOME CONCERNS ABOUT PERFORMANCE IN THIS AREA – MONITORING ONLY**

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Actual 2013 - 2014	2802	2244	1969	190	208	222	146	177	140	132	127	120	166	162	171
Actual 2014 - 2015				179	155	182	139	162	198	154	168	163	170	171	176
Cum Actuals 13/14				190	398	620	766	943	1083	1215	1342	1462	1628	1790	1961
Cum Actuals 14/15				179	334	516	655	817	1015	1169	1337	1500	1670	1841	2017
% difference in Actuals				-5.8%	-16.1%	-16.8%	-14.5%	-13.4%	-6.3%	-3.8%	-0.4%	2.6%	2.6%	2.8%	2.9%

The number of racist, disablist, homophobic and faith incidents reported and The % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents

**GENERALLY SATISFIED WITH PERFORMANCE (2014/15 performance measure of more than 610 Incidents)**  
**GENERALLY SATISFIED WITH PERFORMANCE (90% satisfaction rate)**

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
<b>The number of racist, disablist, homophobic and faith incidents reported</b>															
Cumulative average 13/14				51	106	144	192	247	300	347	390	444	496	551	603
Cumulative average 14/15		569	603	55	109	152	208	247	292	354	408				
Target required				51	102	152	203	254	305	356	407	457	508	559	610
<b>The % satisfied with outcome of reported racist, disablist, homophobic, faith &amp; belief incidents</b>															
Cumulative average 13/14				88.23%	88.23%	89.12%	89.61%	89.44%	89.45%	89.28%	89.75%	88.82%	88.73%	88.95%	88.86%
Cumulative average 14/15		89%	89%	86%	89%	90%	90%	90%	90%	90%	90%				
Target average				90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%

## 4. Performance on Key Strategic Recommendations from the 2013/14 Strategic Assessment

The following are the agreed key strategic recommendations for the Safer Plymouth Partnership for 2013/14:

1. Agree the following as priorities for 2014; Violence with Injury (excluding Domestic Abuse), Domestic Abuse, Anti-Social Behaviour, Hate Crime, Sexual Violence Reducing Re-offending and Serious Acquisitive Crime.	
2. Utilise partnership intelligence to monitor levels of Violence without Injury and Acquisitive crime (including Shoplifting), and respond to the increase in these crime types.	
3. A solution is found to securing/ mainstreaming activities that support the most vulnerable victims of anti-social behaviour i.e. Vulnerable Victims Champion	
4. All 'indicated' partner contributions need to be confirmed/ secured in order to deliver all elements of the enhanced/ increase Domestic Abuse service provision. Failure to do so will negatively impact on the service specification and result in a reduced service.	
5. Funding for continuation of SARC services need to be confirmed/ secured in order to deliver all elements of the current service and to increase the provision for children.	
6. Support and deliver the outcomes in Plymouth from Alcohol Strategy and Commissioning Plan given the impact of alcohol on each of the priorities outlined above.	
7. Continue with a proportionate programme of work to prevent violent extremism.	
8. Support the activities and priorities in the "Early Intervention and Prevention Strategy 2012-2015 For Children, Young People and Families" particularly those interventions that will have a positive effect in preventing and protecting young people from becoming involved in crime and risk-taking behaviour.	
9. Monitor the local impact of Welfare Reform and ensure that partners' plans and interventions are supported. That minimise the impact on individuals and families that may result in/lead to increases in criminal activity, for example serious acquisitive crime, domestic abuse, violent crime and substance misuse.	
10. Maintain the integrated Police/Probation model by retaining the IOM team for prolific re-offenders and establishing a co-located Multi Agency Public Protection Team	
11. Ensure that Safer Plymouth responds to the Police and Crime Commissioner's process for a 'self-assessment' in a way that ensures and maintains the offer to Plymouth for 3-year funding as outlined in the Police and Crime Commissioner's Commissioning Plan. To also maintain a strong relationship with the Police and Crime Commissioner that continues to ensure the prioritisation of Plymouth regionally.	
12. Continue to play an active role in supporting the work of the Devon and Cornwall Police and Crime Panel (currently hosted by Plymouth) and support Plymouth City Council in reaching a decision by March 2014 as to whether to continue to host, and in light of further funding announcements from the Home Office.	



**SAFER PLYMOUTH PARTNERSHIP – PERFORMANCE MEASURES FOR 2015/16****DISCUSSION PAPER**

The following indicators are for discussion at Safer Plymouth, work will continue to work up performance targets and these will be shared with the board for final sign off post May 28<sup>th</sup>. The local authority and partners are going through a period of reviewing performance indicators and it is worth noting that as a result of this there may be additional performance indicators to be presented to Safer Plymouth at a later date.

<b>Indicator Name</b>	<b>PERFORMANCE MEASURE</b>
<b>Close the Gap between the 10 neighbourhoods with the highest crime rates and the city average per 1,000 population</b>	<p><u>Aim:</u> To reduce the gap between the city rate/1000 and the rate for the 10 priority neighbourhoods using the 2013/14 out-turn as a baseline.</p> <p>For consideration;</p> <p>Q. Do we want to retain 13/14 as the baseline? Or change to 14/15?</p> <p>Q. Do we want to retain the 10 neighbourhoods or change based on 14/15 out-turns – this would see Morice Town and Estover, Glenholt &amp; Derriford East in the priority 10 and Whitleigh and Honicknowle drop out.</p>
<b>Violence related Indicator</b>	<p><u>Aim:</u> The ENTE and Alcohol harm reduction group will be looking to identify a new indicator that looks to link in with the Families with a Future outcomes framework.</p> <p>For consideration:</p> <p>That Safer Plymouth board members agree that this delivery group continues to work towards a new indicator.</p> <p>Q. Are Safer Plymouth happy that any new indicators will be supplemented by the monitoring of Violence levels?</p>
<b>Number of professionals in receipt of DASH training</b>	<p>This indicator is suggested to track the numbers of people in the city who have been in receipt of DASH training. The training fits in with the city's aim to raise awareness of Domestic Abuse but also to raise awareness of services available to victims of domestic abuse.</p> <p>Increased roll out of training will contribute to the long term outcomes of improved reporting of domestic abuse.</p> <p>For consideration:</p> <p>Q. Are Safer Plymouth happy with this as a proposed indicator relating to Domestic Abuse?</p>

<p><b>Increase in referrals to Domestic Abuse services</b></p>	<p>This indicator is suggested as a method of obtaining further evidence of the increased awareness of domestic abuse and available services. Any target increase will be negotiated with the service provider as part of their contract. It is proposed that this indicator will be supplemented by the monitoring of first time referrals to PDAS.</p> <p>For consideration:  Q. Are Safer Plymouth happy with this as a proposed indicator relating to Domestic Abuse?</p> <p>Q. Are Safer Plymouth happy that any new indicators will be supplemented by the monitoring of Domestic Abuse crimes and incidents?</p>
<p><b>Number of vulnerable victims assessed as appropriate for support by the ASB Victim Champion Service</b></p>	<p>This indicator looks to track the numbers of people who do engage with the service. What defines engagement is to be defined by the Community Safety team.</p> <p>For consideration:  Q. Are Safer Plymouth happy with this as a proposed indicator relating to supporting vulnerable victims of ASB?</p>
<p><b>% of vulnerable ASB victims whose quality of life score has improved by using an Outcome/ Empowerment Star tool.</b></p> <p><b>And</b></p> <p><b>Service User Satisfaction</b></p>	<p>This indicator compliments the one above and aims to look at what impact the vulnerable victim service has directly on clients who use the service by measuring 'distance travelled' from point of entry into the service. To map the client's overall distance travelled, the service will focus on some or all of the following:</p> <ul style="list-style-type: none"> <li>• Health and wellbeing</li> <li>• Safety</li> <li>• Support networks</li> <li>• Housing</li> <li>• Finances</li> <li>• Legal issues</li> <li>• Children</li> <li>• Confidence and self-esteem</li> </ul> <p>People who have used the service will at point of exit be asked to feedback on the impact that the service has had. As a new indicator 2015/16 will be used as a baseline setting year.</p> <p>For consideration:  Q. Are Safer Plymouth happy with these as a proposed indicator relating to supporting vulnerable victims of ASB?</p>
<p><b>Serious Acquisitive Crime – monitor levels only</b></p>	<p>Safer Plymouth will continue to receive monitoring updates on the levels of serious acquisitive crime throughout the year.</p>



<p><b>Community Rehabilitation Company Offenders sentenced to more than 1 day – less than 12 month licence</b></p>	<p>The Dorset, Devon and Cornwall CRC have in place a number of process related measures that will be monitored internally.</p> <p>It is suggested that as well as ‘levels of reoffending’ as a measure, that Safer Plymouth could monitor the measure the CRC has in relation to offenders on more than 1 day/less than 12 month licences – who are known to be the most likely to reoffend. The CRC must ensure that a minimum of 75% of this cohort do not go back to court for revocation of an order at any time. This would be viewed as a positive ‘outcome’ for offenders that they don’t have their licence revoked/return to prison, and would demonstrate that the CRC is putting in quality interventions to prevent such occurrences. Further, and significantly, anything less than 75% carries a considerable penalty (£1.5M a quarter).</p> <p><u>Action:</u> To have dialogue with the CRC to fully understand the processes around the reporting of these performance indicators and to seek agreement with CRC that these indicators will be reported to Safer Plymouth on an exception basis.</p>
<p><b>Hate Crime</b></p>	<p>It is proposed that there will be retained some indicators that relate to Hate crime. These are currently under discussion as part of a performance review within the Learning and Communities department.</p> <p>The current indicators relate to the increase in reporting of Hate crime, and the satisfaction rates of those people reporting the hate crime.</p> <p>For consideration: Once these indicators are agreed they will be shared with Safer Plymouth for approval.</p>

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# **REPORT: Collaborative Enforcement Pilot – Update**

**DATE: 28<sup>th</sup> May 2015**



## **Purpose of the report:**

The purpose of this report is to provide Safer Plymouth with an update on the Collaborative Enforcement Pilot.

Members of Safer Plymouth are asked to consider the report.

## **Introduction**

The protection of our local communities and environment is in part determined by the enforcement of legislation by a variety of agencies. Primarily this is the responsibility of the Council and the Police.

A Collaborative Enforcement Pilot between Devon and Cornwall Police and Plymouth City Council was approved by the Cabinet of Plymouth City Council in December 2014.

A report was received by Safer Plymouth at the end of January 2015 which established the role of Safer Plymouth in the overview and Governance of the Pilot.

The purpose of the pilot is to understand the benefits and challenges faced by collaborative enforcement across the City. The Pilot is a mechanism for identifying and then over coming cultural, systemic, legal and financial barriers that restrict opportunities for and the effectiveness of collaborative working. It enables us to understand what works and what doesn't work in a discreet area of the city and then to establish a framework for a way of working that can be applied across all parts of the City.

## **Collaborative Enforcement**

The intention of collaborative working is to increase the range of interventions available to the Police, the Council and other agencies that can be used to improve the lives of residents. Collaborative working will increase intelligence and information sharing.

Effective enforcement, in many cases, is dependent on seeing the offence take place, of simple evidence gathering or an ability to challenge members of the public about their behaviour. Success requires a visible presence on the streets capable of witnessing offences and on officers in uniform who can challenge public behaviour with a broad range of enforcement tools.

These principles of collaborative enforcement are: -

- Don't walk by.
- Shared problems and shared solutions.
- A readily recognisable Plymouth enforcement presence.
- Structured Information gathering and sharing.
- Shared intelligence and analysis
- Joint tasking based on evidence
- Joint priorities

- Coterminous boundaries.

The Pilot is initially limited to D&C Police and the Council but it has been structured to be extendable to other agencies such as Registered Social Landlords, the Fire Service, the private sector, the voluntary sector and the community.

### **Governance of the Pilot**

Safer Plymouth has agreed to oversee the pilot. Safer Plymouth has a support and challenge role. The knowledge of the membership will be useful in an advisory capacity and some members may wish to be involved within the pilot.

The programme manager for the Pilot will be the Director of Public Health who is chairman of the Pilot Board. It was envisaged he would be supported by a project board, consisting of:-

- Police Superintendent.
- Head of Public Protection Service
- Community Safety Partnership
- Assistant Director for Street Services
- Legal Services
- Transformation
- Housing Association

The Board will oversee the operation of the Pilot. Regular performance and updates from the Pilot Board will be provided to Safer Plymouth to ensure that the group maintain adequate oversight and challenge of the pilot.

On completion of the pilot, Cabinet requested that Safer Plymouth work with the Your Plymouth Scrutiny Panel and recommend how the pilot could be implemented across the City.

The Pilot Board has created an Operational Leaders group currently. Their role is to establish necessary work streams, implement projects using the operational model, identify operational problems and find sustainable and scalable solutions. The Operational Leaders group reports to the Pilot Board.

### **The Enforcement Pilot**

In order to establish a good evidence base and test new ways of working, the Pilot has set out to undertake two different but linked projects.

- Project 1 based in the St Peter and Waterfront neighbourhood.
- Project 2 is a project to understand, co-ordinate, and establish effective systems for the delivery of the Anti-social behaviour (ASB) legislation which came into effect in October 2014.

Many of the work streams necessary to utilise the new ASB powers will also inform improved methods of collaborative working.

The working model for the Pilot established five work streams;

- 1) To understand the issues affecting our communities;
- 2) To understand what resources we have available to the pilot and what legislative tools we can use and how we can best deploy them;

- 3) To design a solution following the objective assessment of where resources are best deployed;
- 4) To implement the solution with the resources in scope for the Pilot but also by partners and the wider community;
- 5) Evaluation of the effectiveness of the actions taken by measurement against the original problem profile that has triggered action.

The operational framework that ultimately comes from the Pilot has to take account of the low resources and competing priorities.

The solutions adopted by the Pilot have to be sustainable and to be scalable across all areas of the City.

### **Progress to date**

The Pilot has been running for three months. In this period the Pilot Board and the Operational Leaders group have been created and initial terms of reference have been agreed. The membership, reporting mechanisms and operation of these groups will be refined in response to the dynamic environment that Council and the Police are working within.

For example the Public Protection Service has cut 9 posts in this period.

Due to the limitations of existing resources and of the need to identify scalable solutions, the Pilot will initially seek to work with existing processes, organisations and mechanisms rather than creating new / unique solutions. Where existing arrangements are found to be inadequate, new solutions may have to be created.

### **Work Stream I Problem Profiles**

The Pilot is looking at mechanisms that will enable us to identify the issues affecting our communities. The Pilot will seek the help of different participating organisations and the wider community to: -

- Identify existing information and intelligence systems and any gaps
- Develop systems for gathering, recording and reporting information / intelligence.
- Develop systems /protocols for sharing and analysing information and intelligence within organisational and legal constraints.

The initial work has focussed on: -

- Intelligence analysis of complaints data held by the Council and by the Police.
- Examination of ward member casework logs.
- Consideration of Have Your Say / Neighbourhood Liaison meetings.
- Consideration the effectiveness of and the data from previous Operation Vocal exercises and the commissioning of a joint Operation Vocal exercise.

This has raised further work streams in relation to: -

- (i) The legal mechanisms that enable data sharing and the creation of data sharing protocols.
- (ii) The culture challenges of data sharing.
- (iii) Secure communication mechanisms and access to those.

- (iv) Data recording and data retrieval
- (v) The collation and analysis of data / information and intelligence recorded and stored in different systems.
- (vi) Information recording.
- (vii) Intelligence sharing mechanisms and intelligence classification.

Other options yet to be followed up include engagement with other community based agencies / groups and engagement with ward councillors.

### **Work Stream 2 Solution Analysis**

In this phase we are working through specific problems so we can understand what resources we have available to the pilot and what legislative tools we can use and how we can best deploy them.

The Operational Group were conscious that until Work Stream 1 had identified community problems work streams 2,3 , 4 etc. were not being undertaken and consequently essential learning was not happening.

To stimulate working and learning, we have adopted projects already underway or projects that were showing as problems within the community following early analysis of the data held.

These projects are: -

- Eyesore Gardens
- Legal Highs project,
- Parking
- Abandoned Vehicles

This has raised the following work streams; -

- (i) Cross warranting of PPS Enforcement Officers with planning enforcement powers.
- (ii) More detailed analysis of the reason why residents complain about parking. For example is it pressure created by visitors to Royal William Yard? Is it because we have issued many more residents passes than spaces allocated?
- (iii) The design of new processes, training and cross warranting to enable more effective enforcement on abandoned vehicles.
- (iv) Development of joint contracts for collection of vehicles.

### **Reporting Framework**

A provisional structure was created that was intended to allow oversight and guidance at tactical and strategic level, with final reporting to Safer Plymouth. This has not entirely functioned as anticipated.

The Pilot will continue to operate and re-assess the project framework to ensure that it is fit for purpose.

The first 3 months of the project have highlighted a number of challenges and some opportunities for collaborative enforcement. The known challenges and the uncertainty regarding future public sector funding make accurate project monitoring difficult at this early stage of the project. In

essence we are still exploring the feasibility of collaborative enforcement. Specific practical examples have been described and new opportunities will be taken forward as they arise. Each practical example adds to our collective knowledge about future collaborative enforcement across the City.

The aspiration will be to have completed the feasibility stage by the 6 month point of the project. Sufficient learning will then have been acquired to recommend the future direction of the project and any barriers that need to be resolved. This will also highlight an assessment of the practical work already being undertaken and the benefits realised as a result.

It is proposed, therefore, that a 6 month review report is brought to Safer Plymouth.

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## DA in Plymouth

### Services available in Plymouth

**Plymouth Domestic Abuse service (PDAS)** is commissioned through the Integrated commissioning team this funding is added to by Safer Plymouth and the Police and Crime Commissioner. The service commissioned is an outreach service with 12 Independent Domestic Violence advisers (IDVA), an 11 roomed purpose built refuge and 13 dispersed safe houses throughout the City. Staff at the refuge are also responsible for providing a Children's service for those witnessing DA and for DA awareness raising across the City as a result of Children in Need funding. This includes awareness raising at City College, in Schools through the delivery of the SHARE initiative and to employers throughout the City including DWP. To enable closer working with the Police teams an IDVA and an administrator from PDAS works with the police team based at Charles Cross police station this enables the IDVA to visit victims with the Police while the perpetrator is in custody. The refuge is about to recruit to ensure there is a worker on site 24/7.

**Domestic Abuse Advocacy project** – an initiative funded through ring fenced PRG monies. A consortium of 6 family law firms provide free legal advice to obtain Civil injunctions for those people who are suffering DA but who cannot claim Legal Aid. To date the project has seen 58 clients in 16 months and there is £30,000 remaining funding is being explored to ensure the project can continue but nothing has been forthcoming to date

**MARAC** – Multi agency risk assessment conference - those at highest risk of serious harm are referred to MARAC which is chaired by the police to look at the best ways in a multi-agency way to protect DA victims. Safe Lives (formerly CAADA) have assessed the Plymouth MARAC as working well despite some issues last year

**Specialist Domestic violence Courts (SDVC)** this court is specifically for DA cases and is held on a Monday morning at the Magistrates court. Figures from the SDVC are monitored on a monthly basis and to date the figures for Plymouth are improving with successful outcomes for victims. Some DA cases do go to court outside the SDVC where the need arises.

All the agencies in Plymouth have a very good working relationship with the Police Sexual Offence and Domestic Abuse Investigation Team (SODAIT) team based at Charles Cross Police station

### **Domestic Homicide Review**

Following the recent sad deaths in Tamerton we will be starting a Domestic Homicide Review in the very near future as part of requirement from the Home Office. The Independent Chair has already been appointed

Following the Domestic Homicide Review (DHR) into the death in April 2011 it was identified that there was a lack of understanding re the impact of DA service within agencies/organisation working with children and adults. Safer Plymouth is embarking on another round of DASH training for agencies across the City from a variety of organisations including the Church, the Court, Naval Family and Welfare service and DWP. Following the training a 'Best Practice guide' is given to workers so there is consistency and a definitive process for DA victims. Previous training has resulted in an increase in referrals to PDAS.

### Gaps

An acknowledged gap in the provision for services in the City is a Perpetrator programme for those outside the Criminal Justice system. Those in the court system are referred to Probation and the CRC to undertake the

Building Better Relationships programme. In 2012/13 Safer Plymouth worked with Probation to deliver an Innovative perpetrator programme 'Making Change' this was funded through Safer Plymouth and Children's services and delivered with the assistance of PDAS. Unfortunately the programme did not deliver on its outcomes and despite the cost of £80K for 20 perpetrators there was no evidence that attendees had changed or modified their behaviour and stopped being a DA perpetrator and as a result the funding was withdrawn. At the moment we are looking to CRC to deliver a modified BBR programme this is still ongoing work a pilot course resulted in sessions where there was only one attendee and in case there was no-one. The joint commissioning team have commissioned AHIMSA to carry out some perpetrator work.

.The number of referrals to the PDAS service are monitored on a monthly basis and source of the referral is also recorded the biggest increase has been in self-referrals to the service this is to be encouraged as victims will be seeking help and assistance in forming a safety plan however not all these victims are willing to report DA to the police which may have an impact on the performance measure but non the less is encouraged

In order to address the current 'under performance' we are working in partnership with the Police and PDAS to increase awareness, our current DA leaflet will be included in the 'You Matter We Care' leaflet will be distributed by frontline police officers attending incidents of DA. PDAS have increased awareness raising to businesses and groups within the City as describe above.

Partnership working

Within the City we currently have two 'delivery' groups, a strategic DA partnership and an Operational group.

The strategic group has just seen an outgoing Chair D/Supt Munday and the incoming Chair is A/Supt Ben Deer, the partnership has an agreed terms of reference and includes representatives from:

- Police
- NEW Devon CCG
- Plymouth Community Healthcare
- Public Health
- Derriford Hospital.
- Naval Family Welfare
- Probation CRC
- Children's Services
- Adult Social Care
- Children's Safeguarding Board
- PDAS
- Housing
- Integrated Commissioning Team

Attendees have agreed to be the 'champion' for DA in their respective agency/organisation. The partnership work to deliver an agreed action plan, address issues as they arise such as the changes in legal aid, Domestic violence Protection notices and orders (DVPN/Os) and the adoption of the Public Health NICE guidance PH50 and the best way to ensure this is delivered. The action plan is attached. The partnership and PDAS works closely with I2s Company and the SARC in order to work with victims of Domestic Abuse who have also been subjected to sexual abuse

The operational group is made up of the same agencies/organisations but consists of the individuals delivering the services and also includes CAFCASS, 12's Company, Plymouth and Devon Racial Equality Council, Plymouth University, The Zone, FWAf, YOS and the Excellence Cluster, the group look at problem solving any issues the partnership raises and sort any blockages.

### Plymouth Domestic Abuse Action Plan 2015/16

Work stream	Lead	Actions	Milestone	Dead-line	Progress Rating	Targets against KPI's	Progress to Date
SUPPORT AND RECOVERY FOR VICTIMS	RACHEL CARTER	Provide a Domestic Abuse Service (medium and high level risk)	Include support for non-English speaking minority groups  Ensure targeted support for children and young people in refuge	<b>New service tendered and in place. Quarterly monitoring in place</b>	●		
	RACHEL CARTER	Provide a Domestic Abuse Service (standard level of risk)	Service commissioned in December 2013.	<b>As above.</b>	●		
	CHARLIE PITMAN	To provide an effective fit for purpose MARAC which ensures multi agency working across the City.	Ensure adequate admin and coordination to increase capacity and effectiveness	<b>On-going - continually reviewed.</b>	●		

Work stream	Lead	Actions	Milestone	Dead-line	Progress Rating	Targets against KPI's	Progress to Date
	A/D/SUPT BEN DEER	Ensure that all members of Domestic Abuse Partnership have internal HR policies.	Policies to be drafted and embedded across partner agencies including: Plymouth City Council, Probation, Victim Support, NHS, MOD	Ongoing	●		
	CHARLIE PITMAN/SUE WARREN	Develop a multi-agency operating protocol to meet the needs of cases involving victims of honour based violence/trafficking and FGM	Create information/checklist for frontline personnel in all partnership settings To raise awareness of HBV/trafficking and FGM in the City	Ongoing	●		On-going awareness raising will continue.
	JULIE PAGET	Establishing appropriate access to Service for people with cultural needs	Increased awareness within BME communities of domestic abuse and the services available -PDREC				Needs update from Julie Paget and overview of services and contact list from REC.
	ROBERT SOWDEN	Monitoring statistical data to target activity to identified hotspots.	Regular reporting to PDAP. Performance data to be adapted as required to meet changing need.	On-going	●		On-track.

Work stream	Lead	Actions	Milestone	Dead-line	Progress Rating	Targets against KPI's	Progress to Date
EARLY INTERVENTION & PREVENTION	KATY BRADSHAW	Establish early intervention/healthy relationship work in schools	Establish and embed consistent healthy relationships programme for schools.	<b>MARCH 2016</b>			
	LIZ CAHILL/ TONY STAUNTON	Improve access to services for children and young people	<p>Strong linkages between the Plymouth Safeguarding Children's Board and Plymouth Domestic Abuse Partnership, member of PSCB attend partnership meetings</p> <p>Joint analysis of children and young people subject of child protection plans as a result of domestic abuse.</p>	<p><b>MARCH 2016</b></p> <p><b>Ongoing</b></p> <p><b>Ongoing</b></p>			<p>CAF officers to be trained to deliver DASH risk assessments. CAF Manager now sits on PDAP.</p> <p>Plymouth Safeguarding Children Board has held three multi agency case audits of children who are the subject to a child protection plan which have involved Domestic Abuse.</p> <ul style="list-style-type: none"> <li>Two of the audits involved children subjected to <b>emotional abuse</b></li> <li>The third case audit involved an unborn baby whose mother was subjected to <b>physical abuse</b>.</li> </ul>

Work stream	Lead	Actions	Milestone	Dead-line	Progress Rating	Targets against KPI's	Progress to Date
							To ensure lessons learnt are shared at partnership meetings
	CSP SUE WARREN	To continue to work with partners to identify a Community perpetrator programme	Identify a suitable and evaluated Perpetrator programme and establish funding.	<b>MARCH 2016</b>		Qualitative and quantitative information to be co-ordinated by Probation to demonstrate efficacy of programme	Working with the Dorset, Devon and Cornwall CRC to deliver a perpetrator programme with Richard Wakely



Work stream	Lead	Actions	Milestone	Dead-line	Progress Rating	Targets against KPI's	Progress to Date
	PDAS/PROMISE/FIP	Establish network of Freedom programmes to aid recovery of victims.	Regular Freedom programmes to be delivered across the city. Ensure DASH risk assessment carried out before attending the course to minimise risk to victim. Best practice DA guide to distributed to those completing the DASH training to ensure consistency of practice across the city.	On-going			
	HEALTH (LEADS TO BE IDENTIFIED)	Delivery of the recommendations of the NICE guidance	Action plans for delivery established by NHS trust, Plymouth Community Healthcare	On-going			
WORKFORCE DEVELOPMENT	SUE WARREN	Implementation of the ACPO DASH risk assessment checklist to all	Training module developed Agencies identified Training commenced First tranche	On-going			Continue with the programme of DASH training following the PSCB event in February - another 700 to be trained beginning in May 2015

Work stream	Lead	Actions	Milestone	Dead-line	Progress Rating	Targets against KPI's	Progress to Date
		agencies linked to MARAC	completed				
	SIOBHAN WALLACE	Implement a free city wide programme of multi- agency training for front line staff and managers responsible for dealing with people affected by domestic abuse to cover workers for adults and children.	Efficacy of training needs to be monitored and reported.	On going	✱		
DOMESTIC HOMICIDE REVIEW	SUE WARREN	To ensure DHRs are carried out following the statutory guidance where a death has occurred	Multi agency leads identified	Ongoing			First DHR overview report has been APPROVED BY THE Home Office and is published on the Safer Plymouth website

### Estimating potential numbers in complex need

The Making Every Adult Matter (MEAM) coalition produced a discussion paper defining complex needs as people that have two or more of the following problems -substance misuse, offending, homelessness and psychiatric illness. The MEAM definition has become accepted nationally and is informing local commissioning plans around complex needs all over the country and locally in Plymouth.

As part of the commissioning process for adults with complex needs there has been a great deal of consultation and co-production with service providers and people using services. All services report both rising need and increased complexity. In particular, poly substance misuse, housing issues, poverty and benefit problems and family stress.

### Substance misuse

Patients with comorbidity (more than one condition) have a poorer prognosis. The most consistent predictor of a poor treatment outcome for clients in treatment for substance misuse is the presence of psychopathology. Similarly, substance misuse is a predictor of poor treatment outcome for mentally ill patients. Research evidence suggests that drug treatment outcomes improve if mental disorders are treated. A variety of negative outcomes are associated with comorbidity: higher rates of relapse and rehospitalisation; hospitalisation; violence; arrest and imprisonment; homelessness and poorer housing stability; and serious infections such as HIV and Hepatitis. (Co-morbidity: Perspectives across Europe, Baldacchino and Corkery (Ed) 2006).

### Public Health England national estimates for drugs

These are set out in the table below as a rate per 1000 of population for opiate and crack users (the most problematic group). As can be seen Plymouth has a much higher rate than the England average. On a positive note, whilst we have a bigger problem we are also much better at getting people into treatment than the England average. Treatment is known to reduce costs to health, social care and criminal justice agencies, saving at least £2.50 for every £1.00 spent.

	Plymouth rate/1000 population	National rate	Penetration of numbers in need	National penetration	Gender split M/F as %	National Gender split M/F as %
Opiate & crack	12.08	8.40	64%	50%	64/63	50/63

The most recent estimates for numbers of all drug misusers in Plymouth suggest between 1,928 and 2,285 people, with around 1,070 being injectors which is a rate per 1000 of population of 6.20 versus a national average rate of 2.49.

### **Problem drug users in treatment.**

Heroin is overwhelmingly the most common substance used by people in drug treatment but increasingly people have problems with two three or more substances. Benzodiazepines such as valium obtained from the internet are very widely used as is cocaine in both its forms. Novel Psychoactive substances hardly figure at all in the adult population, a picture that is replicated nationally with only 144 of 193,198 (0.07%) people in treatment citing NPS. That doesn't mean that people are not using NPS just that they are not citing them as problematic.

This pattern was borne out by the Plymouth University Drug Market Research (2014) which showed that

*“One reassuring finding of this research however is that local/Plymouth young (under 18) recreational drug users did not appear to be attracted to the kinds of substances currently available as substitutes for traditional street drugs such as cannabis or (now) mephedrone; are relatively content with the traditional street drugs they currently source/use and rather than showing interest/curiosity in legal-highs often report them to be potentially unreliable/problematic.” (Plymouth Drug Market research 2014)*

However, there are signs that two particular groups are experiencing difficulties with NPS and they are;

- our most marginal group of young people, typically excluded, offending, victims of family breakdown etc a small population that have much higher rates of problem drug use than other groups
- some people with existing mental health problems, again not a large group but one that presents significant management problems for services

### **Problems with Prescribed drugs/OTC medicines**

Plymouth has amongst the highest rates in the country for painkiller prescriptions and 36% of the treatment population cite problems with prescribed drugs (552 people) versus a national average of 14%.

### **Estimates for alcohol prevalence**

The City Strategic Alcohol Plan estimates alcohol prevalence in Plymouth as set out below: It is currently estimated that over 5,000 people are dependent on alcohol (NICE benchmarking), however PHE are developing new estimates which will be available in 2015

The 5000 dependent drinkers are the core group requiring treatment. **607** were treated in 2013/14 (JSNA support pack) which is **12.14% of the total estimated need**

The Alcohol Use Disorders Identification Test (AUDIT) is a standard screening questionnaire designed to detect harmful and hazardous drinking with a score of 8 or

above indicating harmful drinking. The mean AUDIT score of people entering alcohol treatment in Plymouth is **32** the highest in the South West region.

### Estimating prevalence of mental ill health in substance misusers

There are a number of issues in providing reliable estimates of need. For example, variation in psychiatric practice from country to country and similarly, variation in diagnosing substance misuse between countries. Broadly speaking, estimates are similar across Europe and there are similar rates between problem alcohol users and problem drug users, for this reason I have used the estimates of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) their estimates are for drugs but the results are entirely consistent with estimates provided for alcohol by other bodies. However, because of the variation between States mentioned above and in the methods used to make estimates the ranges (minima and maxima) are very large. For the purposes of this exercise I have taken the mid-point of the range for the purposes of estimating need.

The (EMCDDA) usefully divides psychiatric conditions into three domains

- Psychotic Disorders
- Depression and anxiety disorders
- Personality disorders

These categories then need to be applied to the total people in need and the total people treated, which will give an indication of both the size of the problem immediately in scope and the currently unmet need.

Numbers in need are as high as 2285 drug and 5000 alcohol users totaling 7285 people whilst the numbers actually going through treatment in 2013/14 are 1436 drug and 607 alcohol totaling 2043 people.

### Psychotic disorders

The EMCDDA estimates a prevalence of psychotic disorders of between 15% and 20% which gives the estimates below

Category	Minimum	Maximum	Mid-range (17.5%)
Total in need	1092	1457	1274
Total in treatment	306	409	357

It should be noted that some of those in need but not in substance misuse treatment may well be in mental health services.

### Depression and Anxiety Disorders

EMCDDA estimates prevalence of between 20% and 60%

Category	Minimum	Maximum	Mid-range (40%)
Total in need	1457	4371	2914
Total in treatment	409	1225	817

## Personality Disorders

EMCDDA estimates prevalence of between 50% and 90%

Category	Minimum	Maximum	Mid-range (70%)
Total in need	3642	6556	5099
Total in treatment	1021	1838	1430

### Prevalence of substance misuse in the psychiatric population

A study by the Royal College of Psychiatrists of Community Mental Health Teams found a prevalence of 44% of psychiatric patients experiencing drug and or alcohol problems in the previous year. It also found 75% of drug and 85% of alcohol users in treatment had a psychiatric disorder in the previous year. These factors interact together to disrupt stability, increase relapse, and generally place a higher demand on resources. An additional difficulty is the relative lack of treatment available to people with 'common mental health problems' these are people who have an illness which is too severe to be treated in primary care and yet doesn't meet the threshold for secondary care. We have a CBT based service – Options – which is hugely oversubscribed and much need is currently unmet.

### Complexity in the homeless population.

All our commissioned services for single homeless people report increased demand and increased complexity, indeed the George Hostel report that it is unusual to see people without co-morbidities or multiple problems. A Joseph Rowntree Foundation report identified 70% of the homeless population having substance misuse issues, 62% having experienced institutional care, 46% having been in gaol, 38% attempted suicide and 30% experiencing deliberate self-harm. Early life trauma, including sexual abuse, domestic violence, child neglect etc was also very common.

### Complex needs on people that offend

A briefing for Directors of Public Health (2013) by Probation leaders, Public Health England and a number of leading non-statutory offender services found high levels of co-morbidities in this group of people. 72% of male and 71% of female prisoners have two or more mental disorders. 72% of offenders have a concurrent substance misuse problem, 29% report early life trauma and learning disability/difficulty is 3.5 times higher than in the general population. In addition up to 25% of offenders are known to have cognitive difficulties short of a formal learning difficulty that impacts their ability to process and communicate information.

### Summary

All our commissioned services in the field of complex needs are highlighting both increased demand and increased complexity. It is clear that traditional service models

are not able to cope with this changed landscape of need and more austerity in the next Parliament is likely only to increase these problems. It is clear that we need to re-model service delivery to be more integrated with co-location of staff, integrated training, better communication and shared services designed around presenting need, rather than historic, silo'd delivery that means people frequently fall through the gaps between services.

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# Devon & Cornwall Police

Building safer communities together

**CONFIDENTIAL**

Shaun Sawyer  
Chief Constable  
Police Headquarters  
Exeter  
EX2 7HQ

Telephone: 01392-452011

27 January 2015

Dear Colleague

## **USE OF SECTION 136 MENTAL HEALTH ACT IN DEVON AND CORNWALL**

I write to express my thanks for all your endeavours in respect of mental health provision within Devon and Cornwall, but also to highlight the intended policy decision of this Force in respect of Section 136. This letter has a focus upon individuals, particularly children, who enter custody centres presenting with mental health disorders but clearly there is also strong peninsula joint working in other aspects of mental health and vulnerability. Both the Health Service and the Police Service have an interest in managing the needs of individuals within a reducing budgetary framework.

I believe that we all have much to celebrate with regard to the good work which has already been undertaken this past year, and which is still progressing, with regard to the draft Multi Agency Response to detention under the MHA 1983 and the South West Regional Ambulance Trust Protocols. This work also includes an on call rota for Section 12 Doctors being recently introduced in Devon, the roll out of mental health nurses as part of the liaison and diversion schemes in Custody Centres and the introduction of the Devon Street Triage to help front line officers prior to making decisions to detain for Section 136. I am also pleased to see that both Glenbourne in Plymouth and Longreach in Cornwall are now open and that Longreach has facilities to accept young people for assessment following Section 136 detention.

What is clear, however, is that this has made to date, a minimal impact on the numbers of 136 detentions within this Force and the length of time of those detentions either awaiting assessment or detained following assessment.



I know that many of you are concerned as to the efficacy of our own Police procedures and during this period we have actively self assessed 136 detentions, we have also begun a frontline training regime for all responders in respect of this and the wider issue of vulnerability. I am committed to continuing to improve the service we give to people with mental health issues requiring Police support. We have invested heavily in a comprehensive strategy and plan, including the development of another training package for our staff due to roll out in the spring. I know that some of you remain concerned as to the conversion from S136 detentions whereby no further clinical intervention is required following assessment. If you feel there is more that could be done in this area then I am most willing to listen and where possible introduce your further guidance into our procedures including joint performance monitoring in this area.

Our over-riding ambition is to ensure that the commitments made by ourselves and our partners in the Protocols are adhered to. In the last 12 months Force Custody Centres have received 749 Section 136 arrivals.

To support our collective intentions, I seek your views on when you feel we would all be in a position for 136 detentions in Police custody to see a transformational reduction from the many hundreds that we currently see. In an ideal world, with effect from 1 April 2015, if a Section 136 detention takes place, then the Police Officer will call an ambulance and the person will be escorted to a place of safety other than a Custody Centre. The only exception will be as outlined in the new Protocol and this will be strictly adhered to. On arrival at the place of safety my officers will expect the detainee to be admitted for assessment and/or treatment before then returning to duty on the streets where they are needed.

I have spoken with Chief Constable Simon Cole who is the national Policing Lead in respect of Mental Health and the Chief Constable of Leicestershire Police. Following my discussions with him, it is clear that in respect of children and young people there are real issues in respect of lawfulness of detaining a young person or child in Police cells.

Subject to a clear message from you as to why this is not possible, to begin with from 25 February 2015 any child or young person, unless exceptionally violent, will be taken to an Accident or Emergency Department if there is not a suitable place of assessment/detention. They will remain there with my officers until they are seen by Accident and Emergency colleagues at which point officers will leave the hospital.

Currently Devon and Cornwall Police Officers and staff are facing issues on a daily basis in that, in many cases, Custody Centres are being used as the first port of call in respect of a place of safety. The issues include a lack of bed space or lack of staffing to accept detainees at a health based place of safety, delays in securing Section 12



doctors and approved mental health professionals for assessments and delays in securing bed space after a patient has been sectioned within the custody environment. The detentions in our Custody Centres are not only an extremely distressing experience for the individuals concerned but they also place an unacceptable burden on my officers and staff, given that the lead role and responsibility is the health services'.

Paragraphs 10.21 and 10.22 of the Mental Health Act Code of Practice provide that a Police station should be used as a place of safety only on an exceptional basis. Whilst in the last 12 months Force Custody Centres have received 749 Section 136 arrivals, for the same period in 2013 there were 805 arrivals. This places my Force in the unenviable position of being the second highest Force in the country with regard to Section 136 detentions in custody. This is a situation which, I am sure you will understand, I can no longer allow to continue.

Whilst we have been working closely with our partners, from local to Peninsular level, to implement various action plans, it does not appear to be having the required operational impact at this time.

Commissioners of Clinical Commissioning Groups are under an enforceable duty pursuant to Section 3 of the National Health Service Act 2006 to provide care facilities for those who are ill or have suffered illness. It is my view, and that of our Legal Department, that the provision of suitable places of safety within hospital accommodation falls within this section of the Act. The Place of Safety Protocol states that Commissioners will ensure sufficient places of safety, including contingency considerations, are commissioned in healthcare or non-police station settings. This is not only a commitment for the future but should already be in place.

The statistics I have provided here support my concerns that there has historically been an endemic failure across the peninsula to comply with duties under the Mental Health Act; an issue raised by my predecessor Chief Constable Steven Otter, even prior to my joining my force in 2010. I repeat that in the last year much has been done to remedy this but I am concerned that by April 2015 there may well still be insufficient provision and that is unacceptable. For the Multi Agency Protocol to be effective this has to be rectified as a matter of urgency.

I have already mentioned Paragraphs 10.21 and 10.22 of the Code of Practice above. I now draw your attention to Paragraph 10.25. This provides that, where a Police Station is used as a place of safety the examination should be conducted as quickly as possible, thus ensuring that the person spends no longer than is necessary in police custody before being taken to hospital. This is not happening consistently; there are unacceptable delays and nearly every week my Force is experiencing detentions where mentally ill individuals are in our Custody Centres for a number of unacceptable hours



and even days. This cannot continue and needs to be rectified by 1 April 2015 unless you can advise me why this is not possible and assure me of a definitive date when this will be achieved.

In addition, Section 140 Mental Health Act 1983 imposes a duty on Clinical Commissioning Groups and Local Health Boards to give notice to every local Social Services Authority of the hospital or hospitals in which arrangements are from time to time in Force for the reception of patients in cases of special urgency. If these arrangements are in place within Devon and Cornwall, it would be of great assistance if you could notify my Force of these arrangements and continue to update us as and when necessary. If not, then I am sure you will appreciate that this increases my concern that Police cells are seen by Health Professionals as the acceptable option. I believe that this would be a difficult narrative to be placed before the public.

As recently as last November the Care Quality Commission (CQC) have called for urgent action to continue to improve access to and the operation of health-based places of safety for people experiencing a mental health crisis. One of their key findings is that too many health-based places of safety are turning people away or are requiring people to wait for a long time with the police because they are already full or because there are staffing problems. A quarter of providers told the CQC that they did not believe that the provision of health based places in their locality was sufficient.

This finding supports my ongoing concerns which are shared by the Home Secretary Theresa May in that she has said the situation where too many people in the middle of a mental health crisis end up locked in police cells after being turned away by hospitals "was unacceptable". She also said that the situation "wastes police time" and leaves people with mental health problems without the care and support they need. She added that "we must never accept a situation where a person in crisis is denied care because a health-based place of safety is full or un-staffed, or just because the person is intoxicated."

The CQC made ten recommendations based on its findings. A number of these support my view including:-

- Providers should identify areas in which national standards are not being met, working with local partners to address these shortfalls. This includes making sure appropriate arrangements are in place for young people, people who are intoxicated or people exhibiting disturbed behaviour;
- Providers should ensure that appropriate levels of adequately trained staff are available to receive an individual brought to a place of safety at all times;



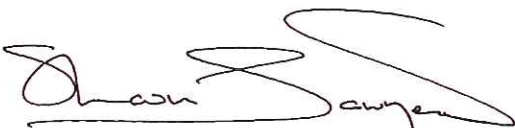
- Commissioners should establish whether local capacity is sufficient, and take action to drive improvements by the commissioning of services or specifying interventions that may prevent or reduce the use of Section 136
- Commissioners should ensure that ambulance arrangements for transporting people experiencing a crisis are appropriate and timely.

If this was not enough evidence to support the position I set out, I would refer you to the Independent Commission on Mental Health and Policing Report, commissioned by the Commissioner for the Metropolitan Police, chaired by Lord Victor Adebawale CBE and published in May 2013. Within that report there is a strong indication that, if the report recommendations are implemented, "they would expect that a person in a critical mental state who is found by the police in public and who needs medical care is escorted safely to hospital in an ambulance".

I would also ask you to consider that upon arrival at hospital or other place of safety, only in the most extreme of circumstances should officers be retained. The Police Service is there to protect Health Professionals, as any other member of the public, but equally we are not there as the security guards for the Health Service which has a requirement to provide its own reasonable security arrangements to protect their staff.

I appreciate and understand that, as with my Force, your organisation is facing severe financial restrictions which mean that very difficult and hard decisions have to be made as to how service is provided. Coupled with the CQC's findings and recommendations I fully appreciate it does make the situation regarding the care of the mentally ill challenging; hence I wish to support both health service colleagues with their primary responsibilities and transition to new arrangements ensuring that this Force undertakes its responsibilities more effectively. Given the unacceptable and arguably unlawful situation my officers and staff are facing; and recognising that the mentally ill must be given the best care possible, I believe that our combined approaches should achieve radical changes during the first 4 months of this year.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Shaun Sawyer', with a long, sweeping underline.

**Shaun Sawyer**  
**Chief Constable**

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TH/nl

5 March 2015

Dear Colleague,

### **Use of Section 136 Mental Health Act in Devon and Cornwall**

I am aware that the Chief Constable has recently written to you about the use of police custody as a place of safety under the Mental Health Act. We both recognise the current commitment of partners to ensure the use of police cells as a place of safety is only ever used in exceptional circumstances. However, I agree with his point that progress in actually reducing the number of detentions under S136 has been disappointingly slow.

The latest published numbers show a 5.8% reduction in overall numbers, but to have 749 people detained simply because they have a potential mental illness cannot be an acceptable position. Taking into account the fact that the average detention time for each person was 10 hours 18 minutes, it is obvious that there is a huge burden being carried by police officers and staff in trying to care for individuals who are entitled to trained medical care not detention in a police cell.

I am encouraged that a revised version of the S136 protocol has been drafted, which if effectively implemented, will ensure a substantial reduction in the use of police custody as a place of safety. There are now only four organisations yet to sign the protocol and I am hopeful that the implementation date of 1 March 2015, can be achieved. I am sure we will all be keen to monitor the impact of the new protocol.

On a related subject I also wanted to flag that there has been a concerning increase in the number of individuals arrested for a crime that self identify as having a mental illness (8,097 in the rolling year to November 2014). This is an increase of 15% (1,064 cases) on the previous year. We are fortunate to have an excellent Liaison and Diversion scheme which will enable appropriate cases to be diverted from the criminal justice system. However, we will need to examine the reasons why such a significant increase has occurred and to try and find ways for this rising trend to be reversed.

I appreciate that addressing and supporting those with mental health illnesses can often be complex due to a number of inter related issues such as drug or alcohol misuse. Achieving successful outcomes will require close working between agencies that are all grappling with budget constraints at the same time. I am happy to meet and discuss any ideas you may have as to how we can improve our joint approach to supporting those with mental illnesses.

Tony Hogg  
Police and Crime Commissioner

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**From:** Penberthy, Chris  
**To:** Hopkins, Sarah  
**CC:** Aley, Peter  
**Date:** 2/13/2015 11:22:11 AM

**Subject:** FW: Strategic Alliance - Transformation of Rehabilitation Agenda DBC NOT PROTECTIVELY MARKED

FYI - and to send to Safer Plymouth members  
C

Sent with Good (www.good.com)

-----Original Message-----

**From:** Powley, Paul [Paul.Powley@dorset.pnn.police.uk]  
**Sent:** Friday, February 13, 2015 10:23 AM GMT Standard Time  
**To:** Penberthy, Chris; roger.croad@devon.gov.uk; ian.bollans@swdevon.gov.uk; kfinan@middevon.gov.uk; gerry.moore@eastdevon.gov.uk; jryder@middevon.gov.uk; rebecca.hewitt@teignbridge.gov.uk; gill.wheelwright@exeter.gov.uk; tim.birtwisle@northdevon.gov.uk; keith.perkin@devonandcornwall.pnn.police.uk; Julie.fielding@devonandcornwall.pnn.police.uk; glen.mayhew@devonandcornwall.pnn.police.uk; jeremy.mann@northdevon.gov.uk  
**Subject:** Strategic Alliance - Transformation of Rehabilitation Agenda DBC NOT PROTECTIVELY MARKED

Dear All

I am leading on developing a cost efficient model that will build upon existing arrangements for managing Prolific and other Priority Offenders in Dorset, Devon and Cornwall (TurnAround Programme) . I acknowledge the statutory responsibility the CSP's have toward offender rehabilitation and wanted to ensure that you and the other members were sighted on the proposals.

I have attached a PowerPoint presentation that was presented to OPCC's in both forces as well as strategic leads from the Devon & Cornwall and Dorset Community Rehabilitation Company and National Probation Service. It outlines national thinking associated with the Transformation of Rehabilitation Agenda, summarises recent reviews of national offender management processes, a summary of work some other forces are undertaking and my options appraisal in context of the aforementioned.

Please share the presentation with the CSP members.

I welcome any views members may have and will happily discuss issues.

Kind regards

Paul.

DCI Paul Powley  
Business Change Manager – Crime and Criminal Justice  
Devon and Cornwall Police / Dorset Police

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PBefore printing, think about the Environment

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## Strategic Alliance Devon & Cornwall and Dorset

Integrated Offender Management /  
Targeted Operating Model  
'TURNAROUND'



Home Office / Ministry of Justice

**The Government laid out the following areas  
where IOM should focus its activities:**

- Reduction of crime and reoffending.
- Address potential overlaps between existing approaches and programmes.
- Align and expand pre-existing criminal justice and partner agencies practice.
- Simplify and strengthen governance.



## 5 Principles



### Developed to underpin any IOM arrangement:

- All partners tackling offenders together
- Delivering a local response to local problems
- Offenders facing their responsibility or facing the consequences
- Making better use of existing programmes and governance
- All offenders are high risk of causing serious harm and/or re-offending are 'in scope'




## National Benchmarking




Variety in application of IOM albeit the principles remain:

- **A&S** – Extensive investment by T/CC John Long (ACPO Lead for IOM) ; they have implemented a Managing People Department which incorporates, IMPACT (IOM for Serious Acquisitive Criminals), IRIS (IOM for Dangerous Offenders i.e. Sex Offenders including Registered Sex Offenders, High Risk of Harm DV etc ), Multi-agency Safeguarding Hub and Integrated Victim and Witness Care known as Lighthouse and have been innovative in the use of existing staff to managers offenders e.g. now use their FIO's as offender managers within their 'managing people department' [www.impactpathways.org.uk](http://www.impactpathways.org.uk)
- **Durham** – reviewing IOM using randomised control with a view to implementing 'CheckPoint' process.
- **Herts** - business case with a proposal to set up a Police/ Prison/ Probation (CRC) Hub at HMP The Mount to facilitate IOM work.
- **Norfolk / Suffolk** - harmonized their '180' (IOM) cross both counties giving a more holistic way to address their prolific offenders, the selection process for offenders on the program has been refined to ensure they are in line with the policing plans of both counties.
- **Northumbria** – "new model refocuses the police to concentrate on policing issues of prevention, intelligence and enforcement, with the 'softer' side e.g. engagement with assistance in housing/medication etc. etc. being stripped away. We continue to work in partnership but have the benefit of teams of officers rather than individual officers, and will do so in a more focused way, concentrating appropriate activity based on the merits of each individual case".




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**Alliance Scoping – observations.**

- IOM – TurnAround works (both forces)
- Co-location works (both forces)
- Strategic ownership differs between forces
- Cohorts vary between forces
- Offender Manager role perceptions vary between forces
- Partnerships with CRC are strong in both forces
- CSP’s involvement remains embryonic (work in progress)
- Police time is taken up ensuring compliance with licence conditions (Control – bus passes, gym membership, phones)
- Public / Private sector relationship uncertainty (fees for service, payment by results)




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**Options appraisal – TurnAround IOM**


**Option 1**

<p><b>Option 1</b></p> <p><b>Align Dorset with Devon &amp; Cornwall Turnaround Programme.</b></p>	<p><b>Propose establishment in Dorset to increase PPO Managers to FTE</b></p> <ul style="list-style-type: none"> <li>- Enable increase of PPO cohort in Dorset</li> <li>- Retain additional IOM Manager in Dorset (growth post)</li> <li>- No change to Devon and Cornwall TurnAround structure</li> </ul> <p><b>Discounted:</b> This does not support the direction of travel in terms of Strategic Alliance. It does not take into account developments in legislation and partnership obligations, nor does it contribute to cost saving required.</p>
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## Options appraisal – TurnAround IOM




### Option 2

<p><b>Option 2</b></p> <p><b>Change Strategic Governance and focus, reducing PPO Manager numbers through Strategic Alliance.</b></p>	<p>Strategic Governance of TurnAround to be included within proposed Alliance Prevention Directorate (PD) structure (Inter-Dependency).</p> <ul style="list-style-type: none"> <li>• Superintendent and Chief Inspector (CI) provide strategic lead</li> <li>• TurnAround Inspector (1 x FTE) integrated into Prevention Directorate</li> <li>• Programme Strategic Support Officer (SSO) ceases to exist (role performed by business performance development units)</li> <li>• D/Sgt IOM Managers replaced with Police Staff Coordinators x 5</li> <li>• PPO Offender Manager numbers increase through re-alignment of Establishments 22 FTE</li> <li>• IOM Researchers role ceases to exist, performed by PR researchers</li> <li>• Collaborator with CRD and other partners continues</li> </ul> <p><b>Discounted:</b> This option is not considered viable as there is a <b>5.3% cost saving</b> (£1,674) and does not support the direction of travel in terms of Strategic Alliance.</p>
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## Options appraisal – TurnAround IOM




### Option 3

<p><b>Option 3</b></p> <p><u>Preferred Option</u></p> <p><b>Change Strategic Governance, aligning with Troubled families and Youth Offending (Crime Prevention Directorate). Increased focus upon 'super prolific' offender management by Specialist PPO Management Teams (TurnAround). Maximising changes in legislation to monitor and control statutory offenders at lower risk of re-offending via partners and local policing teams.</b></p>	<p>PPO specialists will focus upon 'super-prolific' persistent offenders (8% of total TAT Cohort) that commit 10 or more crimes each (4% of total crimes committed by cohort). Increased numbers of Statutory Officers (as consequence of rollout of TurnAround Teams and introduction of Rehabilitation of Offenders Act 2014) will be policed locally and managed by the CRD.</p> <p>Strategic Governance of TurnAround to be included within proposed Alliance Prevention Directorate (PD) structure (Inter-Dependency).</p> <ul style="list-style-type: none"> <li>• Superintendent and Chief Inspector (CI) provide strategic lead</li> <li>• TurnAround Inspector (1 x FTE) integrated into Prevention Directorate</li> <li>• 1 x FTE Strategic Support ceases to exist</li> <li>• 5 x FTE D/Sgts IO Managers (• 1 x FTE additional post in Devon)</li> <li>• 14 x IO Super Prolific Offender Managers (SPPOM) operate from the BCU Hues (1 Devon, 2 Plymouth, 4 CUS, 2 Dorset), a reduction in 5 x FTE PPO IO Managers (167,804 cost savings)</li> <li>• 6 x Researcher posts remain (pending SA Business case for role)</li> <li>• Collaboration with CRD and other partners continues</li> </ul> <p>This is the preferred option as it represents <b>12.8% cost savings</b> (£72,894) maximum opportunity, reduced crime, prolific offender rehabilitation, Off Rehab Act legislation, define roles and responsibilities.</p>
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**Option 4**



<p><b>Option 4</b></p> <p><b>IOM becomes core-business within Neighbourhood Policing Model by 2017 – 2 Year Phased Implementation (Northumbria Model).</b></p>	<p><b>Creation of IOM Inspector and Strategic Support Offices</b>                      Proposed by implementation of Prevention Directorate (PD)                      TurnAround (TA) units transferred to Neighbourhood Beat Manager (NBM) and Offence Manager's roles devolved to Neighbourhood Policing Teams (NETs) under strategic governance of PD                      2 x Police Beat IOM Coordinators (ICs) would provide partnership links to and be co-located with local Community Partnership Units/units (CPCs) in support of NBMs and as integral brand LPA command teams                      Intelligence Management Units would play more of an integral part of managing PD's containing the IOM Research Unit as part of their business and providing intelligence to the IOM to enhance and assist manage having either respective geographical areas and Co-ordinate partnership responses                      - 20 x FTE Contracted offender managers based to local areas                      funds would be allowed to support the safeguarding a partner or isolate SNTs</p> <p><b>Discovered</b> Devon's Op. Census review has identified that its Safer Neighbourhood Teams are not able to accommodate the additional functionality and senior responsibilities in DSO identity with their NETs being in a similar position.</p> <p>There are <b>61% cost savings</b> (1,032,014) to the forces upon full implementation after 2 years.</p> <p><small>*If officers x 20 were utilised elsewhere e.g. safeguarding and associated savings not realised cost savings would equate to <b>12% (162,100)</b></small></p>
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**Comparative Analysis of the CJI Report on the IOM Approach (March 2014) and the Transforming Rehabilitation Target Operating Model (Sept 2013)**

**Conclusion**

"Whether the new model is more (or less) effective will not be conclusively determined until both schemes have been in place for some time; IOM approaches are relatively new and given the continued austerity measures in place, how police and probation manage offenders may be required to change further even had the new model not been introduced.

CRCs are composed of various agencies and/or companies; some are combined private/public sector partnerships whilst there are others which are predominantly charitable organisations working with some crime reduction initiatives. The twenty one CRCs are divided into regions; six areas are managed by Sodexo criminal justice services, five covered by Purple Futures with others including Working Links5 and MTC Novo both of whom have over a decade of criminal justice and/or government service provision.

The new model of offender management, whether part of CRCs, NPS or an integration of both as well as IOM approaches, it is clear more attention and funding is being given to offenders and their families. What may become problematic is victims still rely on charitable organisations, e.g. Victim Support, Women's Aid, etc. and whilst some is provided via PCCs, offenders (and their families) are supported by numerous agencies including the government. Victim focus is part of the new model but nonetheless, the funding disparity in what is provided to offenders and their families and victims is stark".

### Criminal Justice Joint Inspection on the IOM approach (March 2014)

#### Conclusion

“Inspectors clearly have concerns over some aspect of the IOM approach not least of which relates to training and the level of experience of police leading schemes. This is primarily related to the roles and functions of the different agencies: probation have and remain focused on rehabilitation albeit alongside monitoring offenders for whom they have responsibility. Police are primarily concerned with ensuring the public are protected, obtaining intelligence and detecting/preventing crime; whilst such may at times include offender management it is clearly secondary in their responsibility. It is noted in several points throughout the Report that alongside training, systems and processes in place may be having a detrimental impact – if risk assessments are not being completed accurately by [untrained] staff this in fact creates additional work for (usually) probation staff and is an inefficient use of both agencies’ staff. If agencies cannot address these concerns, IOM approaches and the issues raised will remain a problem and ultimately affect the likely success of these schemes. That said, any success or failure requires empirical study and the schemes need to be place for an amount of time with which data can be gathered to provide comparative analysis to be undertaken. Finally, the IOM approach (from the findings of the Report) are able to effectively manage offenders depending on how the agencies work together and how they embrace the schemes themselves”.

### Criminal Justice Joint Inspection on the IOM approach (March 2014)

#### Policing and Multi-agency Recommendations

##### Chief Constables should:

- promote the benefits of Integrated Offender Management to all officers and staff in their force area, particularly those working at the front line
- ensure that there are processes in place which ensure that intelligence is passed between Integrated Offender Management units and front line police officers and staff, and vice versa.

##### Community Rehabilitation Company’s and National Probation Service should:

- take an active role at a strategic level, to ensure that Integrated Offender Management is effective
- provide appropriate services for all offenders managed within Integrated Offender Management, regardless of their statutory status.

##### The Youth Justice Board should:

- ensure that Youth Offending Teams are aware of the benefits of collaborating with Integrated Offender Management approaches.

##### Community Safety Partnerships should:

- ensure that all relevant partners are involved in the delivery of Integrated Offender Management, as a major contribution to local crime reduction
- identify a single lead officer of sufficient status to contribute to the strategic planning of Integrated Offender Management in each area.

##### Integrated Offender Management partnerships should:

- ensure that all staff receive sufficient training to enable them to fulfil their duties
- ensure that intelligence is shared effectively by all partners, to reduce crime and reoffending
- ensure that police and probation staff are deployed to best effect, in accordance with their respective skills and role profiles.



**HMI Probation Report Transforming Rehabilitation: Early Implementation (Dec 2014)****Conclusion**

“Sixty-seven recommendations were made; the inspection appears to have not only identified problems arising directly due to changes introduced by the Transforming Rehabilitation programme but also highlighted existing issues with Probation Trusts. In their press release, HMI Prob write NPS was created in June 2014 and as such (and as with many diverging organisations) communication and information sharing were the main cause of problems likely to be found for some time. Therefore continued monitoring will be required by senior staff to ensure these issues are addressed and no further issues arise. Inspectors did have positive comments: the assignment of the majority of cases was achieved prior to the 1 June deadline and reports provided to courts by NPS were of good quality. Inspectors commend staff for their efforts to ensure implementation of the new programme had been relatively successful. Given these organisations were new at the time of inspection the next inspection report will be eagerly anticipated by those within probation and related agencies as well as any detractors of the new programme”.






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24 February 2015

Dear DCI Powley

## **IOM/TURNAROUND - OPTIONS FOR FUTURE MODEL ACROSS DEVON/CORNWALL AND DORSET**

Thank you very much indeed for forwarding to Safer Plymouth (Plymouth's Community Safety Partnership) a copy of your PowerPoint presentation and your options appraisal in respect of the above, for which you have kindly invited comment from Safer Plymouth.

It was only at our last Safer Plymouth Partnership Board, held on 23 January 2015, where concerns were raised about the options by the CRC representative and in particular concerned that:

*“All but one of the options will result in a reduction in the scheme from an option that all IOM police work would go out to neighbourhood which in effect would be the end of the scheme to reductions in the number of PPO's managed from 200 to approx 50 in each locality - this latter seems the most likely with a move for the strategic responsibility from Crime to a newly created prevention directorate.”*

At this point, Safer Plymouth had not had sight of the options. As a result I tasked Sarah Hopkins, Safer Plymouth's Community Safety & Partnerships Manager, to find out more about what options were being considered as part of the Strategic Alliance. I understand she has already had a conversation with you and also Superintendent Keith Perkin, the Devon and Cornwall Force Lead for IOM/Turnaround, to find out more.

We understand that the review is ongoing and is due to report to the Strategic Alliance board in March when a decision will be made. We are pleased to be invited to comment on the options and influence the outcome particularly where Plymouth are concerned.

We totally appreciate, like any other organisation, the need to review services, in the current financial climate, in order to deliver the most effective and targeted services and to drive out efficiencies, and we recognise that this is no different for managing Prolific and other Priority Offenders.

It would be our strong recommendation, however, that you preserve IOM/Turnaround resources at the current level in Plymouth, especially given that Plymouth accounts for nearly a quarter of the crime out of the whole Devon and Cornwall Police Force area. Our main concerns are in respect of:

- the continuation of relevant agencies being co-located,
- retention of dedicated officers who are skilled in this area of business which is complex, and
- that there is flexibility amongst the teams to provide a joint approach to prolific offenders categorised as 'super prolific' and also those emerging as potential threats.

Sarah has advised me, that in respect of her discussions with yourself and Superintendent Perkin, your preferred option is option 3 in your presentation, which seeks to ensure continued co-location of police resources with and key partners focussing on reducing crime and reoffending – which we welcome and support.

We would be in support of Option 3 as long as we can be assured that for Plymouth:

1. There is a continued joint approach to identifying and targeting appropriate offenders, whilst recognising the police service, as with other agencies, have to reflect on their core business without resulting in a withdrawal within a partnership environment as Turnaround is, and support a review that ensures roles and responsibilities are clear.
2. Any reduction in the numbers of offenders does not erode the sustainability and viability of the scheme in the longer term – and that whilst Option 3 speaks of 'super prolific' and 'red reds' we hope that this will not be at the exclusion of anyone else. We would be reassured if there is a commitment to the Turnaround Team analysing and looking at those individuals who may be classed as 'amber' with intelligence indicating current offending.
3. Any move to a 'strategic prevention directorate' does not denude joined up work with other teams and that Turnaround teams will continue to be located in local policing areas and stations where these teams currently are.

I trust you will find this feedback helpful and are able to include it as part of your review, and we look forward to receiving an update on developments.

Yours sincerely



**Councillor Chris Penberthy**

Cabinet Member for Cooperatives, Housing and Community Safety  
Ward Member for St Peter and the Waterfront Ward

cc: Supt Keith Perkin, Lead for IOM/Turnaround, Devon & Cornwall.