



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

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

Friday 9 October 2015

10.30 am

Council House (Next to the Civic Centre), Plymouth

### **Members:**

Councillor Croad (Devon County Council), Chair.

Councillors Barker (Teignbridge District Council), Batters (Cornwall Council), Geoff Brown (Cornwall Council), Boundy (Torrige District Council), Philippa Davey (Plymouth City Council), Eddowes (Cornwall Council), Excell (Torbay Council), Mathews (North Devon District Council), Moulson (Isles of Scilly), Mrs Pengelly (Plymouth City Council), Saltern (South Hams District Council), Sanders (West Devon District Council), Mrs Squires (Mid Devon District Council), Sutton (Exeter City Council), Toms (Cornwall Council), Watson (Cornwall Council) and Wright (East Devon District Council).

### **Independent Members:**

Yvonne Atkinson (Devon) and Sarah Rapson (Cornwall and Isles of Scilly).

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

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

**TIME 10.30 – 10.40 AM**

**1. APOLOGIES**

To receive apologies for non-attendance submitted by Members.

**2. MINUTES**

**(Pages 1 - 14)**

To sign and confirm as a correct record the minutes of the meeting held on 3 July 2015.

**3. DECLARATIONS OF INTEREST**

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

**TIME 10.40 – 11.00 AM**

**4. PUBLIC QUESTIONS**

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

Questions should be no longer than 100 words and sent to Democratic Support, Plymouth City Council, 3 Floor (West), Ballard House, West Hoe Road, Plymouth PL1 3BJ or [democratic.support@plymouth.gov.uk](mailto:democratic.support@plymouth.gov.uk). Questions must be received at least 5 complete working days before the meeting.

**TIME 11.00 – 11.20 AM**

**5. ANNUAL REPORT OF THE POLICE AND CRIME COMMISSIONER**

**(Pages 15 - 54)**

The Police and Crime Commissioner will present the Annual Report to the Panel.

**TIME 11.30 – 12.30 PM**

**6. THE POLICE AND CRIME COMMISSIONER'S AND CHIEF CONSTABLE'S PRESENTATION ON "WORKFORCE PLANNING AND THE FUTURE POLICING MODEL"**

The Police and Crime Commissioner and the Chief Constable will give a presentation to the Panel on "Workforce Planning and the Future Policing Model".

**TIME 12.30 – 12.45 PM**

**7. PROGRESS OF RECOMMENDATIONS MADE BY THE POLICE AND CRIME PANEL TO THE POLICE AND CRIME COMMISSIONER IN RESPECT OF "IS THE SIGNIFICANT REDUCITION IN ENGAGEMENT OF NEIGHBOURHOOD WATCH VOLUNTEERS IN PLYMOUTH REFLECTED ACROSS DEVON, CORNWALL AND THE ISLES OF SCILLY AND, IF SO, WHAT IS THE POLICE AND CRIME COMMISSIONER DOING TO ADDRESS IT"?**

**(Pages 55 - 66)**

The Panel will review formal recommendations made to the Police and Crime Commissioner in relation to the select committee review on “Is the significant reduction in engagement of neighbourhood watch volunteers in Plymouth reflected across Devon, Cornwall and the Isles of Scilly and, if so, what is the Police and Crime Commissioner doing to address it?” and consider the PCC’s response in how he is addressing the Panel’s recommendations.

**TIME 12.45 – 1.00 PM**

**8. POLICE AND CRIME COMMISSIONER'S PERFORMANCE REPORT (Pages 67 - 70)**

The Panel will receive an update from the Police and Crime Commissioner in respect of performance against objectives and performance measures in the Police and Crime Plan.

**TIME 1.30 – 2.15 PM**

**9. POLICE AND CRIME COMMISSIONER'S UPDATE REPORT (Pages 71 - 90)**

The Police and Crime Commissioner has provided the Panel with his regular report regarding the activities and decisions he has made since the last Police and Crime Panel meeting. This will include updates requested by the Panel on:

- Fair Funding Update
- PCC’s Report on Police Custody Centre Review
- PCC’s Progress Report on Implementation of Victims Services
- PCC’s Update on Police 101 Number
- Results of the Review of the Effectiveness and Integration of Volunteering including the Special Constabulary

**TIME 2.15 – 2.45 PM**

**10. REVIEW OF POLICE ENGAGEMENT PLANS INCLUDING THE STATION ENQUIRY DESK CLOSURES (Pages 91 - 96)**

The Police and Crime Commissioner will present a report to the Panel on his review into Police engagement plans.

**TIME 2.45 – 3.00 PM**

**11. REPORT FROM THE OFFICE OF THE POLICE AND CRIME COMMISSIONER IN RESPECT OF ANY NON-CRIMINAL COMPLAINTS ABOUT THE POLICE AND CRIME COMMISSIONER AND HOST AUTHORITY REPORT OF THE HOST AUTHORITY DIP-SAMPLING EXERCISE: (Pages 97 - 104)**

Members will consider the report and after due consideration, agree the resolutions by the Chief Executive Officer of the OPCC. The Host Authority will also provide a brief report on the outcome of the ‘Dip Sampling’ exercise carried out by the Chair of the Panel and the Host Authority.

## **12. FUTURE MEETING DATES**

The following are the scheduled dates for the Panel –

- 18 December 2015
- 5 February 2016
- 19 February 2016 (provisional)
- 15 April 2016

## Devon and Cornwall Police and Crime Panel

**Friday 3 July 2015**

### **PRESENT:**

Councillor Croad, in the Chair.

Councillor Batters, Vice Chair.

Councillors Brown, Boundy, Philippa Davey, Eddowes, Excell, Mathews, Mrs Pengelly, Saltern, Mrs Squires, Toms, Watson and Wright.

Independent Members: Ms Yvonne Atkinson and Ms Sarah Rapson.

Apologies for absence: Councillors Moulson, Sanders and Sutton.

Also in attendance: Pete Aley, Head of Neighbourhoods and Communities, Sarah Hopkins, Community Safety and Partnerships Manager, Jo Heather, Democracy and Governance Officer, Cornwall Council, Katey Johns, Democratic Support Officer, Tony Hogg, Devon and Cornwall Police and Crime Commissioner, Andrew White, OPCC Chief Executive, Dr Karen Mellowdew, OPCC Performance Management and Customer Service Manager, David Eaton, Strategy and Meetings Officer, Inspector Paul Morgan, Force Lead for Neighbourhood Watch, Devon and Cornwall Police, Lorraine Robinson, Secretary to Plymouth Neighbourhood Watch Forum, Rob Paterson, former Chairman of Restormel District Neighbourhood Watch Forum, Julie Dowton, Devon and Cornwall Community Watch Association (DaCCWA).

The meeting started at 10.30 am and finished at 2.35 pm.

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

### **Cancellation of 10 April 2015 Meeting**

On behalf of the host authority, Pete Aley, Head of Neighbourhoods and Communities, apologised for the cancellation of the last meeting and for any inconvenience this may have caused panel members or the Police and Crime Commissioner and his team. Considerable attempts had been made to reconvene a meeting between April and July, however, due largely to elections and panel members' diaries this had proven impossible. Lessons had been learned and contingencies put in place to avoid any such future occurrence.

### **1. APPOINTMENT OF CHAIR OF DEVON AND CORNWALL POLICE AND CRIME PANEL**

Having been proposed by Councillor Watson and seconded by Councillor Brown, and in the absence of any other nominations, it was agreed that Councillor Croad is appointed Chair for the 2015/16 municipal year.

2. **APPOINTMENT OF VICE-CHAIR OF DEVON AND CORNWALL POLICE AND CRIME PANEL**

Having been proposed by Councillor Eddowes and seconded by Councillor Wright, and in the absence of any other nominations, it was agreed that Councillor Batters is appointed Vice-Chair for the 2015/16 municipal year.

3. **Chair's Welcome, Vote of Thanks and Announcement**

The Chair welcomed everyone to the first meeting of the new municipal year, including new members – Councillors Boundy, Davey, Mathews, Moulson, Mrs Pengelly, Mrs Squires and Toms. As a result of the membership changes, the Chair wished to record a vote of thanks to all those who had left the panel for their commitment and contribution, namely Councillors Eginton, Haywood, Inch, Penberthy and Rennie. A personal thank you for her support and much valued input was expressed to the former Vice-Chair, Carolyn Rule, who had left the panel following the sad and unexpected loss of her husband. On behalf of the panel, the Chair wished her and her family well for the future.

4. **MINUTES**

Agreed the minutes of the meeting held on 6 February 2015.

5. **DECLARATIONS OF INTEREST**

The following declaration of interest was made in respect of an item under consideration at the meeting –

<b>Name</b>	<b>Minute No.</b>	<b>Reason</b>	<b>Interest</b>
Councillor Mrs Squires	10	Street Pastor	Personal

6. **PUBLIC QUESTIONS**

There were no questions from members of the public.

7. **PROGRESS OF RECOMMENDATIONS MADE BY THE POLICE AND CRIME PANEL TO THE POLICE AND CRIME COMMISSIONER (PCC) IN RESPECT OF AGREEING THE PCC'S PROPOSED LEVEL OF PRECEPT**

Further to consideration and acceptance of the PCC's proposed level of precept at its meeting on 6 February 2015, the panel considered the report which had been produced arising from its findings and recommendations at that meeting, together with the PCC's response dated 17 February 2015.

The following responses were provided to questions raised –

- (a) despite best efforts at horizon scanning and forward thinking, it was difficult to plan beyond 2017 given the unknown budgetary constraints. Over the next four years, if a number of planned initiatives were unsuccessful, it was likely that the equivalent of 800 posts across Devon and Cornwall would be lost. The settlement for 2016/17 would be announced in December and it was anticipated that savings similar to those achieved over the last four

years would need to be repeated. The Home Office has said that crime was falling and therefore policing required less money, however, most calls on the service today were in areas that fell just short of crime or were more complex. More fully defined budget proposals would be available in September ready to go to public consultation in October. The results of that public consultation, combined with knowledge of the settlement decision in December, would enable the Commissioner and his team to work out his precept proposals for the panel's consideration in February 2016;

- (b) the high level of reserves had been built up over a number of years, some of which preceded the Commissioner, and were earmarked to address a number of matters, such as –
  - declining budgets
  - a reduction in staffing numbers to avoid large-scale redundancies
  - provision of new criminal justice hub at Middlemoor
  - mitigation of financial risk possibly arising from the A19 Tribunal
- (c) Ms Atkinson's offer to assist the OPCC in undertaking a financial stress testing exercise in respect of their reserves was welcomed and accepted;
- (d) a revised copy of the presentation to the Precept meeting had been prepared and was to have been circulated with the agenda papers for the April meeting, however, as that meeting had been cancelled the matter had been overlooked. A copy would be circulated to the panel at the earliest opportunity.

Agreed –

(1)	the draft report to the PCC as a final version in respect of the panel's comments and recommendations;
(2)	the PCC's response to the draft final report and noted progress made in addressing those recommendations;
(3)	<p>the suggested items for inclusion in the panel's work programme as follows –</p> <ul style="list-style-type: none"> <li>• report outlining options for giving primacy to non-staff savings as opposed to resorting to staff reductions – to be included within 'Transformation' item scheduled for Autumn 2015;</li> <li>• joint report with Chief Constable on the viability of introducing initiatives and options for the scrapping of untaxed/abandoned vehicles and the potential for income generation – December 2015;</li> <li>• report detailing options for maximising capital receipts, commercialisation and leasing options, joint initiatives with partners, as methods of incoming generation and maximising return on estates in revenue terms that will minimise reliance on the use of reserves and increase in police precept in the future – Summer 2015;</li> <li>• report clarifying where staff reductions will be made as a matter of priority – to be included within 'Transformation' item scheduled</li> </ul>

	<p>for Autumn 2015;</p> <ul style="list-style-type: none"> <li>• report on initial details and proposals for income generation – to be included within ‘Transformation’ item scheduled for Autumn 2015;</li> <li>• report setting out a detailed longer-term strategy of how the policing landscape will look in four years’ time and how savings will be realised – to be included within ‘Transformation’ item scheduled for Autumn 2015;</li> <li>• detailed report enabling scrutiny of ‘earmarked’ reserves (to be routinely provided as part of budget/precept-setting reports – to be included in the precept submission in February 2016.</li> </ul>
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8. **FINAL REFRESH OF THE POLICE AND CRIME PLAN 2014-17 AND PROGRESS OF RECOMMENDATIONS MADE BY THE POLICE AND CRIME PANEL**

Further to the last meeting, the Police and Crime Commissioner submitted for the Panel’s consideration the Final Refresh of the Police and Crime Plan 2014-17.

Accompanying the refresh was an update on progress made against the recommendations arising at that meeting, one of which was that the PCC kept the panel informed throughout the remainder of the consultation process for finalising the refresh with the option to comment on any significant changes via the Panel Chair.

The Chair advised Members that whilst the Commissioner’s initial response had been that it would not be possible for the Panel to have sight of the full draft plan each year he had since reconsidered and the timeframes had been amended so that the Panel could now review the actual draft Plan rather than a statement of intentions. This was very much welcomed by the Chair and Panel Members.

A number of questions were raised during the ensuing debate to which the following responses were provided –

- (a) there was concern about how the CRC would be held to account and whilst the PCC had reasonable access to data held he didn’t have a right of access. The Ministry of Justice had promised access to data and it was the PCC’s intention, either through his team or through the local Criminal Justice Board (of which he was a member), to develop a mechanism by which the CRC could be held to account;
- (b) the Chief Constable had been asked to report to the PCC by the end of the summer on how he plans to deal with cyber enabled or delivered threats, particularly given the acknowledged insufficient local capability to address the growing risk;
- (c) an action plan was now in place to address the problems encountered with the 101 service, including the addition of an extra 30 staff to cover the two call centres, and the PCC was confident that the situation would improve over the coming year;
- (d) three different performance reports had been produced as a result of the HMIC CSE report, all of which had focussed on police services and systems rather than across all of the agencies involved –



- (i) the first report had highlighted issues around police systems and the covert data systems that weren't shared. It was hoped that the development and rolling out of MASH across Devon would address some of those issues;
- (ii) the second report had focussed on online CSE with a headline message that police services were not cognisant of CSE or well equipped in terms of capacity or capability. The report's recommendations echoed what the PCC had put to the Chief Constable and reflected the need to develop expertise in front-line delivery;
- (iii) the third report, which was around child protection, highlighted a number of areas of failure. Devon and Cornwall Police had done a 'deep-dive' exercise into child protection and the way in which the force was addressing the issue. Whilst there were some areas of concern, there was also some confidence that the force was aware of those challenges and was dealing with them.

The PCC had asked the Chief Constable to prepare a report responding to all of the recommendations contained in the three reports, a copy of which would be shared with the Panel. Once the Chief Constable's response had been received, the PCC offered to bring to a future meeting a Safeguarding MACSE/MASH presentation detailing the safeguarding mechanisms across Devon and Cornwall.

Agreed –

(1)	the draft report as a final version in respect of its comments and recommendations to the Police and Crime Commissioner;
(2)	the PCC's response to the draft final report and noted progress made in addressing those recommendations;
(3)	that due regard has been given to the comments and recommendations made by the Police and Crime Panel and that they have been incorporated in the final refresh of the Police and Crime Plan;
(4)	<p>the suggested items for inclusion in the panel's work programme as follows –</p> <ul style="list-style-type: none"> <li>• report on findings of the work being explored with Exeter in respect of improved data exchange between the Police and Health regarding Domestic Abuse/Domestic Violence – to be scheduled for consideration in the Autumn/Winter;</li> <li>• report defining neighbourhood policing in terms of function and resourcing that aims to better protect this foundation service to the public and source of intelligence - to be included within 'Transformation' item scheduled for October 2015;</li> <li>• a report on the Chief Constable's response to the recommendations arising from the HMIC's report on CSE;</li> <li>• Safeguarding MACSE/MASH presentation.</li> </ul>

9. **PANEL SCRUTINY AND WORK PLAN 2015/16**

The Panel reviewed its work plan for 2015/16. Given the limited resources available and an already packed work plan, it was suggested that the Panel may wish to consider the scrutiny item on Neighbourhood Watch scheduled for consideration at today's meeting as the 'reactive' scrutiny item for 2015 and that Members should therefore focus on identifying the next 'proactive' piece of scrutiny from the following list –

- How is the PCC addressing issues of inequality amongst communities of geography and communities of interest across a large diverse geographical area?
- How is the PCC encouraging reporting and improving monitoring in the areas of domestic violence/abuse and sexual violence and support for victims?
- How is the PCC improving communication/consultation with the Public?
- How is the PCC improving confidence in the Police/Neighbourhood Policing across the Force area?

There were conflicting views on which of the above should be taken forward, and given its raised profile and priority, whether child sexual exploitation should be included. However, following a vote, it was established that 'How is the PCC encouraging reporting and improving monitoring in the areas of domestic violence/abuse and sexual violence and support for victims?' would be the next item of 'proactive' scrutiny, to include child sexual exploitation.

A concern was raised about the closure of custody centres and, in particular, the impact of the closure of the Launceston custody centre on officers having to transport offenders to the custody centre in Newquay. Members were advised that a review had been undertaken of all the custody centres across Devon and Cornwall due to the significant running costs. Despite the fact that Launceston was the newer centre, it was still more cost effective to close Launceston in favour of the Newquay custody centre and have officers travel the extra distance (an average of 8 minutes extra travelling time) with savings of £750,000 annually having been identified.

Agreed -

(1)	that today's scrutiny item on Neighbourhood Watch is considered as the 'reactive' scrutiny item for 2015;
(2)	the next topic of 'proactive' scrutiny - 'How is the PCC encouraging reporting and improving monitoring in the areas of domestic violence/abuse / sexual violence / child sexual exploitation and support for victims?';
(3)	with regard to (2) above, the 'proactive' scrutiny item is schedule for consideration by the Panel on 18 December 2015;
(4)	the work plan for 2015/16.

(Councillor Brown's proposal for 'How is the PCC improving communication/consultation with the Public?' to be the next item of 'proactive' scrutiny, having been seconded by Councillor Excell, was put to the vote and declared lost).

(Yvonne Atkinson's proposal for 'How is the PCC encouraging reporting and improving monitoring in the areas of domestic violence/abuse and sexual violence and support for victims?' to be the next item of 'proactive' scrutiny, having been seconded by Councillor Wright, was put to the vote and declared carried).

10. **THE POLICE AND CRIME COMMISSIONER'S UPDATE ON THE "VOLUNTEERING REVIEW"**

The Police and Crime Commissioner's Chief Executive provided a verbal update on the 'Volunteering Review'. Members were informed that the review had revealed a mixed picture across the Force area which, unfortunately, was not a very satisfactory one. Whilst some positives had been identified, such as a strong street pastor scheme which had delivered over 40,000 hours, as well as some decent activity undertaken by Speedwatch, the overall view was that volunteers were not being as well supported as the Police would like them to be. Special Constables in particular were an area that the Commissioner was keen to utilise more, with a personal commitment to increase hours from 100,000 to 150,000. In this regard, enhanced training, identifying where particular skills were lacking as well as a recruitment drive were being actively promoted and driven, with a specified lead (Chief Superintendent Chris Singer) having been identified to take the project forward.

Both the PCC and the Chief Constable were of the shared view that it was essential to develop and deliver an effective volunteering scheme. An outline action plan had now been drafted and this would be available in 2-3 months.

The panel noted the update with thanks.

(Councillor Mrs Squires declared a personal interest in respect of the above item).

11. **SCRUTINY REVIEW OF "IS THE SIGNIFICANT REDUCTION IN ENGAGEMENT OF NEIGHBOURHOOD WATCH VOLUNTEERS IN PLYMOUTH REFLECTED ACROSS DEVON, CORNWALL AND THE ISLES OF SCILLY AND, IF SO, WHAT IS THE PCC DOING TO ADDRESS IT?"**

The Chair welcomed the following witnesses and thanked them for volunteering to participate in the review –

- Lorraine Robinson, Secretary to Plymouth Neighbourhood Watch Forum
- Rob Paterson, former Chairman of Restormal District Neighbourhood Watch Forum
- Julie Downton, Devon and Cornwall Community Watch Association (DaCCWA) – the umbrella organisation for Devon and Cornwall NHW's
- Inspector Paul Morgan, Force Lead for Neighbourhood Watch, Devon and Cornwall Police

Members were advised that, in preparation for the review, a letter had been sent out to a number of relevant agencies and organisations to determine whether the decline in NHW schemes in Plymouth was reflected across the force area and, if so, sought their opinions as to what the Police and Crime Commissioner should do about it. The response rate had been very good and a summary of all of those received had been appended to the report.

Adopting a select-committee style approach, the panel then heard from the witnesses and the following summarises their verbal submissions and responses to the questions arising

- 
- (a) DaCCWA were of the view that there hadn't been a decline regionally and schemes and membership were in fact increasing. Indeed, recent Home Office research had revealed that –
- NHW was a trusted and well-known brand
  - 90% of membership believed NHW reduced crime
  - 94% believed membership increased community interaction amongst residents
  - NHW schemes reduced crime by between 16 and 26%
  - across Devon and Cornwall membership was wide and diverse with 2,276 active co-ordinators currently supporting the 74,939 registered households;
  - in Plymouth there were currently 145 confirmed active schemes with a further 55 coming through the system
  - across Devon and Cornwall 21 new schemes had come on board within the last month and a total of 192 schemes had been gained over the last 2½ years
  - in terms of value, based on the 2,276 co-ordinators, it was estimated that NHW schemes contribute £15m of savings annually to preventing crime in Devon and Cornwall
- (b) NHW was very different to how it had been 10 years ago when it came under the umbrella of the Police where individual Crime Prevention Officers had responsibility for managing schemes and maintaining databases with membership numbers etc. DaCCWA was now the independent body responsible for NHW, and a number of other 'Watches', and was supported by the Police in a variety of ways;
- (c) in terms of the level of support provided by the Police, this was now much broader and revolved around provision of watch offices within the police estate (of which there were 14 within Devon and Cornwall) and which enabled access to and use of office space and resources, supported by volunteers. Their aim was that those 'Watch' offices became the focal point and hub for activities across force area to enable the schemes' continued development and could adapt to accommodate the changing focus of NHW in particular from crime to wellbeing as a whole through the Neighbourhood Healthwatch Movement which is supported by GPs and has now been formalized through DaCCWA. This move was welcomed and supported by the Police who believed this was the right direction to be taking and they had no concerns about the future of NHW;
- (d) there were concerns that the problem was down to communication and access to information by volunteers. If information was sent out from Head Office to a watch office which then could only be accessed by a volunteer on certain days of the week and under restricted hours of operation, it was then dependent upon the skills of that volunteer on how and in what form the information was disseminated to each co-ordinator. Volunteers/Co-

ordinators must be computer literate and able to communicate via e-mail in order to ensure information was cascaded as quickly as possible. In Newquay where the office had been closed for a number of months the Inspector had developed his own neighbourhood communication system called 'Streetnet' where his beat officers had been encouraged to go out and talk to their communities and establish community 'post boxes' from which information could be shared in both directions;

- (e) the Executive Committee of Neighbourhood Watch Plymouth Forum believed that the decline in Plymouth had been as a result of the lack of support from the Police. Previous to 2010, the sustained high number of NHW co-ordinators was down to the care, attention and support of the Neighbourhood Watch office at Charles Cross Police Station which had been manned by a paid civilian worker 5-days a week and supported by four volunteers. The team had actively communicated with all co-ordinators, arranged social and education events and provided a support group for new 'watchers'. After 2010, the system changed, the paid civilian worker retired and the system which replaced it effectively deleted the central role of the hub office. As a result, co-ordinators had been left feeling isolated and their numbers had started to decline;
- (f) having said that, the Executive Committee also believed that in the last 12 months a lot of work had been done by the Citizens in Policing Officer to consolidate and strengthen the work of Plymouth Neighbourhood Watch, namely –
- making personal contact with each co-ordinator;
  - identification of 'Our Watch' website as an effective mechanism through which co-ordinators could communicate with each other and find new members;
  - more efficient and streamlined processing of new 'watchers', police checks, enquiries and information gathering at Devonport Police Neighbourhood Watch Office;
  - commencement of an effective mechanism for recruitment using NHW stands at major events in Plymouth;
  - greater dialogue between DaCCWA and NHW with aim of increasing number of co-ordinators in Plymouth

It was also of the opinion that, with better advertising and the establishment of the hub at the Neighbourhood Watch office at Devonport Police Station, there would be a rise in co-ordinator numbers;

- (g) Our Watch was a national body to whom DaCCWA reported and through which they could use the brand. The figures quoted by DaCCWA would be on their new website shortly, they would also be on the Devon and Cornwall Police website;
- (h) DaCCWA was self-funded through sale of neighbourhood watch signs and other merchandise. There was no need for significant operating funds as staff were volunteers and operated out of shared police accommodation with use of shared resources, however, a contribution towards the cost of leaflet production would be helpful;

- (i) there had been issues with the Bodmin based scheme as a result of loss of the shared accommodation, with no alternative being offered, and loss of the watch database. However, the situation had now been resolved with a new office being up and running and co-ordinators were in the process of being contacted;
- (j) use of community messaging systems should be broadened. The more agencies that engaged, the wider the network and the greater the ability to share data and spread costs. Neighbourhood Alert, a national communication system, was one such example;
- (k) there were concerns that with further closures of police offices pending, any premises which shared accommodation with 'watch' schemes would be identified to ensure appropriate arrangements were made to move the 'watch' office with them to the new accommodation and maintain the network, or that alternative arrangements could be made;
- (l) within the Plymouth NHW scheme up to 65% of the co-ordinators had computers and were able to use one. However, they were at the point of considering being more ruthless so as to ensure all future co-ordinators were computer literate;
- (m) it wasn't essential that co-ordinators had their own computers but that they had access to one. Many public libraries provide free internet access and staff there can provide support or assistance if required. There were also many organisations out there that provided basic computer training for free;
- (n) priorities within individual NHW schemes were determined by the co-ordinators and their communities as they were the ones who were aware of their neighbourhood's concerns.

The Chair once again thanked the witnesses for the participation and then invited the Police and Crime Commissioner back to the table to respond to some of the points made. Members were advised that –

- (o) the Commissioner was of the view that the public very much had a part to play in community safety and his role was to champion and support them in that role in any way he could. Through the Chief Constable he could ensure that the resources were there to support watch schemes and community messaging;
- (p) the Citizens in Policing pilot had been successful in Plymouth and the Chief Constable would be approached about rolling the scheme out elsewhere;
- (q) it was acknowledged that there were some weaknesses where schemes had floundered due to lack of Police support. This often occurred where Police had recruited from the PCSO role resulting in a gap in the community. It was an ongoing concern between the PCC and the Chief Constable and was part of his package of questions to the Chief Constable relating to neighbourhood policing, what it meant, what could be put on partners and what ultimately would not be done;

- (r) IT in policing was not where it should be and a new system was being brought forward to address the situation. Each force area was being asked to contribute £25,000 to help in its development;
- (s) there was no direct link between NHW and Victim Care and the connection between NHW and Community Safety Partnerships (CSP) was variable;
- (t) the PCC did not have any figures to show how crime differentiated between watch and non-watch areas as this was an operational area for which the Chief Constable was responsible. The PCC would take the question away and come back to the panel with a response.

The Chair thanked everyone for their contribution to the review and proposed that a draft report be prepared by the host authority for consideration at the next meeting.

Agreed that responsibility for drafting the Panel's findings and recommendations arising from the review will be delegated to the host authority, in consultation with the Chairman, with a final report to be formally reviewed and agreed at the next meeting of the Police and Crime Panel. This report will be made available to the Police and Crime Commission in draft form.

### 12. **THE POLICE AND CRIME COMMISSIONER'S UPDATE ON THE STRATEGIC ALLIANCE WITH DORSET AND THE SOUTH WEST PROCUREMENT COLLABORATION**

The OPCC Chief Executive provided a verbal update on progress with the Strategic Alliance. Members were informed that –

- (a) the 4-year project was the largest single endeavour being undertaken involving 30 different back, middle and front office services and, with the exception of local policing, there wasn't any area of policing that wouldn't be impacted upon –
  - Back Office – covering HR, Finance and Procurement
  - Middle Office – work to develop joint operations on fleet, custody and control room
  - Front Office – work to develop joint operations in dog handling, armed response and roads policing
- (b) whilst initial savings across the 30 projects of £12m had been envisaged, they were now confident that savings achieved would be higher.

With regard to maximising efficiencies through regional collaborative procurement arrangements, Members were advised that, in addition to what was being done locally, as detailed in the report, use of the national arrangement was becoming the norm. One such example being the bulk purchase of police vehicles to which Devon and Cornwall Police had signed up.

In addition, there had been a great deal of work done in the south west on uniform. However, nationally this was being particularly slow to progress. The Home Office had

done some investigatory work last year which had revealed that prices vary dramatically on uniform and equipment from anything like a helmet to a shield.

The panel noted the report.

### 13. **POLICE AND CRIME COMMISSIONER'S PERFORMANCE REPORT**

The Police and Crime Commissioner introduced his performance report and drew Members attention to the highlights which included that –

- the report format had been changed in response to the panel's request at the previous meeting and now included baseline data against each headline measure;
- some of the information was historic and should be regarded as such, for example the 80% satisfaction rate with the 101 service which was a nonsense and had since been overwritten;
- as part of the refresh of the Police and Crime Plan for 2015/16 attainment levels for existing measures had been reviewed, along with the secondary/supporting measures used to help understand and track performance in relation to key issues such as levels of violence and the 101 service;
- with regard to the area of Domestic Abuse, the focus would now be on the narrative and on the culture that encouraged reporting rather than the numbers and percentages;
- there was disappointment at the number of hours of service provided by special constables and those undertaken by volunteers;
- with regard to 'reducing crime and harm caused by the misuse of alcohol', the headline measures had been separated out at the request of the Chief Constable so that they were now –
  - number of recorded violence with injury offences
  - number of recorded violence without injury offences

In response to questions raised it was reported that –

- (a) the fact that there was a significant regional population increase during the summer period formed a central part of the Commissioner's Fair Funding Campaign. However, with regard to the 'victim based crime' headline measure and reducing crime per head of population, this seasonal variation was not taken into account;
- (b) with regard to the number of recorded violence without injury incidents, the measure was broken down into four separate sub-categories –
  - where incidents had occurred (within the ENTE)
  - whether it was violence behind closed doors;
  - whether there was violence in public places (outside of the ENTE);
  - involvement of young people
- (c) the Home Office had given a very clear steer that targets should not be used in performance management.

The panel noted the report.



14. **POLICE AND CRIME COMMISSIONER'S UPDATE REPORT**

The Police and Crime Commissioner submitted his update report and commented that –

- (a) with regard to Street Triage Services, continuation of its funding had only just been agreed and the OPCC was working with partners to improve the handling of mental health issues within a police setting. He was disappointed that only two out of the three NHS partners had agreed to help fund the scheme and was unconvinced that NHS Kernow had sufficient measures in place in Cornwall. He was however grateful to New Devon and Torbay and welcomed their support for this important service which, to date, had proved successful;
- (b) with regard to Transforming Rehabilitation (under Priority 4), there had been very significant activity within the local Criminal Justice Board to decide how the CRC would be held to account;
- (c) a supplementary page had been circulated to the panel to support the information presented on pages 172/173 of the agenda pack. The page contained a pie-chart diagram which indicated people's preference for how to contact police in a non-emergency situation.

The Chair sought clarification that the date mentioned in respect of the 101 Review on page 168 should be 2014 and not 2015. The Commissioner confirmed that the date referred to should indeed be 2014.

The Commissioner again took the opportunity to invite the panel to come and visit his offices and his team who worked hard behind the schemes to help bring all of this information to the panel.

The Chair welcomed the offer and asked any panel members who were interested to contact either Sarah or Jo who would co-ordinate a visit.

The panel noted the report.

15. **REPORT FROM THE OFFICE OF THE POLICE AND CRIME COMMISSIONER IN RESPECT OF ANY NON-CRIMINAL COMPLAINTS ABOUT THE POLICE AND CRIME COMMISSIONER**

The OPCC Chief Executive reported that one complaint had been received during the period 21 January to 17 June 2015, however, the complaint had not been recorded as it related to a member of the public's dissatisfaction regarding a police investigation and was not a direct complaint against the Police and Crime Commissioner.

The Chair reminded the panel that part of the responsibility for delegating the handling of complaints to the OPCC Chief Executive, included an obligation for the panel Chair and lead officer to visit the OPCC and 'dip sample' a number of complaints. To date this had not been done but an assurance was given that this would be undertaken before the next meeting.

16. **FUTURE MEETING DATES**

Future meeting dates were confirmed as –

- 9 October 2015
- 18 December 2015
- 5 February 2016 (Precept)
- 19 February 2016 (Provisional if Precept Veto'd)
- 15 April 2016

**DEVON AND CORNWALL POLICE AND CRIME PANEL**

**Subject:** Police and Crime Commissioner's Annual Report

**Date:** 9 October 2015

**Author:** Sarah Hopkins, Community Safety and Partnerships Manager

**Host Authority:** Plymouth City Council

**Contact:** Tel: (01752) 305542 Email: sarah.hopkins@plymouth.gov.uk

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**Executive Summary:**

The Police and Crime Panel (PCP) is responsible for scrutinising and supporting the actions and decisions of the Police and Crime Commissioner (PCC) and also has a role in supporting the PCC in the effective exercise of his function, acting as a critical friend.

The Police Reform and Social Responsibility Act 2011 states that the PCC must produce an Annual Report, attached as Appendix I, on the exercise of his functions in each financial year, incorporating the progress which has been made in meeting the objectives in the Police and Crime Plan.

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**Recommendations & Reasons for recommended action:**

That the PCP uses its powers in accordance with the legislation to review, report and make any recommendations regarding the PCC's Annual Report.

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**Alternative options considered, and reasons for recommended action:**

The alternative option would be for the PCP not to review, report and make recommendations regarding the PCC's Annual Report, and therefore the PCP will not have complied with their statutory functions as stated in the Police Reform and Social Responsibility Act 2011.

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Background Papers: **None**

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**1. Background**

- 1.1** The Police and Crime Panel (PCP) is responsible for scrutinising and supporting the actions and decisions of the Police and Crime Commissioner (PCC) and also has a role in supporting the PCC in the effective exercise of his function, acting as a critical friend.
- 1.2** The legislation states that PCC must produce an Annual Report (Appendix I) on the exercise of his functions in each financial year incorporating the progress which has been made in meeting the police and crime objectives in the Police and Crime Plan.

**2. Annual Reports**

- 2.1** Legislation states that the PCC must produce an Annual Report on-
  - a) the exercise of the PCC's functions in each financial year and the progress which has been made in the financial year, and
  - b) in meeting police and crime objectives in the PCC's Police and Crime Plan.
- 2.2** As soon as practicable after producing an Annual Report the PCC must send the report to the PCP.
- 2.3** The PCC must attend before the PCP and in public in order to-
  - a) present the report to the PCP, and
  - b) answer the PCP's questions on the report
- 2.4** The PCC must-
  - a) give the panel a response to any report or recommendations on the Annual Report and
  - b) publish a response
- 2.5** It is for the PCP to determine the manner in which a response to a report or recommendation is to be published.
- 2.6** It is for the PCC to arrange for the publication of his Annual Report and to determine the manner in which it is to be published.



**DEVON AND CORNWALL  
POLICE AND CRIME COMMISSIONER**

**ANNUAL REPORT 2014-2015**

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**FOREWORD FROM TONY HOGG, POLICE AND CRIME COMMISSIONER  
FOR DEVON, CORNWALL AND THE ISLES OF SCILLY**

TO BE ADDED PRIOR TO PUBLICATION

DRAFT

## **A. DELIVERY AGAINST THE POLICE AND CRIME PLAN PRIORITIES 2014/15**

The Police and Crime Commissioner (PCC) published his revised Police and Crime Plan in March 2014 following a period of consultation with the Chief Constable, key partners, the public and the Police and Crime Panel. The revised Plan contained a number of amendments to the previous plan to reflect the feedback received from consultations as well as new challenges and emerging issues.

The six priorities for 2014-15 were

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

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

**PRIORITY 3. To make every penny count in protecting policing for the long term.**

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

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

**PRIORITY 6. To encourage and enable citizens and communities to play their part in tackling crime**

During the course of the year, work has progressed well in most areas but there remains much work to be done over the coming year. Our work to date on Priority 6 has largely focused on preparatory work to understand the challenges facing volunteering and we will now move forward with a clear programme of action to deliver the PCC's vision for volunteering.

The PCC reports regularly to the public and the Police and Crime Panel on the activities he is taking forward to deliver his priorities and the OPCC publishes a wide range of information to enable people to hold the PCC to account, including quarterly highlight reports which are available on the OPCC website<sup>1</sup>.

On a formal basis, the PCC and his staff appear before the Police and Crime Panel regularly<sup>2</sup>. The Police and Crime Panel is required to scrutinise the actions and decisions of the PCC and make recommendations as necessary. The PCC is also required to present this Annual Report to the Police and Crime Panel and appear before the Panel to answer questions.

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

<sup>2</sup> <http://www.devonandcornwall-pcc.gov.uk/about-us/the-police-and-crime-commissioner/police-and-crime-panel/>



The PCC and his team have been out and about at hundreds of meetings, engagement events, talks and community shows in a range of settings throughout the year: answering the public's questions; providing information about policing and the work of the PCC; and looking into issues of concern raised by local people.

This Annual Report also refers to reports published by Her Majesty's Inspectorate of Constabulary (HMIC) during the course of 2014/2015. HMIC did not inspect PCCs in 2014/15 but the PCC is obliged to comment upon HMIC reports concerning Devon and Cornwall Police.

### *Delivery mechanisms for the Police and Crime Plan*

Each of the six priorities is managed through a Strategic Delivery Board which includes representatives from the OPCC and the Devon and Cornwall Police as well as external members. This collaborative approach reflects the 'joint endeavour' of the Police and Crime Plan – overseeing progress and ensuring momentum is maintained. Each Board has developed an Action Plan to drive progress and reports regularly to the PCC and the Chief Constable on progress.

This Annual Report sets out progress against the Plan's six priorities and wider activities of the OPCC, for example on communications and engagement. Clearly, in delivering a wide-ranging and complex Plan such as this, there are a number of activities that cover more than one of the priority areas.

### **PRIORITY 1. TO MAKE OUR AREA A SAFER PLACE TO LIVE, WORK AND VISIT – REDUCING THE LIKELIHOOD THAT PEOPLE WILL BECOME VICTIMS OF CRIME**

**The overriding objective here is to keep crime levels low and to make Devon and Cornwall and the Isles of Scilly a safer place through effective crime and harm reduction strategies. To deliver against this priority we focussed on the areas identified in the Peninsula Strategic Assessment, alongside work with communities, businesses and partners to prevent lower level crimes and to stem emerging problems. The PCC committed to keep police officer numbers above 3000 and to support neighbourhood policing.**

Progress in delivering against Priority 1 is managed through the Performance and Accountability Board. Throughout the reporting period the PCC continued to support Community Safety Partnerships in their work – both financially and practically – and to work with all Health and wellbeing Boards across the two counties on key shared objectives in areas such as mental health, substance misuse and sexual violence. Police officer numbers have been maintained above 3000 officers for the reporting period and overall there has been a reduction in crime levels. Devon and Cornwall remains a safe place to live, work and visit. The PCC has carried out a review of the 101 service – in recognition of the high levels

of public dissatisfaction with current service arrangements and is continuing to press the Devon and Cornwall Police to make progress in this critical area.

### *Performance and Accountability Board*

The Terms of Reference and operation of the Performance and Accountability Board have been reviewed to identify ways in which the process could be improved and a number of changes were made including moving to bi-monthly public Performance and Accountability Boards which rotate between Devon, Plymouth and Cornwall. These meetings are web-cast and are open to public attendance, with an opportunity for the public to meet the PCC after the meeting has concluded. The meetings consider activity against the performance management framework set out in the Police and Crime Plan. In addition the PCC asks a series of questions on behalf of the public – reflecting issues raised directly with the PCC in correspondence about police performance.

Alongside the public meetings we continued a series of regular performance deep dive meetings which assisted the Police & Crime Commissioner gain an in-depth understanding of specific areas of interest and where appropriate invited subject matter experts from other organisations to provide independent advice. The outcomes of these meetings were reported back to the public during the Performance and Accountability Boards.

Achievements towards this priority are primarily tracked through the Performance and Accountability Board. This Board is the PCC's key mechanism for formally holding the Chief Constable to account. Each meeting is open to the public during which questions can be put to the Chief Constable. The public meetings are also filmed and available to view from the PCCtv area of the OPCC website and on YouTube <https://www.youtube.com/user/PCCTonyHogg>.

The table below sets out the PCC's views on performance against the headline measures within Priority 1. These measures and associated reporting arrangements were discussed and agreed with the Police and Crime Panel during the course of the year.

### *The 101 Service Review*

The one issue that the OPCC has received the most concern about from the public is undoubtedly the police non-emergency 101 telephone service. Time and again concerns have been raised by members of the public, local authorities and service providers over waiting times. In response to these concerns and unconvinced by police statistics which claimed high levels of public satisfaction with the 101 service, the PCC commissioned his staff to work with the Devon and Cornwall Police to review the 101 service and make recommendations.

A formal public consultation was conducted which focused on public expectations and experiences for the 101 service. This was gathered through face-to-face consultation at public meetings and events through the summer and via an on-line consultation which received 730 responses.

A listening exercise was conducted during which every call received during a 24-hour period by the 101 switchboard was logged by a member of OPCC staff. This exercise focused on the nature of the demand into the switchboard and the onward internal demand placed on other areas of call handling and other internal departments. There were 2226 calls logged during this exercise. There were some obvious caveats to the findings most notably that the data capture occurred over a single 24 hour period which may not be representative of wider experience. A two week qualitative listening exercise focused on calls that were routed through the switchboard to the Force Enquiry Centre. This involved listening to more than 70 hours of non-emergency calls taken by the Force Enquiry Centre and focused on identifying any barriers to the call handling process. Again this exercise was used to validate many of the findings from the 24 hour listening exercise and also to explore issues that have emerged from other areas of the analysis. In total 224 calls were surveyed during this exercise. In addition, the control room staff including both call handlers and their supervisors provided considerable insight and feedback to the review during the listening exercises. In addition they were invited to provide additional feedback at several stages throughout the review period.

The PCC's 101 Review Report was published in November 2014 and concluded that significant improvements were required. The report provided a range of recommendations including amalgamating the switchboard and Force Enquiry Centre functions, revisiting the principle of providing 24 hour cover for a non-emergency police contact service, more active and intrusive style of supervision and a better defined role for call handlers. The PCC and Chief Constable endorsed the report and accepted all 12 recommendations. The Chief Constable was asked to develop an improvement plan to address the actions and investment needed and this is now in place.

The review was widely welcomed with interest shown from a number of other police forces and PCCs across the country. The Home Secretary Theresa May also praised the Review and is encouraging other police forces to consider adapting the review findings and recommendations for their own areas. The report is available on the OPCC website at: [http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/PFM\\_REP\\_101\\_Report\\_V3\\_KV\\_141106.pdf](http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/PFM_REP_101_Report_V3_KV_141106.pdf).


### *Commissioning*

In 2014/15, the PCC awarded a total of £1,704,284 in Community Safety Grants to Community Safety Partnerships across Devon and Cornwall. This method of funding allows the Partnerships to support projects and schemes that are local priorities, as well as contributing to the delivery of the Police and Crime Plan. The funding was used for initiatives to assist the victims of domestic violence, to support drug and alcohol treatment programmes for offenders and work with young people in the community to divert them away from crime. A further £200,000 was given to the three Sexual Abuse Referral Centres, to ensure the victims




of serious sexual assaults have forensic examination and care services, to help them recover from the impact of the crime.

Additional grants were made to Youth Offending Team Management Boards totalling £549,000 to contribute to work with young people committing crime within local communities, to help them rehabilitate and acknowledge the harm caused to victims. Contributions were made to the costs of the Children's and Adults Safeguarding Boards across Devon and Cornwall as part of the multi agency oversight of the effectiveness of local safeguarding arrangements (£78,000 in total). The OPCC awarded a total of £98,000 in small grants (£5,000 limit per application) to a wide range of organisations from the voluntary and third sector for work focussed on reducing crime and supporting victims in their local communities.'

### THE PCC'S ANNUAL ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 1

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change	Narrative	PCC Judgement
Victim based crime (excluding domestic and sexual abuse and hate crime)	Improvement in performance is expected	64506*	58101	-9.94%	Trends in victim-based crime have been steadily downwards over the current performance year with an overall reduction of 5% in the 12 months to date compared to the previous 12 months. Compared to the three year average (baseline) performance is now approaching the lower control limit (i.e. 2 standard deviations below the three year average). Principle offence categories driving this are the acquisitive offences: burglary dwelling -7%, n=2776, burglary non-dwelling -10%, n=3910, vehicle offences -9%, n=4950, other theft -12%, n=12155 and criminal damage -6%, n=12702.	
Number of recorded DA crimes and non-crime incidents	Increased public confidence to report	27447*	29519	7.53%	Although currently showing an increase against the baseline that suggests that the required attainment is being met this is largely the product of a steep increase in recorded DA in the last performance year. In the twelve months between April 2013 and March 2014 domestic abuse crime and non-crime incidents increased substantially with an 18% increase in recorded DA crime. However during the current performance year the trend has levelled with no change in domestic abuse crimes and non-crime incidents in the 12 months to end of February compared to the previous 12 months. Secondary measures will inform a more accurate assessment of this.	
Number of recorded sexual offences	Increased public confidence to report	1976*	2510	26.96%	Trends in police recorded sexual offences have been resolutely increasing and in particular increases in reporting of historic offences would suggest that this measure is being attained. Again however additional measures are being developed that will increase explanatory power against this headline attainment requirement	
Number of recorded hate crimes	Increased public confidence to report	869*	869	0.00%	Hate crime for the year to-date has reduced by 9% (n=869) as compared to the previous 12 months. This is largely driven by a 14% reduction in public order offences – the largest category of offending in this area. Reductions in this area are as a result of a review of how public order offences are crimed. In the absence of the reduction in this crime category there would be no significant change. Further work needs to be done to understand the factors driving trends in this area.	
%age of 101 callers satisfied with the overall service	Current good performance should be maintained	83.1%+	80.60%	-2.50%	Statistically currently being attained, however the long term trend is slightly downwards albeit not to a significant extent at this point. If it continues to follow this trend this attainment level will be compromised. The Chief Constable has been asked to provide a formal response and action plan to address the issues highlighted in the recent 101 review by the OPCC.	
Police officer establishment (above 3000)	Minimum 3,000 officers required	3000±	3052.8	52.8	Currently being attained	

Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

\* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

## **PRIORITY 2. TO REDUCE THE CRIME AND HARM CAUSED BY THE MISUSE OF ALCOHOL**

The PCC has particular concerns about the role that alcohol plays in causing crime and in making individuals more vulnerable to becoming a victim. Alcohol contributes to a wide range of offences including, sexual violence, domestic abuse, hate crime and violence in public places and places significant strain on our emergency services and on communities. A significant programme of work was put in place to address the problems of alcohol harm and to improve the safety of our communities.

The Alcohol Joint Strategic Board was set up in May 2014 to oversee work under this Priority. The Board agreed a multi-year Action Plan<sup>3</sup> based around 5 core workstreams:

- a) Enforcement activities and licensing, including Evening and Night Time Economy (ENTE)**
  - Action to tackle drunkenness and preloading – including the launch of a pilot to target and deter drunkenness.
  - Enhancement of local operational activity and identification of local best practice to inform work across the peninsula
  - Improving and strengthening licensing practice and policy
  - Facilitating and supporting schemes to improve ENTE management, such as
  - Enhancing knowledge and awareness within the D&C Police
- b) Education and Awareness**
  - Raising alcohol awareness in young people
  - Increasing usage and take-up of Alcohol Diversion Schemes and Alcohol Awareness Courses
  - Improving parental awareness of alcohol issues involving young people
  - Facilitating work by partners to boost education/awareness in their local area
- c) Influencing nationally and locally to deliver change**
  - Influencing nationally for policy change
  - Working with industry to reduce levels of alcohol related crime and harm
  - Enhancing and supporting partnership activity at local level with health and other partners

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<sup>3</sup> <http://www.devonandcornwall-pcc.gov.uk/meetings-and-events/other-meetings/joint-strategic-boards/>

**d) Preventing alcohol related crime and Anti Social Behaviour (ASB) and supporting community safety**

- Supporting the provision of local services to reduce the risk of reoffending
- Reducing access to alcohol for U18s in Devon and Cornwall
- Preventing alcohol fuelled crime and ASB
- Supporting alcohol initiatives through the PCC Small Grants Scheme

**e) Research, knowledge and data**

- Improving data and analysis
- Undertaking Research Projects to inform our work and the work of others
- Carrying out gap analysis across the peninsula and spreading best practice

Over the course of the year external membership of the Board has been extended – reflecting a growing interest from partners who wished to become involved in the Board. External membership now comprises PHE England (vacant), Cornwall Council Public Health, Torbay CSP and Plymouth CSP. Activity under the Action Plan has been driven forward in consultation with key partners in Devon and Cornwall, working through the Peninsula Drug and Alcohol Group.

Good progress has been made in a number of areas, and progress has been reported on a quarterly basis in the Police and Crime Plan Update Reports<sup>4</sup>

A number of key developments have been made:

*Torbay Breathalyser Pilot*

In December 2014 a pilot was launched in Torquay to help address issues related to alcohol pre-loading. Under the pilot, door staff in 23 licensed premises in Torquay Evening and Night Time Economy were provided with breathalysers to improve identification of people who are too drunk to enter premises. This was a voluntary pilot but the response from licensees was overwhelmingly positive with full take-up across the ENTE. The pilot named #RU2drunk, was based upon a similar scheme in Norwich last year which saw significant reductions in levels of alcohol related violence and drunk and disorderly incidents. The outcome of the trial was evaluated by the University of Exeter. The results of the pilot were very positive, with a 22% fall in Violence Against The Person and a 39% fall in Violence Against The Person in the town centre and the harbour area. The PCC has agreed to support wider roll-out of the initiative and the OPCC are working with the Devon and Cornwall Police to support this.

*Responsible licensing schemes*

The OPCC plan to support responsible licensee initiatives progressed with both the Devon and Cornwall Police and the OPCC providing practical and financial support to the establishment of the Exeter Best Bar None Scheme which was launched in March 2015. The scheme has attracted strong interest locally and the OPCC will continue to work with the Devon and Cornwall Police and Best Bar None to support the development of schemes in other parts of Devon and Cornwall.

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<sup>4</sup> <http://www.devonandcornwall-pcc.gov.uk/about-us/police-and-crime-plan/>

### *Education and awareness*

The PCC began working with [drinkaware.co.uk](http://drinkaware.co.uk) and other south west forces to look at possible partnership activity to tackle inappropriate sexual activity in the night time economy. This preparatory work will continue in the next reporting period with a view to launching a pilot later in 2015.

The OPCC are also working with Cornwall Council to support local research exploring the receptiveness of young males to different awareness messages. Alongside this the Devon and Cornwall Police have carried out an innovative pilot survey in the ENTE to help improve targeting of future messages via social media. Both of these inputs will be utilised in the coming year as we hone our awareness messages.

### *Influencing nationally*

In summer 2014 the PCC canvassed support from PCCs nationally for a united approach on alcohol and was appointed the Chair of the new PCC Alcohol Working Group. The Group has established an Action Plan based around three key themes: championing legal reform; promoting best practice in education and operations; and enhancing research and knowledge. Work is progressing under these broad areas and the PCC has been appointed to the Home Office Alcohol and Enforcement Forum on behalf of the group. A large scale survey of PCCs on legal reform is being prepared to inform future policy making and engagement in 2015/16.

### *Set up activities*

A considerable amount of work has taken place on 'set-up' activities, including working to improve the evidence base, building relationships locally and nationally, improving our understanding of alcohol related crime and harm and piloting new initiatives. Our understanding has improved over the period – including through improvements in data tagging and through the establishment of ARID systems in a number of key Minor Injury Units across the area which was financially supported by the OPCC. However despite improved data collection some significant areas of uncertainty remain – in particular on the linkages between alcohol and domestic violence.


### *The Year Ahead*

The Action Plan was developed at an early stage of joint working on alcohol and over the course of the reporting period it became clear that some of the activities initially identified for action were unlikely to deliver the envisaged impact, duplicated activity taking place elsewhere within the peninsula or were essentially Business as Usual. As a result of this focus shifted in some areas – to take forward alternative initiatives (such as the co-funding of research with Cornwall Council on awareness messaging) or to redefine activity such as our move to establish a national policy presence on alcohol for PCCs to seek to deliver legislative reform rather than act individually.




Activities for the coming year will focus on 7 key areas:

- Breathalyser roll-out
- ENTE support Schemes
- Education and awareness
- Re-launch of alcohol awareness courses
- Drinkaware project
- Irresponsible licensing practices
- National lobbying and influencing

## THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 2

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change	Narrative	PCC Judgement
Number of recorded violence against the person (excluding DA) offences per 1000 popn	Transformation of performance is required	12919*	13843	7.14%	Current trends suggest that the more serious violence with injury is stable (n=7045), however overall due to large increases in low level violence (+15%, n=6788) this measure is not achieving the transformation required. The Chief Constable recently cited police analysis that suggests that most serious violence (wounding offences for e.g.) have reduced and that less serious violence with injury has increased. The Chief Constable will deliver an action plan to address this and also provide evidence that a possible transformation in severity of violence may be being achieved.	

### Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

- \* = Baseline taken from 3 year average
- † = Baseline taken from 12 month average
- ‡ = Target

## PRIORITY 3. TO MAKE EVERY PENNY COUNT IN PROTECTING POLICING FOR THE LONG TERM.

The financial pressures placed on all public services over recent years have been intense. While significant efficiency savings have already been achieved we need to deliver further cost reductions to balance the books and sustain policing in the long term. This Plan launched a major project to consider how this can be achieved and to create a joint Financial Roadmap between the PCC and the Chief Constable which sets out the scope for further financial savings. During the year we explored the scope for savings through greater collaboration to help deliver real financial savings for all parties. Important work continued to evaluate the scope for the Strategic Alliance between Devon and Cornwall Police and Dorset Police which subsequently came into effect in March 2015.

Work in this area has been overseen by the Every Penny Counts Strategic Delivery Board which was established in June 2014. The main focus of the Board has been to quantify and identify the required savings target to support the four years of the Medium Term Financial



Plan. The Board's work was organised across six work packages; income generation, collaboration with Dorset, review of the estate, improving efficiency, value for money in the PCC's Office, and improving council tax collection. Opportunities and plans in these areas were co-ordinated into a Financial Roadmap which was published in March 2015, and is available [here](#).

Considerable progress has been made in all areas:

### *Income Generation*

The Every Penny Counts Board carried out a full investigation into ensuring that all statutory charges and common items were set at the correct level and properly collected and accounted for with a small increase in income to be built into the budget. One major area of cost recovery identified by COG was the recovery of legal fees from Partners and this was included within the revised 2015/16 budget. A number of income generation areas were identified and remain under consideration including driver improvement training, fundraising opportunities and advertising on the police estate. Further research is being carried out into the Investigation of external match funding for PCSOs.

In addition the OPCC has been investigating opportunities to generate additional income through fundraising, with external assistance from a fundraising expert. This initial scoping work identified a number of potential opportunities, in terms of grants, public giving and commercial sponsorship and a formal fundraising strategy is being developed for implementation in 2015/16.

### *Strategic Alliance with Dorset and Regional Collaboration*

Work to assess the benefits and risks of forming an Alliance with Dorset Police were governed by a separate Executive Board with savings being accounted for in the MTFS. The Every Penny Counts Board supported the process and worked with external experts (funded by HM Treasury) to provide general benchmarking data for the business cases and a full 'soft market test' against outsourced suppliers. Substantial savings from the Alliance for Devon and Cornwall have been provisionally assessed at £8.4m. Work on the strategic Alliance has progressed considerably during the reporting period with a number of business cases approved for implementation. Implementation planning in those areas is also underway and the first business case is due to go live in summer 2015, with the launch of a single operations command team across the three counties.

In terms of wider regional collaboration, during the reporting period we saw significant developments in the area of forensics as we moved ahead with plans to implement a regional forensics service across the region. This development is forecast to deliver total annual savings of £700,000.

### *Review of Estates*

During the year the Estates Department carried out a review of all operational and non-operational property to identify properties where there were buildings with high revenue costs

and low operational or other usage. These were considered by the Every Penny Counts Board and will be considered by the Joint Management Board in 2015/16.

The Police and Crime Plan set out the PCC's intention to pursue the possibility of developing sites on the police estate to generate future income streams or increased sales values. Legal advice was received that the proposal to develop property commercially is generally sound but each scheme is likely to be case specific. In order to move this initiative forward a number of feasibility reports were undertaken, including a financial strategy against which to judge returns, an appraisal of all suitable sites, capital financing availability and contacting other public sector organisations to understand how they are making returns from their estates and what can be learnt from this. This work continues to plan.

### *Improving Efficiency*

It is essential that we identify and link the savings into the MTFs reported through the benefits realisation process of the Force Programme Board. During the reporting period the Devon and Cornwall Police launched the Policing the Demand Project to help manage some of the pressures faced by policing and identify areas where efficiencies and reform could be delivered. This project will include looking at re-design work on call handling, mental health and issues such as driving away from petrol stations. This work will continue in 2015-16.

### *Value for Money in the PCC's office*

A full review of the cost and efficiency of the OPCC was undertaken during the reporting period. The Review Team compared functions and cost to other OPCC offices across the country and concluded that there was no 'one' structure commonly adopted with costs varying considerably across OPCCs. A review of demand on the OPCC and functions was carried out and it was concluded that some structural changes should be made – to reduce the number of teams from three to four. In addition it was recommended that the OPCC office premises to the police estate at Middlemoor to reduce annual running costs significantly. The costs of the PCC's office remain under regular review to ensure they provide value for money.

### *Home Office Innovation Fund Bids*

During the reporting period Devon and Cornwall received funding from the Home Office Innovation fund for a number of projects. Funding was provided for the roll-out of mobile data and for the establishment of video links in courts. In addition we were part of successful bids for digital evidence storage and regional forensics with partners across the south west and national bids to establish a national rural crime network and to support the National Police ICT company.

In late 2014, the Home Office opened bidding rounds for the 2015/16 Innovation Fund to support innovative and collaborative projects. There was tough competition for funds and Devon and Cornwall did not succeed with any new bids for the year 2015-16. Funding will be received in the coming year for the second year of bids on digital evidence storage, video-links to courts and the national rural crime network. Steps are being taken to strengthen

skills and experience for future bidding rounds, which will be enhanced by the new fundraising strategy that is to be put into place in 2015-16.

*Improving Council Tax Collection*

The PCC has collaborated with Devon County Council to instigate improved council tax collection which produced an additional £450,000.

*Total savings*



The Every Penny Counts Board was tasked with finding savings in order to deliver a balanced budget for 2018/19 – against a target of £29 million. The following table shows the savings identified by the end of the reporting period;

Ref	Cut	Impact	Risk	Total £'000
A3.1	Strategic Alliance	Transformational	High. Dependent on four corporation soles; legislative change and PCC elections may impact. Scale of change to deliver savings especially challenging	5,391
A3.2	Strategic Alliance	Transformational	High. Dependent on four corporation soles; legislative change and PCC elections may impact. Scale of change to deliver savings especially challenging	3,009
A3.3	Estates	Property Storage and Records Management	High. Significant re-provision of stored property and records management. Dependent on successful progression of HQ development	200
A3.4	Change programme police staff reviews	Criminal Justice and Custody reviews as already agreed - reviews not yet complete but on target	Medium - in budget. Custody review in particular may identify significant change processes	1,704
A3.5	Vehicle reductions (technology)	In order to reduce usage of vehicles and improve deployment. Significant cuts in vehicle numbers have taken 20% of costs from the system. Providing vehicle location data will drive next round of savings whilst mitigating the operational impact of further reducing vehicle numbers	Medium - procurement process not complete. Identified good evidence from other forces on savings made	600
A3.6	Estates	Assumes estates strategy closes and does not re-provision some stations. Operationally are likely to be viable but may cause public / political concern.	Medium. Likely opposition from staff, public and the press. Operational deployment issues less likely. Some potential closures would be of stations where the front desk has recently been closed. Interdependencies with other change (e.g. HQ Project) and	700




			resource issues	
<b>A3.7</b>	<b>Charges to Local Authorities</b>	DCP currently provide a considerable amount of incident and crime data to Local Authorities as part of court order procedures. We currently provide this free of charge, leading to high demand. Neighbouring forces charge for this information; were this charge to be introduced, it is likely that demand would significantly reduce and income be generated	Medium. Local Authorities may review their own charging arrangements leading to increased cost for DCP. Perception that police not co operating in child care and other court orders	
<b>A3.8</b>	<b>Mobile data (change programme)</b>	Mixture of stationery and travels costs; and police staff reductions including in control room	Some medium and some high risk. Pilot of project not yet rolled out	<b>190</b>
<b>A3.9</b>	<b>Returns on commercial estate developments -</b>	Potential for commercial development of sites being explored	Medium. Legal issues being explored	<b>100</b>
<b>A3.10</b>	<b>Officer reductions</b>	To 3010 as previously agreed	In budget - low	<b>2,515</b>
<b>A3.11</b>	<b>Other locally managed budgets (under-spends and other reductions)</b>		In budget - low	<b>1,135</b>
<b>A3.12</b>	<b>Forensics collaboration</b>	Phase 1 & 2	In budget - low	<b>500</b>
<b>A3.13</b>	<b>ICT FM contract</b>		In budget. Contract awarded - low	<b>950</b>
<b>A3.14</b>	<b>Vacancy disestablishment</b>	To reflect higher turnover of police staff than anticipated	In budget - low	<b>500</b>
<b>A3.15</b>	<b>Forensics collaboration</b>	Phase 3 business case for forensics alliance now agreed by Region.	Low. Business case now agreed	<b>420</b>
<b>A3.16</b>	<b>Wellness (contract)</b>	Ending of current contract	In budget - low	<b>300</b>
<b>A3.17</b>	<b>OPCC EPC</b>	Estates and staff changes	In budget - low	<b>431</b>
<b>A3.18</b>	<b>OPCC Commissioning budgets</b>			<b>400</b>

A3.19	Estates	Existing Rationalisation and R&M reductions	In budget - low	225
A3.20	CJSE (Programme savings)	Income from Police Led Prosecutions	Medium. Income already expected but has not been received - work on going to address this	
A3.21	<b>Total</b>			<b>19,270</b>
A3.22	<b>The Gap to be Filled</b>			<b>9,823</b>

**THE PCC’S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 3**

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 31/01/2015	%age change	Narrative	PCC Judgement
Cost /1000 population (VM measure)	Current good performance should be maintained	172.2	169.7	-1.45%	Evidence from the HMIC Value for Money profiles and the PEEL assessment indicate that this is currently being attained	
Cost savings achieved through collaboration	Transformation of performance is required	0.7	1.8	157.14%	Although we have yet to see a material change in this area we are confident that the plans in progress to develop a strategic alliance with Dorset will deliver this.	

**Key to judgements:**

-  Currently achieving expected attainment level
-  Achievement of expected attainment at risk
-  Not achieving expected attainment level

† = Baseline taken from 12 month average  
‡ = Target

**PRIORITY 4. TO PROMOTE AN EFFECTIVE CRIMINAL JUSTICE SYSTEM FOR OUR AREA, DELIVERING A HIGH QUALITY SERVICE FOR VICTIMS, WITNESSES AND SOCIETY.**

It is essential that all parts of the Criminal Justice System function well and that all of the key agencies work together in an efficient and effective way. We need to make sure that the needs of victims and witnesses are properly understood and that we provide high quality services to meet their needs. This Plan set out a range of actions to improve the efficiency of the existing system, including services to victims and witnesses for example, through access to a range of restorative justice solutions. The PCC has worked with organisations to deliver improvements by focussing on vulnerable groups that are less well served by the current system.

The focus of the CJS Strategic Delivery Board has been to support efforts to ensure that agencies within the Criminal Justice System work effectively and efficiently together to achieve successful outcomes for victims and witnesses and society as a whole.

The OPCC and the Police agreed that the Board would not develop its own Action Plan as the majority of the activities and levers sat elsewhere or were already being addressed through mechanisms such as the Local Criminal Justice Board. The Board was tasked with providing a strategic overview and challenge function.

Developments in a number of key areas during the reporting period are set out below:

### *Transforming Rehabilitation*

As a result of the Offender Rehabilitation Act, the Community Rehabilitation Companies (CRCs) are now responsible for delivering a through the gate service to all offenders who are sentenced to a short term custodial sentence and those serving longer sentences who return to a local resettlement prison. The OPCC has engaged fully with the Ministry of Justice (MoJ) process to inform the user requirements for the CRC contracts. The PCC has championed the need for clear local accountability under the new arrangements and the CRCs have now been made a statutory partner within Community Safety Partnerships - providing a local channel of accountability to complement the contract management arrangement undertaken by the MoJ. The successful bid for Dorset, Devon and Cornwall was submitted by Working Links, who were also awarded other contracts in the South West and Wales. This remains an area of continuing concern for all partners and progress will be monitored closely over the coming year as the arrangements bed in.

### *Delivering the Local Criminal Justice Board (LCJB) Action Plan*

Progress has been made in all areas of the action plan, managed by the LCJB. A grant from the Home Office Innovation Fund was successfully obtained and used to facilitate the development of live link capability between courts and custody suites. The quality of police files has been a key issue within the Transforming Summary Justice agenda and a new File Quality Team has been put in place within the Devon and Cornwall Police to check all files prior to submission to the Crown Prosecution Service.

### *Improving the Service to Witnesses*

The Witness Care Units continued to perform well but structural changes at the Crown Prosecution Service have created some challenges over the reporting period. Good support was again provided to victim witnesses by Independent Domestic Violence Advisors (IDVA's) and Independent Sexual Violence Advisors (ISVA's) during the year but there remains concern about future funding and caseloads for both IDVAs and ISVAs. The funding for the Juvenile Witness Service in Plymouth (through the NSPCC) has now ended and this work was taken on by the Witness Care Units.

### *Mental Health*

During the reporting period the OPCC has played a key role in drafting the new Peninsula Section 136 multi agency protocol. The protocol was based upon the requirements of the

national concordat which was designed to ensure that set standards of care are achieved for those with a mental illness (including parity of esteem). Most of the key signatories have endorsed the Protocol but a small number have declined. The Police are actively tracking progress and monitoring the time spent by officers in health based places of safety (in particular A&E) with people suffering a mental health crisis whilst waiting for health services to accept responsibility for the patient prior to assessment. In addition, a bed for section 136 juvenile assessments is now fully operational in Plymouth and an assessment suite has been set up in Cornwall.

The overall direction of travel in terms of bringing down the number of section 136 detentions in police custody suites is positive, with a significant reduction from a high of 88 in September 2014, to 21 in March 2015 and 13 in April 2015. However considerable challenges remain. The National Police Chiefs' Council has published national data relating to the use of section 136 detentions and the location of places of safety used i.e. whether health based or police custody. These figures for 2014/15 indicated that Devon and Cornwall was a significant 'outlier', with the second highest number of detentions in police custody in the country and fourth highest for total number of detentions (police and health based detentions):

**Police Detentions in Custody Suites 2014/15**

Highest		Lowest	
Sussex	765	City of London	0
Devon and Cornwall	655	Hertfordshire	0
West Yorkshire	384	Merseyside	0
South Wales	330	Greater Manchester	2

**Total detentions (police and health based detentions)**

Highest		Lowest	
British Transport Police	1771	City of London	97
Sussex	1428	Humburside	119
West Yorkshire	1322	Leicestershire	130
Devon and Cornwall	1136	Durham	134

Other developments during the year include receiving funding from the Ministry of Justice for a Devon and Cornwall Police wide Liaison and Diversion Scheme, to help assess all offenders who have a mental illness and in appropriate cases divert them away from the criminal justice system. A peninsula wide multi agency senior executive action learning set has been established to review overall mental health provision in Devon and Cornwall attended by senior OPCC and Devon and Cornwall Police representatives.

*Street Triage*

Another key improvement to the handling of mental health issues within a policing setting has been the use of street triage to engage mental health professionals before detention. The Devon Street Triage pilot sought to reduce the number of section 136 detentions by ensuring mental health professionals are engaged pre detention. The pilot came to an end at the end

of March 2015 and while the final report is still to be published the local reports and evidence show significant benefits.

The Devon Street Triage Pilot commenced on 6<sup>th</sup> March 2014 operating for a 12 month period. Under the pilot two mental health practitioners sit in the two Police Control Rooms from Thursday – Sunday 2000hrs-0600hrs to provide immediate advice, guidance and support to officers and staff both inside and outside of the control room. This advice is provided either by phone, or in person at incidents in the Exeter or Plymouth area. The process of information sharing underpins the entire initiative.

Key data for the first six months of operation showed that

- 464 police incidents were referred to Street Triage colleagues.
- Police custody data indicates that during Street Triage operating hours section 136 detentions have reduced by 32% over the first six months. This figure maybe higher as only 4.4% of those named individuals recorded on the Street Triage database also appeared on the Police custody database.
- Street Triage data indicates that during its operating hours in the first 6 months 49 s.136 MHA detentions were averted by the service.
- Street Triage was directly involved in trying to locate 138 missing persons thought to be in some form of crisis.
- The Service enables Police and Health to meet the four key principles and outcomes of the Crisis Care Concordat.
- Further benefits have been identified such as improvements in Police decision making to manage risk/harm and increased liaison between Police, POS and A& E.

Due to the positive assessment the PCC agreed with North, East and West Devon CCG and South Devon and Torbay CCG, to jointly fund a continuation of the Street Triage Scheme for 2015/16. It was not possible to reach agreement with Kernow CCG to extend operation to Cornwall.

### *Electronic Tagging*

Little progress has been made in this area during the reporting period as the Ministry of Justice national procurement exercise stalled due to a technical challenge from suppliers. Work to review Devon and Cornwall Police policy and procedure requirements against the capability of the new tracking technology has commenced and there appears to be clear potential for more effective management of offenders in the community through new tagging technology.

### *Out of Court Disposals (OOC'D's)*

Scrutiny and oversight systems have been put in place to support compliance with national guidance in the following areas: Penalty Notices for Disorder (PND), Youth Cautions, Cannabis Warnings, Restorative Justice Outcomes, Simple Cautions and Conditional Cautions. During the reporting period the Devon and Cornwall Police Review and Inspection Team conducted a series of thematic reviews for each category of disposal and made



recommendations on good practice and identified areas for improvement and an action plan has been put in place.

The PCC held a Deep Dive Scrutiny Session on Out of Court Disposals in August 2014 which was attended by independent members such as magistrates and representatives from Youth Offending Teams. The main issues arising were:

- A need to develop a more joined up approach to the use of youth out of court disposals was identified, especially focusing on joint decision making between Youth Offending Teams, Crown Prosecution Service and police.
- Police use of early restorative justice interventions was highlighted as the most significant outlying area from the data presented.
- That a high restorative justice rate is not necessarily bad, highlighting a need for a more qualitative approach and the use of additional data sources.

The OPCC has now finalised its proposal to establish an Out of Court Disposal Scrutiny Panel to increase understanding, transparency and confidence in the use of out of court disposals. The Panel will include external members, including the magistracy and the scrutiny process will include reviews by the Panel of a sample of cases randomly selected as well as detailed dip-samples by the OPCC, which will be reported to the Panel.

### *Youth Reoffending*

Local YOTs continue to perform well in national comparisons. Oversight is maintained through the Youth Justice Forum, where the focus is upon performance data and scrutiny and overview of youth disposals. The OPCC attends the local YOT Management Board meetings.

### *Asset Seizure (POCA)*


Devon and Cornwall seizure values are the highest in the south west region and in the top ten police forces nationally. There are a number of factors that limit the ability of the CPS to successfully recover assets against the value of orders made in court. Work continues to improve recovery rates against the orders made.

### *Effective Use of Restorative Processes in the Community, Pre-Sentence in the CJS and Post Sentence in the CJS*




Following consultation and liaison with local Community Safety Partnerships it was agreed that each of the four areas (Cornwall, Plymouth, Torbay and Devon) convene a sub group or forum to facilitate and monitor the delivery of restorative justice services to both victims and offenders. Funding was provided to each of the forums to build local capacity and resilience and to fund the delivery of victim initiated restorative justice approaches and training. The Local Criminal Justice Board has established a working group to help these forums through development of a peninsula wide referral process, IT and common minimum standards.

Support has also been provided to the national restorative justice pre-sentence pilot at Truro Crown Court being run by Victim Support and Restorative Solutions (RS). The pilot was recognised as best practice nationally. Work will continue in this area over the coming months.

#### THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 4

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 31/01/2015	%age change	Narrative	PCC Judgement
Public confidence from CSEW	Current good performance should be maintained	65.8%*	64.70%		Although the latest Crime Survey for England & Wales data indicates that this measure has reduced slightly in the last quarter, the change is not statistically significant. Currently being attained.	

#### Key to judgements:

-  Currently achieving expected attainment level
-  Achievement of expected attainment at risk
-  Not achieving expected attainment level
- \* = Baseline taken from 3 year average
- † = Baseline taken from 12 month average
- ‡ = Target

### PRIORITY 5. TO DELIVER A HIGH QUALITY VICTIM SUPPORT SERVICE ACROSS OUR AREA

The rights and entitlements of victims are at the heart of the Police and Crime Plan. In April 2015 the PCC took on direct responsibility for victims services through the establishment of a brand new Victims Care Unit (VCU) covering Devon and Cornwall. This was a landmark moment in victim services and represents a truly collaborative endeavour between the OPCC, the police, partner agencies, community groups and the third sector.

The focus of our work under Priority 5 during the reporting period has been on preparations for the launch of new victim care arrangements in April 2015. This innovative new approach will pave the way for driving forward a more holistic approach and to ensure that the voices of victims continue to be heard and understood. The project was a joint enterprise between the OPCC and the police, involving close liaison with the Voluntary, Community and Social Enterprise (VCSE) sector, the Local Criminal Justice Board and other criminal justice agencies. The development of the new arrangements was supported by a comprehensive victims' needs assessment (published 2014<sup>5</sup>). Following that assessment, two major developments took place.

<sup>5</sup> <http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/Needs-assessment-for-victim-services-final-for-publication.pdf>

*a) The Victim Care Unit*

Establishment of a VCU within the Devon and Cornwall Police. This unit provides immediate support and referral on to organisations with consent. It acts as a source of immediate support and information for all victims and has a mix of both police and third sector specialists. The victim care unit will help victims navigate and make informed choices about the organisation they wish to receive support from. All victims will receive some form of communication so that they are aware of how to access services. Comprehensive information and directory of services is provided on the Victim care Devon and Cornwall website [www.victimcaredevonandcornwall.org.uk](http://www.victimcaredevonandcornwall.org.uk).

Arrangements are in place for victims to be able to access restorative justice services across Devon and Cornwall. The services will be co-ordinated through four area forums (Cornwall, Devon, Plymouth and Torbay)

*b) Victim Care Network*


Creation of an extensive network of accredited victim care providers. These providers (who are identifiable on the VCU website) have gone through a series of evaluations in order that they meet our statutory requirements for working with vulnerable victims.

The network of providers covers a range of the victim care pathways. These pathways are parts of a victims' life that can be negatively affected by crime for example, mental and physical well being. These providers will be the support services that the victim care unit will refer to when a victim gives their consent for further support. The OPCC has contracted with Victim Support to provide an independent help line for victims of crime who do not wish to engage with the criminal justice system. In appropriate cases, Victim Support will refer victims to network member(s) for assistance.




**Members of the Victim Care Network (as at April 2015)**

Balloons	EQUUS solutions	Routeways
British red Cross	Grapevine and Olive Tree	RSAL
Business council Devon and Cornwall	Headway Devon	SAFE
Buy with Confidence (Trading Standards)	Intercom Trust	Safer stronger Consortium
CAB Devon	Living Options	Samaritans
CAB Cornwall	NDADA	Skoodhya
CAB Plymouth	Make Amends Torbay	St Loyes
Clear Support	Mindex	Suzy Lamplugh Trust
Cornwall People First	North Devon Sunrise	TDAS
CRUSE Cornwall	Operation Emotion	The Zone
CRUSE Devon	PDAS	Twelves company
CRASAC	Plymouth Community Solutions	Victim Support
DCH	Plymouth MIND	Ubuntu Counselling
Devon Domestic Abuse Service	PDREC	Young Devon
Devon People First	Restorative Cornwall	WRSAC
Devon Rape crisis	RISE	

## THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 5

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change	Narrative	PCC Judgement
Victim satisfaction	Improvement in performance is expected	84.6%†	83.00%	-1.60%	Although not statistically significant trends in this area have been gradually reducing over time. The Chief Constable will provide an action plan to describe how he will achieve this measure.	

### Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

\* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

## PRIORITY 6. TO ENCOURAGE AND ENABLE CITIZENS AND COMMUNITIES TO PLAY THEIR PART IN TACKLING CRIME

**This Plan placed a focus on encouraging the residents of Devon and Cornwall to support community safety by becoming actively engaged with policing. The PCC strongly believes that closer engagement between the public and police will help foster greater understanding and boost confidence in the police..**

The focus in the reporting period has been on establishing a clear picture of the challenges facing volunteering within policing and to identify concrete proposals for moving forward and achieving the PCC's ambitions in this area. Progress has not been as quick as expected in this area but during the reporting year two major reviews took place which will pave the way for considerable action in the coming year.

### *Review of the Special Constabulary*

An independent review of the Special Constabulary was undertaken by Volunteering Values Ltd. The objective of the review was to provide a summary of the key findings, balanced against the National Strategy core deliverables for the Special Constabulary and focussed on the following seven strategic areas Strategy, Communication; Recruitment and Location; Training and Development; Resource Management and Tasking; Performance Management and Leadership Development.

The final report has been received by the PCC and a programme of work is being put in place within the Devon and Cornwall Police to drive this work forward, recognising that additional support and infrastructure is essential if the PCC's ambitions are to be realised.



*The OPCC Volunteering Review*

In line with the Police and Crime Plan the OPCC initiated a review of the current extent of volunteering within the policing family to explore the benefits of widening the use of volunteers and to look at how we can make the most of volunteering. It also recognised the need to address issues relating to infrastructure to ensure that volunteers are properly supported. The Volunteering Review was completed in March 2015 and an action plan to address the findings and recommendations will be progressed in 2015.




*Next steps*

The Volunteering Strategic Delivery Board will reconvene in 2015, with a focus on establishing task and finish groups to deliver the required transformation across the broad spectrum of volunteering – in both the Special constabulary and the wider policing family.

**THE PCC’S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 6**

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change required	Narrative	PCC Judgement
Number of hours of service provided by special constables	Minimum of 150,000 hours required	150,000‡	96286	53714	Unverified recent data suggests that there has been some improvement in this area, however to achieve the target set this will need to gain traction over the next performance year. There are some real challenges that we are encouraging the police to address.	
Number of /hours worked by volunteers	Transformation of performance is required	14056	TBA	TBA	Recording difficulties continue to plague this measure. More work is required in order that this measure can be tracked.	

**Key to judgements:**

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

- \* = Baseline taken from 3 year average
- † = Baseline taken from 12 month average
- ‡ = Target

**B. CROSS CUTTING COMMITMENTS**

In addition to the six priorities above, the Police and Crime Plan set out the PCC’s commitment to the following five important themes which are common to all areas of OPCC work. Commentary is provided to illustrate the work undertaken to take forward these areas.

1. **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.**

During 2014, the OPCC broadened its engagement with the public by greatly increasing the number of opportunities the public had to meet the PCC and his staff and raise issues and have their questions answered. Key to this is the regular public Performance and Accountability Boards which take place bi-monthly across Devon and Cornwall. These provide the public with the opportunity to put questions to both the PCC and Chief Constable. These meetings are also broadcast and can be viewed on the OPCC website.

During 2014, the OPCC continued to develop its public- engagement and web-presence including the re-design of the OPCC website which was launched in March 2015. The OPCC significantly increased its social media presence with month on month increase in website traffic and increasing Twitter followers to over 3,700.

From early 2015, monthly 'meet your PCC' events were introduced to the PCC's engagement calendar. These are held in busy public places such as supermarkets or town centres for one to two hours and enable members of the public the opportunity to meet with their PCC to discuss policing and community safety issues. These meetings are scheduled to take place monthly across Devon and Cornwall during 2015.

**2. Tough and continual scrutiny of performance and efficiency measures within the police; 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 PCC and his office.**

The PCC has continued to hold regular Performance and Accountability Board meetings to hold the Chief Constable to account for the performance of Devon & Cornwall Police. These public meetings are also filmed and available to view on the OPCC website.

**3. 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.**

Key decisions are taken following thorough consideration of a range of options and with advice from the key OPCC staff and the Chief Constable where appropriate. Proposals from the Devon and Cornwall Police are generally put forward by way of Full Business Case and in consultation with the Chief Executive, Treasurer and Chief Constable as appropriate. Key decisions continue to be published on the OPCC website.

**4. Keeping this plan under regular review. Remaining alert to emerging threats and issues and being responsive – adapting our approach and priorities as needed.**

During late 2014 the PCC reviewed the Police and Crime Plan in consultation with the Chief Constable and concluded that a major overhaul of the Plan for 2015/16 was not necessary. The PCC concluded that the six priorities remained appropriate and reflected the required

policing priorities for the area, subject to a number of small adjustments. These adjustments did not materially alter the direction but were intended to sharpen some areas of text for clarity and to emphasise the importance of action in a few specific areas.

In reaching this view, the PCC had regard to the findings from the many engagement events and consultation exercises conducted by him and his office and the extensive correspondence received by the OPCC. These have provided valuable observations from community groups: Town; Parish; District, County and Unitary councils and of course members of the public. The PCC also gave considerable thought to the recommendations made over the course of the year about Devon and Cornwall Police by Her Majesty's Inspectorate of Constabulary (HMIC), the recommendations made by the Police and Crime Panel and the revised Peninsula Strategic Assessment (PSA).

### **5. Strict compliance to high standards in public office and thorough scrutiny of the Devon and Cornwall Police's compliance with the Code of Ethics.**

The PCC's active scrutiny of Devon and Cornwall Police performance including the conduct of the Chief Constable and his officers forms part of the PCC's performance and scrutiny arrangements. This includes the PCC's responsibilities for oversight of complaints handling.

## **C. POLICE AND CRIME COMMISSIONER'S COMMENTARY ON HMIC REPORTS ISSUED IN 2014/2015**

The HMIC Inspection Programme for 2014/2015 was extensive and the volume of work the programme generates for the Police and the OPCC should not be underestimated. The load for thematic inspections remains as great as ever, if not increasing, while HMIC are also striving to introduce the new all-force inspection programme (Police Efficiency Efficacy and Legitimacy – PEEL). Usefully HMIC are using the thematic inspection programme to trial aspects of the new PEEL programme but it is unlikely that the PEEL programme will reduce the burden of thematic inspections on police forces.

### **Crime recording: A matter of fact – interim report – May 2014**

This was an interim report which included data from the inspection of Devon & Cornwall. However the data presented did not include those cases (representing 40% of the total) where the offence was direct crimed and would have increased compliance. We have reviewed the interim report but are of the view that until the final report for Devon & Cornwall is available there is little actionable information. We continue to monitor crime data as always.

### **Policing in Austerity – meeting the challenge – July 2014**

The report included positive judgements on the long term planning which had been put in place to meet the financial demands of the next four years, and on the significant value for

money achievements. <http://www.justiceinspectors.gov.uk/hmic/wp-content/uploads/policing-in-austerity-meeting-the-challenge.pdf>

### **Crime data integrity force report for Devon and Cornwall – August 2014**

These force reports follow on from the interim report that HMIC published in May 2014. They include specific recommendations for each force on how to improve the accuracy of, and therefore public confidence in, the way the police records crime. <http://www.justiceinspectors.gov.uk/hmic/wp-content/uploads/crime-data-integrity-devon-and-cornwall-2014.pdf>

### **Core Business: An inspection of crime prevention, police attendance and use of police time – September 2014**

This report examines all 43 police forces in England and Wales. It looks at three principal aspects of day-to-day policing: the prevention of crime; how crime is investigated and offenders are brought to justice; and freeing up and using police time more efficiently (which includes the use of modern technology). <http://www.justiceinspectors.gov.uk/hmic/wp-content/uploads/core-business.pdf>

### **Value for Money profiles 2014 – October 2014**

<https://www.justiceinspectors.gov.uk/hmic/wp-content/uploads/devon-and-cornwall-value-for-money-profile-2014.pdf>

### **Crime-recording: making the victim count – November 2014**

This was the national report following on from the interim report published in May 2014. When considered in comparison to national standards of crime data integrity Devon & Cornwall emerged as better than the average for crime data compliance.

<https://www.justiceinspectors.gov.uk/hmic/publication/crime-recording-making-the-victim-count/>

### **Police integrity and corruption force reports – November 2014**

These reports focus on the arrangements in place to ensure those working in police forces act with integrity. The findings from this report are further reflected in the PEEL report.

<https://www.justiceinspectors.gov.uk/hmic/publication/police-integrity-corruption-force/>

### **Crime inspection force reports – November 2014**

These force reports form the basis of the effectiveness judgments contained in the PEEL assessment programme. The force was graded 'good' across all three areas of tackling crime and anti-social behavior. <https://www.justiceinspectors.gov.uk/hmic/publication/crime-inspection-force-reports/>



### **Joint inspection of the investigation and prosecution of fatal road traffic incidents – February 2015**

This is the summary of the joint thematic inspection by Her Majesty's Crown Prosecution Service Inspectorate together with Her Majesty's Inspectorate of Constabulary of the investigation and prosecution of offences arising from fatal road traffic incidents by the police and the Crown Prosecution Service respectively.

<https://www.justiceinspectors.gov.uk/hmic/publications/joint-inspection-of-the-investigation-and-prosecution-of-fatal-road-traffic-incidents/>

### **The welfare of vulnerable people in police custody – March 2015**

In January 2014, the Home Secretary commissioned HMIC to conduct a thematic inspection on the welfare of vulnerable people in police custody "including, but not limited to, those with mental health problems, those from black and minority ethnic backgrounds and children". In particular we were asked by the Home Secretary to consider groups for whom there has been "a pronounced concern" about their treatment in police custody (especially people of African-Caribbean descent). <https://www.justiceinspectors.gov.uk/hmic/publications/the-welfare-of-vulnerable-people-in-police-custody/>

### **Stop and search powers 2: are the police using them effectively and fairly? – March 2015**

This report sets out the findings of an inspection into the progress made by forces since HMIC's 2013 report, *Stop and Search Powers: Are the police using them effectively and fairly?* It also addresses the Home Secretary's new commission for HMIC to examine the way the police use powers to stop motor vehicles and strip search people.

<https://www.justiceinspectors.gov.uk/hmic/publications/stop-and-search-powers-2-are-the-police-using-them-effectively-and-fairly/>

## **D. PUBLIC CONSULTATION AND ENGAGEMENT**

### **Summer Shows**

The PCC and his team attended a number of pre-arranged events in 2014-15. These have included the Royal Cornwall Show, Devon County Show, Exeter Pride, Exeter Respect, Plymouth Blue Light Day and Saltash Regatta. These provided a valuable opportunity for members of the public to meet the PCC and his staff. The public were able to raise specific issues with them about local policing and to hear about the work being carried out under the Police and Crime Plan and the role of the PCC.

2468 individuals took part in the informal 'coin drop' exercise during the summer shows regarding the causes of bad behaviour in the night time economy where excessive alcohol has been consumed.

### **The Community Remedy Consultation**

Under the Anti-Social Behaviour, Crime and Policing Act 2014 the PCC is responsible for determining a list of remedies available for taking restorative action in instances of low level crime and anti-social behaviour. This will offer victims a far greater say in how offenders make amends.

In May 2014 the PCC launched a consultation on how these arrangements should operate in Devon and Cornwall and the Isles of Scilly. This consultation process offered members of the public the opportunity to share these new arrangements and to help us to identify the kinds of remedies that might be made available. An online survey was launched and visitors to the OPCC stand at summer shows and events were also being asked to complete the consultation in hard copy.

The OPCC received 1022 responses to the Community Remedy Consultation. Work is continuing to agree the final list of remedies with the Chief Constable and to prepare for the introduction of the new community remedy arrangements later in 2014.

### **The 101 Review Consultation**

An online consultation exercise was launched over Summer 2014 seeking views from the public on the 101 Service as part of the PCC's review of 101 (which is discussed earlier in this report). Members of the public were invited to complete an online survey and visitors to the PCC's stand at summer shows were asked to fill in a hard copy of the form. The questionnaire sought to better understand people's expectations with regard to the 101 service and to understand the experiences of people in using the service.

### **Alcohol focus group**

Plymouth University. This focus group provides an opportunity for the OPCC to discuss alcohol related issues with students from Plymouth University. Students' views help to inform the work of the OPCC in areas such as behaviour in the Night Time Economy, pre-loading and the introduction of the breathalyser pilot.

### **Question Time #hotseatlive event**

Hatherleigh. At this BBC Devon event the PCC and the Chief Constable took part in a live radio broadcast which included answering questions from the public. The PCC received an award from COPACC to honour the office for its community engagement work.

### **Public Surgeries**

Members of the public are able to request a one on one surgery appointment with the PCC to discuss issues in addition to other engagement events where the PCC is accessible. During 2014-2015, the PCC hosted surgeries in Exeter, Penzance, Launceston, Honiton, Launceston and Truro.

### **Political Engagement**

The PCC and his staff have met with the 18 MPs representing Devon and Cornwall regularly throughout the year including formal briefings in Westminster on important issues affecting policing and community safety.

During the course of the year the OPCC staff have attended a broad range of meetings with local authority councillors, council leaders and the elected Mayor of Torbay in addition to officials and representatives from public health.

At the national level, the PCC has played an active part in the work of the Association of Police and Crime Commissioners – including chairing the APCC Working Group on Alcohol Harm Reduction.

### **Meet your PCC events**

In February 2015 monthly 'meet your PCC' events were introduced to the PCC's engagement calendar. Meet your PCC events are held in busy public places such as supermarkets or town centres for one to two hours. These events enable members of the public the opportunity to meet with their PCC to discuss policing and community safety issues. So far, two meet your PCCs events have been held; one in Tesco's Exeter (February) and one in Sainsbury's Truro (March).

Meet your PCC events also provide an opportunity for consultation to be conducted with members of the public. Consultation ran at previous events have focused on how members of the public would prefer to make contact with their Local Policing Team in a non emergency.

### **Community days**

Community days provide an opportunity for the PCC to get out and about around Devon, Cornwall and the Isles of Scilly. Community Days will include; meeting members of the local community to hear their views on policing and community safety issues; visiting local charities, groups and organisations that support community safety and visiting PCC small grant recipients.

### **OPCC communications**

A new Devon and Cornwall OPCC website was launched at the beginning of March and has received some very positive feedback. This was a partnership with Dorset OPCC and we took into account the views of a website consultation group. We feel that this website is much more 'public facing' and information is much easier to find and navigate.

Following the OPCC Review in the Autumn, communication and engagement functions were amalgamated. This allowed a more effective interface between the two which quite often run together. We have redesigned our facebook presence and are building conversations through this format with communities.

The PCC also made appearances on local TV and radio programmes, mainly news based. In addition the OPCC sent media outlets self contained audio interviews on a variety of topics.

The PCC made regular appearances on BBC Radio Cornwall phone-ins.

### **E. ADDITIONAL RESPONSIBILITIES HELD BY THE POLICE AND CRIME COMMISSIONER DURING 2014/15**

In 2014, the PCC also held the following appointments

#### **Member of the Association of Police and Crime Commissioners' Standing Group on Resources Efficiency and Strategic Finance**

This group leads for the APCC on finance and efficiency matters.

#### **Member of the Association of Police and Crime Commissioners' Standing Group on Working in Partnership to Reduce Harm**

This group leads on key issues such as mental health

#### **Member of the Association of Police and Crime Commissioners' Standing Group on Criminal Justice**

This group leads on all criminal justice issues and in pursuance of this role the PCC sits on the Criminal Justice Council for England and Wales on behalf of all PCCs. The Council brings together key stakeholders from the Criminal Justice System including the judiciary and defence.

#### **Chair of PCC Working Group on Alcohol Harm Reduction**

This group is leading a range of activities on behalf of the APCC regarding alcohol matters.

#### **Executive Board member of the National Rural Crime Network**

The National Rural Crime Network is working to see greater recognition and understanding of the problems and impact of crime in rural areas so more can be done to keep people safer. The NCRN comprises Police and Crime Commissioners, police and community safety representatives working collectively to improve the response to rural crime matters across England and Wales.

#### **Member of the Home Office Alcohol and Enforcement Forum**

This group is the main engagement forum for Home Office and Department of Health with enforcement and health practitioners

## F. FINANCIAL RESOURCES AND EXPENDITURE

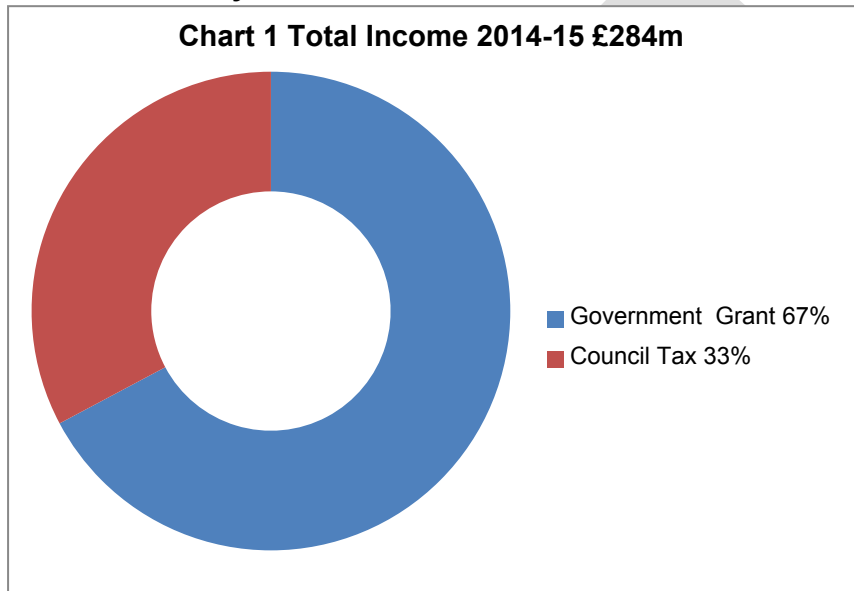
The Chief Financial Officer's report is contained within this section of the Annual Report.

### Introduction

This section of the annual report provides the draft income and expenditure for the year and the draft balance sheet for the financial year ended 31 March 2015, subject to statutory audit. It also provides a general guide to the financial situation of the PCC as at 31 March 2015, full details are provided in the draft Statement of Accounts 2014-15.

Central Government formula grant was £8.9m or 4.8% lower than in 2013-14. In addition to the police formula grant, the government made available a grant equal to a 1% increase in council tax, to allow PCC's to freeze their council tax. The PCC in consultation with the Police and Crime Panel decided to increase the council tax by 1.99% rather than take the grant. This decision not only increased the income available in 2014-15; it protected the funding base for future years and it will allow police officer numbers to be maintained above 3,000.

### Where the money came from



### Where the money was spent

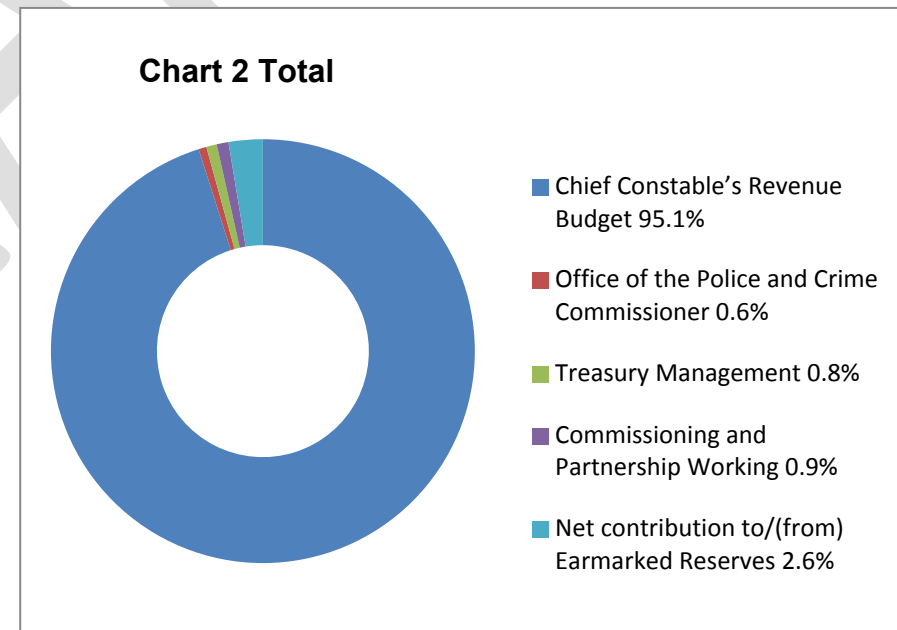
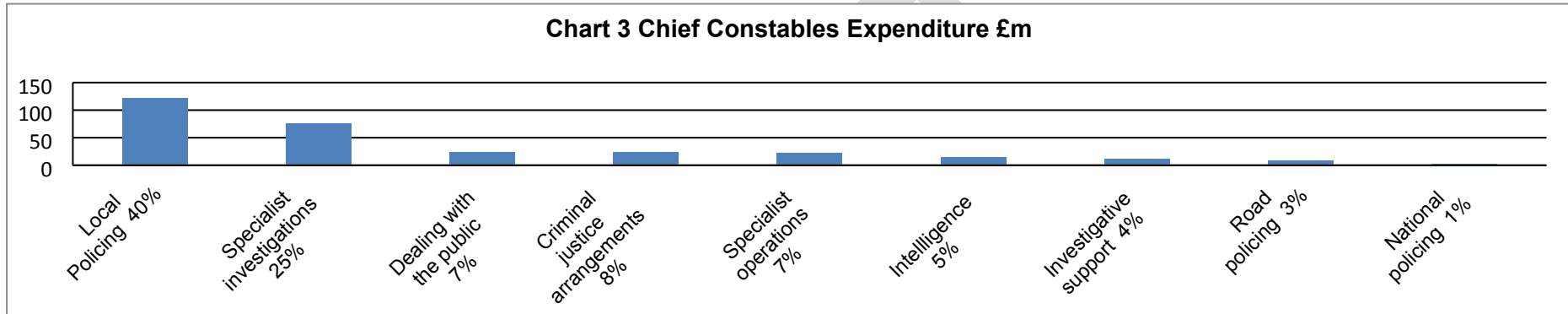


Chart 2 shows that 95.1% of the expenditure of the PCC goes towards operational policing, this part of the budget is managed by the Chief Constable and Chart 3 shows how the Chief Constable spends this money across policing activities. A full definition of the expenditure headings is provided in the Statement of Accounts 2014-15 on page 29.



### Actual Expenditure Compared Budget for the Year

In order to set the council tax and provide a basis for planning expenditure, the PCC sets a budget in April of each financial year. This budget is regularly monitored to ensure that spending is on target. At the end of the year, any underspendings are placed in reserves to support one off expenditure in future years or to provide against future financial risks.

**Table 1**

	<b>Budgeted Expenditure and Income</b>	<b>Actual Expenditure and Income</b>	<b>Variation</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Chief Constable's Revenue Budget	277,905	270,784	(7,121)
Office of the Police and Crime Commissioner	1,862	1,572	(290)
Treasury Management	2,440	2,216	(224)
Commissioning and Partnership Working	2,814	2,685	(129)
Net Contribution to/from Earmarked Reserves	(530)	7,234	7,764
<b>Net Spending</b>	<b>284,491</b>	<b>284,491</b>	<b>0</b>
Government Formula Grant	191,243	191,243	0
Council Tax	93,248	93,248	0
	<b>284,491</b>	<b>284,491</b>	<b>0</b>

Table 1 shows that £7.8m more than budgeted was contributed to reserves, it was possible to do this because revenue spending was £7.8m less than forecast. The main reasons for the variations in expenditure and income are:

- Investment in the Devon and Cornwall Police change programme which was to be funded from reserves was delayed.
- Police officers chose to retire earlier than expected leaving a time gap between officers retiring and new recruits joining the organisation.
- Other savings in police officer costs, for example a reduction in maternity absence.
- Reduction in inflation as compared to forecast particularly in relation to fuel costs.
- Staff reductions and reduced use of consultants in the PCC's office.

The additional contributions to reserves can be analysed as follows:

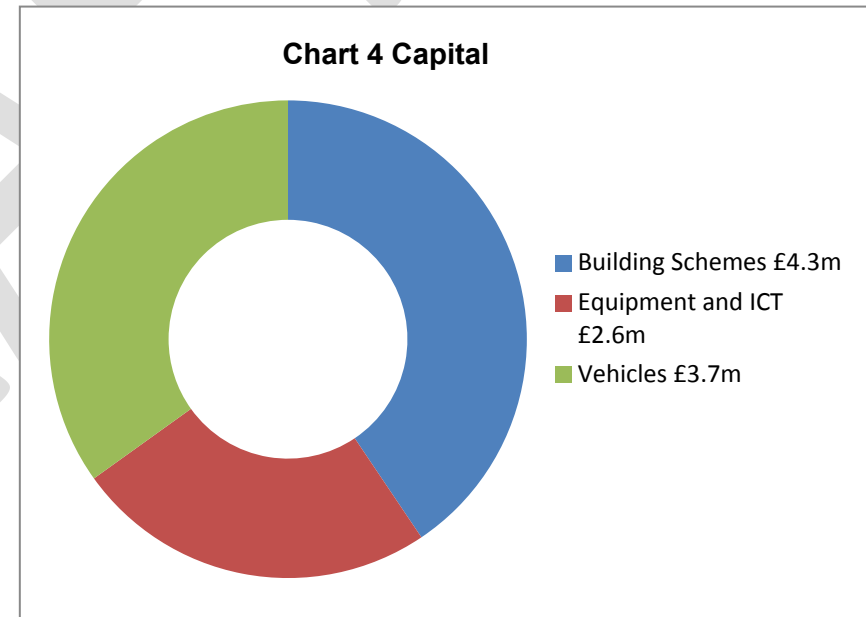
- a contribution of £3.6m was made to the revenue smoothing fund, this fund is used to smooth the impact of future reductions in central government funding and maintain police officer numbers
- a contribution of £2.1m was made to the new Strategic Alliance Reserve to finance one off expenditure
- £0.7m was contributed to the capital financing fund to support future capital expenditure
- Contributions arising from timing differences – in particular delays in spending on specific projects were £2.3m.

Because all of the under-spending has been matched by additional contributions to reserves, there is no movement on the PCC's General Fund. This is different from the deficit recorded on the Comprehensive

Income and Expenditure Statement on page 19 of the PCC's Statement of Accounts. The reason for this is that the financial statements include items such as depreciation and pension charges that are excluded when considering the annual budget and the amount to be charged against council tax.

### Capital Expenditure 2014-15

Investment expenditure which includes work to existing and new buildings was £10.6m which is analysed in chart 4.



## Implications of the Revenue and Capital Outturn for Future Years

When setting the 2014-15 budget, the PCC anticipated future funding cuts planned as part of the government's austerity programme. To facilitate this, a contribution of £3.6m was made to the revenue smoothing fund (as noted above). This contribution assists in providing sufficient funding to meet future increases in costs due to inflation and other factors and maintaining police officer numbers above 3,000 over the MTFS period 2015-16 to 2018-19.

## Staffing Resources

Staff costs make up almost 80% of the budget, staff numbers at the beginning and end of the period were:

**Table 2 Staff Numbers**

	As at 31 March 2014	As at 31 March 2015
Police Officers	3,086	3,045
Police Community Support Officers (PCSOs)	384	351
Police Staff - Chief Constable	1,685	1,624
Police Staff – Office of the PCC	20	29*

\*Not FTE (includes 4 staff who are contacted for 60 hours a year and a number of part time staff)

## Main Asset and Liabilities

**Assets** - The PCC's owns approximately 130 buildings and associated land across Devon, Cornwall and the Isles of Scilly with a net book value of £137m. A rationalisation programme is underway aimed at reducing the cost of the estate whilst maintaining a presence across the peninsula. This programme includes the disposal of a portion of the HQ site at Middlemoor. The remaining fixed assets include surplus land, vehicles, plant, ICT hardware and software and Equipment with a total value of £19m. In addition the PCC has cash and investments of £67m.

**Pensions Liabilities** – The PCC's main liabilities relate to the obligation to pay pensions to current and former staff, they total over £2.9 billion of which £0.2 billion relates to the police staff scheme and £2.7 billion relates to the police officer schemes. The value of this obligation is calculated by independent actuaries and can be fairly volatile. The pension scheme for police staff is funded and the PCC is committed to achieving a funding level of 100% and hence eliminating the net liability over the next 20 years. The police officer scheme is unfunded and under current regulations the Home Office is committed to providing funding to cover the annual gap between the cost of pensions and the cost of employer and employee pension contributions. In addition the government has made changes to the scheme aimed at reducing the impact on the public purse. More information on pension liabilities is provided in the PCC's Statement of Accounts on page 79.

**Other Liabilities** – The PCC is able to borrow funds to finance capital spending and at 31 March 2015 this totalled £35m including an estimate for interest payable.



## Summary Balance Sheet

A summary balance sheet, which excludes the pensions liabilities described above and unusable reserves which are held for accounting purposes only, is provided in table 3.

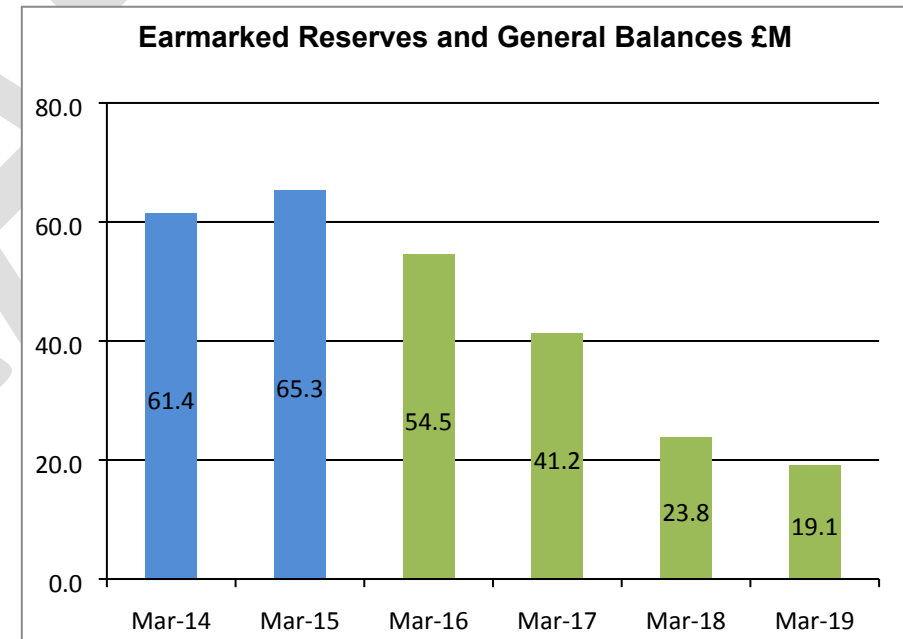
**Table 3 Summary Balance Sheet at 31 March 2015**

	£m	£m
Long Term Assets		
Property Plant and Equipment	152	
Other long term assets	3	
		155
Current Assets		
Short Term Investments and Cash and Cash equivalents	67	
Other current assets	25	
		92
Current Liabilities		
Short term borrowing	(1)	
Other current liabilities	(29)	
		(30)
Long Term Liabilities		
Long term borrowing	(35)	
Other long term liabilities	(2)	
		(37)
<b>Net assets excluding pensions liabilities</b>		<b>180</b>
<b>Revenue Reserves</b>		
General Reserves	6	
Earmarked Reserves	59	
<b>Total Revenue Reserves</b>		<b>65</b>
<b>Usable Capital Reserves</b>		<b>5</b>

Further information is available on page 21 of the Statement of Accounts

## Reserves and Balances

Reserves and balances have increased by £4m in 2014-15 from £66m to £70m. This is mainly due to a £3.6m contribution to the revenue smoothing fund. This fund is used to smooth the impact of future funding reductions and help maintain officer numbers and hence service provision over the next four years. Chart 5 shows actual reserves (blue) and forecast reserves (green); the latter are planned to reduce over the next four years in order to maintain police officer numbers at above 3,000.



## Our Financial Risks: Current and Future

### Current Risks

The major risks for the current financial year relate to service delivery within the current budget:

- achieving the changes in service delivery required to improve the efficiency of the Devon and Cornwall Police within the funding set aside in the budget and reserves for programmes and projects
- the Chief Constable is not able to meet the Police and Crime Plan targets within the resources available

The PCC holds reserves and balances to help mitigate these risks.

### Future Risks

In order to set a four year Medium Term Financial Strategy (MTFS) the PCC has to make estimates of future central government funding. These are made using the best information available. The current MTFS 2015-16 to 2018-19 is based on funding announcements contained in the Chancellor's 2014 Autumn Statement and the Budget 2015. An emergency budget is to be announced by the government in July and when combined with a new Comprehensive Spending Review in the autumn 2015 it is possible that the funding forecasts included in the MTFS will have to be revised. For this reason the most significant future risk is that government funding is less than the forecast contained within the MTFS. Additional risks include:

- central government controls mean that the 2% increase in council tax included in the medium term financial strategy for 2016-17

and future years is not achievable;

- inflation exceeds the estimate built into the budget;
- other variations in pay costs and/or liabilities, in particular employment related claims

An emergency budget is to be announced by the government in July and when combined with a new Comprehensive Spending Review in the autumn 2015 it is possible that the funding forecasts included in the MTFS will have to be revised.

### Financial Outlook for the Future

Based on the current information available, the PCC has an underlying budget gap of approximately £29m over the next four years. Some of this is mitigated by the reserves held to support the budget however significant will be required. £8.4m of planned cuts are through the relatively high risk Strategic Alliance plan. As yet unidentified cuts of £9.8m are required in 2018-19. To address this issue one of the PCC's priorities disclosed within the Police and Crime Plan is to make every penny count in protecting policing for the long term through further efficiencies, to secure more central funding and actively explore all avenues to deliver the significant savings required from 2017-18 onwards.

**DEVON AND CORNWALL POLICE AND CRIME PANEL**

**Subject:** Findings and Recommendations in respect of in respect of “Is the significant reduction in engagement of neighbourhood watch volunteers in Plymouth reflected across Devon, Cornwall and the Isles of Scilly and, if so, what is the Police and Crime Commissioner doing to address it?”

**Date:** 9 October 2015

**Author:** Sarah Hopkins, Community Safety & Partnerships Manager

**Host authority:** Plymouth City Council

**Contact details:** Tel: (01752) 305542 Email: [sarah.hopkins@plymouth.gov.uk](mailto:sarah.hopkins@plymouth.gov.uk)

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**Executive Summary:**

In accordance with Section 28(6)(a) of the Police Reform and Social Responsibility Act 2011, the Police and Crime Panel (PCP), is responsible for scrutinising and supporting the actions and decisions of the Police and Crime Commissioner (PCC). The PCP meeting held on 3 July 2015 agreed its first ‘reactive’ Scrutiny topic for 2015/16 would be “Is the significant reduction in engagement of neighbourhood watch volunteers in Plymouth reflected across Devon, Cornwall and the Isles of Scilly and, if so, what is the Police and Crime Commissioner doing to address it?”

The scrutiny review took place at the PCP meeting held on 3 July 2015 and was undertaken adopting a ‘select committee’ style approach. It was agreed that the findings of the scrutiny review would be used to inform any recommendations to be made to the PCC in a final report, to be formally reviewed and agreed at the next meeting of the PCP. It was also agreed that the report would be made available to the PCC in draft form.

Following the PCP meeting, the Host Authority compiled a draft report (Appendix 1) containing a summary of the scrutiny discussion and the PCP’s findings and recommendations. The PCP recommendations were drafted by the Host Authority in liaison with the Chair and Vice Chair of the PCP. The draft report was then emailed to the PCC on 18 September 2015, for his consideration.

In response to the draft report, the PCC has advised he will verbally comment on, and respond to, the report at this meeting.

The PCP is asked to formally review and agree its report to the PCC and consider the PCC’s response.

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**Recommendations & Reasons for recommended action:**

It is recommended that the PCP:

- Reviews and agrees the draft report to the PCC as a final version in respect of its findings and recommendations to the PCC (Appendix 1), and
- Reviews the PCC’s verbal response, at this PCP meeting, to the draft final report and his progress on how he is addressing the PCP’s recommendations

- Considers any items for inclusion in the PCP work programme.

The above reflects the PCP role to effectively and robustly scrutinise the PCC's decisions in an open and transparent manner and ensure that issues of mutual concern or interest can be shared in a way that is both constructive and supportive.

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**Alternative options considered, and reasons for recommended action:**

An alternative would be not to undertake a reactive scrutiny role which would limit the PCP's influence on the "Is the significant reduction in engagement of neighbourhood watch volunteers in Plymouth reflected across Devon, Cornwall and the Isles of Scilly and, if so, what is the Police and Crime Commissioner doing to address it?" This would mean the PCP is not fulfilling its function in legislation<sup>1</sup> to carry out investigations into decisions made by the PCC and into topics of particular interest, or public concern.

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**Background Papers:** None.

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<sup>1</sup> Police Reform and Social Responsibility Act 2011 s28(6)



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Mr Tony Hogg  
Police and Crime Commissioner for Devon,  
Cornwall and the Isles of Scilly  
Endeavour House,  
Pynes Hill,  
Exeter EX2 5WH

Please ask for: Sarah Hopkins

*My Ref RC/SH/Scrutiny 03/07/2015*

18 September 2015

Dear Police and Crime Commissioner,

**SCRUTINY BY DEVON AND CORNWALL POLICE AND CRIME PANEL IN RESPECT OF  
“IS THE SIGNIFICANT REDUCTION IN ENGAGEMENT OF NEIGHBOURHOOD WATCH  
VOLUNTEERS IN PLYMOUTH REFLECTED ACROSS DEVON, CORNWALL AND THE  
ISLES OF SCILLY AND, IF SO, WHAT IS THE POLICE AND CRIME COMMISSIONER  
DOING TO ADDRESS IT?”**

I would like to thank you and your colleagues, on behalf of the Devon and Cornwall Police and Crime Panel (PCP), for attending the Devon and Cornwall Police and Crime Panel meeting on 3 July 2015 in respect of the above proactive scrutiny item. I hope you found the select committee style approach to the scrutiny process a useful mechanism, with the right balance of both support and challenge and a positive and useful exercise.

Following comment by the Chair and Vice Chair of the PCP, I am pleased to now provide you with the PCP's draft report of findings and recommendations for your consideration.

Please be advised that the report will be formally reviewed and agreed by the PCP at its meeting on 9 October 2015 and following the meeting (and in accordance with Section 28 (7) of the Police Reform and Social Responsibility Act 2011) it will be published on the Host authority's website and on the Police and Crime Panel website. At the 9 October 2015 meeting you will be given an opportunity to verbally comment on and respond to the report. If however you also wish to provide a written response prior to the meeting, this response will need to be forwarded to Sarah Hopkins by not later than Friday 25 September 2015 and it will be included as an appendix to the report and reviewed accordingly by the Panel.

  
Yours sincerely

Councillor Roger Croad  
Chair, Devon and Cornwall Police & Crime Panel

Cc: Andrew White, Chief Executive & Monitoring Officer

(Plymouth City Council is the host authority for Devon & Cornwall Police & Crime Panel and views expressed by the Panel are not necessarily those of the Authority.)

### **Devon and Cornwall Police and Crime Panel (PCP) report to Police and Crime Commissioner's (PCC) following scrutiny on "Is the significant reduction in engagement of neighbourhood watch volunteers in Plymouth reflected across Devon, Cornwall and the Isles of Scilly and, if so, what is the Police and Crime Commissioner doing to address it?"**

#### **Introduction**

The Police Reform and Social Responsibility Act 2011 Section 28 (6) states that the Police and Crime Panel (PCP) must "review and scrutinise decisions made or other action taken by the Police and Crime Commissioner (PCC) in connection with the discharge of their functions"

The PCP recognises the importance of supporting the PCC in the effective exercise of his functions.

The PCP, at its meeting on 3 July 2015 agreed the above issue as the first 'reactive' scrutiny topic for 2015/16. It was agreed the scrutiny review would be undertaken adopting a 'select committee' style approach.

The outcome/objective of the scrutiny exercise was as follows:

In relation to Neighbourhood Watch (NHW), to ensure the PCC is delivering on the following priorities:

- Greater Public Involvement in Policing/Active involvement by citizens and communities in policing  
- To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer.
- Cutting crime and keeping people safe
- Making every penny count to protect long term policing

The PCP is satisfied that this scrutiny topic meets the PCP's agreed scrutiny criteria in particular:-

- **Public Interest:** the concerns of local people should influence the issues chosen for scrutiny
- **Ability to Change:** priority should be given to issues that the PCP can realistically change

The PCC, accompanied by officers from the Office of the Police and Crime Commissioner (OPCC), attended a meeting of the PCP on 3 July 2015 to hear written evidence, in response to this 'reactive' scrutiny topic.

#### **Members present:** Cllrs Croad (Chair)

Councillors Batters, Brown, Boundy, Davey, Eddowes, Excell, Mathews, Mrs Pengelly, Saltern, Mrs Squires, Toms, Watson, Wright

#### **Independent Members:**

Yvonne Atkinson (Devon) and Sarah Rapson (Cornwall and Isles of Scilly).

#### **Apologies for absence:**

Councillors Moulson, Sanders, Sutton

**Also in attendance:** Sarah Hopkins, Community Safety & Partnerships Manager, Jo Heather, Democratic and Governance Officer, Cornwall Council, Peter Aley, Head of Neighbourhoods & Communities, Andrew White, OPCC Chief Executive, Dr Karen Mellodew, OPCC Performance

Management & Customer Service Manager, David Eaton, OPCC Strategy & Meetings Officers, Devon & Cornwall Police and Katey Johns, Democratic Support Officer.

### **Witnesses**

Tony Hogg, Police and Crime Commissioner, Inspector Paul Morgan, Force Lead for Neighbourhood Watch, Lorraine Robinson, Secretary to Plymouth Neighbourhood Watch Forum, Rob Paterson, former Chairman of Restormel District Neighbourhood Watch Forum, Julie Dowton, Devon & Cornwall Community Watch Association (DaCCWA).

### **Written Evidence**

The Chair, in liaison with the Host Authority, agreed it would be useful to carry out, on behalf of the PCP, a range of direct engagement with communities, neighbourhood watches, the Force Lead for NHW, PCP members and other organisations across the force area. This has been carried out to determine whether they think the decline in NHW Schemes in Plymouth is reflected across Devon, Cornwall and the Isles of Scilly – and if so, what they think the Police and Crime Commissioner should do to address it. This was carried out in two ways, as follows:

Firstly, consideration was given to contacting relevant agencies and organisations throughout Devon, Cornwall and the Isles of Scilly across a range of disciplines. A letter was prepared and sent direct, including to the following agencies<sup>1</sup>:

- Local Authority Leaders and Chief Executives
- Police and Crime Panel Members (asking them to cascade to their respective Council Member colleagues)
- All Plymouth City Council Members
- Cornwall Council's Community Network Managers as a means of liaising with Cornwall's Town & Parish Councils
- Community Safety Partnerships
- Age UK (Devon) and Age UK (Cornwall)
- Victim Support
- Devon & Cornwall Community Watch Association (DaCCWA<sup>2</sup>)
- Devon Grapevine
- Devon ReForm
- South West Forum
- Neighbourhood Watch (Plymouth)
- Age UK Devon
- Age UK Cornwall
- Local Criminal Justice Board

All of the above were asked to forward to any other colleagues, partners, and agencies they thought might have something to contribute.

There were a large number of responses received, which were combined and were provided at the Panel meeting.

Secondly, an 'open letter' from the Chair of the PCP was prepared and published for a time limited period on the Devon and Cornwall Police and Crime Panel Website, containing similar content to the letter referred to above seeking views from members of the public in respect of the proposals. It is not believed that any responses were received in response to the 'open letter'.

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<sup>1</sup> This is not an exhaustive list.

<sup>2</sup> The umbrella organisation for Devon & Cornwall NHWs)

The engagement assisted the Host Authority with identifying potential witnesses to add further value to the PCP's scrutiny process by them attending the meeting, giving verbal evidence and responding to questions from the PCP members. The Chair agreed with the Host authority that, on this occasion, witness attendance would add further value to the scrutiny of this topic, and therefore, the following witnesses were invited to give evidence:

- Lorraine Robinson, Secretary to Plymouth NHW Forum
- Rob Paterson, former Chairman of Restormel District NHW Forum
- Julie Downton, Devon & Cornwall Community Watch Association (DaCCWA – the umbrella organisation for Devon & Cornwall NHWs)?

What stood out as the main points of feedback from the engagement exercise /responses received was:

- There is a perception of a reduction in effective NHW Schemes particularly in Newquay, Plymouth, Exeter, East & Mid-Devon, the previous “Restormel Borough Council” area in mid Cornwall , Launceston Town Council, Dowederry and Lanlivery. However, levels remain static in Devon's South Hams area.
- There were some views that ‘NHW’ was ‘out-dated’ and that future effectiveness was based on the use of more modern forms of technology for communicating with communities, eg use of internet and emails.
- NHWs need to be brought up to date with the multi-cultural and ethnic diversity needs of people living in Plymouth.
- A common thread was the perception of either reduced or withdrawal of Police support that was viewed as key to the central coordination of NHWs along with the provision of training, information (eg Starter Packs), coordination of/attendance at various NHW meetings, promotion of schemes to attract new members, and support for setting up new schemes. Some NHWs feel ‘isolated’ and not part of the policing family which may result in a further decline. There was concern that ‘communication’ with ‘watches’ was inconsistent and/or lacking.
- A couple of respondents mentioned the need for clearer structures and lines of ‘governance and accountability’.
- There was a suggestion that maybe too much responsibility was being placed on DaCCWA to provide more coordination.
- DaCCWA themselves are of the view that they don't recognise the decline that has led to this being subject of this Panel's scrutiny. However, they acknowledge the decline in Plymouth but are working hard with local Police to address this, working with the recently appointed “Citizens in Policing” Office – viewed as a positive commitment by the Police in Plymouth to support and develop ‘watches’ and police volunteers. DaCCWA invited Panel members to get in contact with their Board in order to challenge their perceptions.
- There are a number of initiatives across Devon and Cornwall that have been implemented to either build on, or fill any gaps in, NHW coverage, for example ‘Street Net’<sup>3</sup> in Newquay, ‘Neighbourhood Health Watch’<sup>4</sup> in mid-Devon, and Torbay's ‘Feel Safe Scheme’<sup>5</sup> and ‘Ourwatch Scheme’<sup>6</sup>, which appear to have been successful in their respective areas. Similarly a scheme between South Liverpool Homes (SLH) working in partnership with Merseyside Police offers a free scheme, called Immobilise<sup>7</sup>.

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<sup>3</sup> <http://www.cornishguardian.co.uk/Newquay-police-launch-new-Street-Net-community/story-22863882-detail/story.html>

<sup>4</sup> <http://www.neighbourhoodhealthwatch.org.uk/>

<sup>5</sup> <http://www.torbaywatch.org.uk/>

<sup>6</sup> <http://torbaynhw.ourwatch.org.uk/>

<sup>7</sup> <https://www.immobilise.com/articles/fivemostwanteditems>



- There is a view that it is currently unclear how, or if, NHWs/ Forums/Schemes link in with the P&CC's Victim Care Unit.
- An idea has been put forward suggesting Community Safety Partnerships could explore how NHWs could be contributing, as part of a wider partnership, to the delivery of priorities in their Annual Strategic Assessments of Crime and Disorder.
- There do not appear to be any processes that measure NHW effectiveness, for example:
  - How many volunteering hours have been provided?
  - What training is being delivered to support volunteers?
  - Whether effective 'Watches' are being established in areas with the highest crime?
  - How do levels of crime compare between those areas with active and those with less or inactive watches?
  - The demographic profile of watch coordinators.
  - What difference is being made?

The Chair and officers from the Host Authority considered what other information may be useful to the PCP when it scrutinised this topic. Three reports were acquired as follows:

- Report from Inspector Paul Morgan (Force Lead for NHW), in respect of the force position in respect of this scrutiny item.
- Report from Sergeant Miranda Dalton, (Plymouth Police lead) in respect of the local Police position in respect of this scrutiny item.
- Report from the PCC.

An officer from the Host Authority kept in close liaison with Police Officers who support the Plymouth NHW Schemes and the latest developments were incorporated below:

What stood out as the main findings from the additional information acquired above and from the discussions with Plymouth Police was:

- In the 1990s, there was more dedicated support in the form of a Police Sergeant who led coordination of NHWs. Following the civilianisation of this post 10 years later, this appeared to have led to resignations and folding of NHWs.
- The numbers of NHW Coordinators in Plymouth in 2006 was cited as circa 800 with roughly only 80 active at that time. However, the figure of 800 has never been substantiated. All areas see fluctuations in schemes, which often reduce markedly when personal details are audited. Sometimes figures cited include Coordinators and members which can distort the figures.
- Although records vary, and prior to the topic being scrutinised by the PCP, it was believed that there were in the region of 200 coordinators in Plymouth. In order to verify this, all 200 were contacted by the Police in March 2015 initially via email to confirm their involvement/interest – only 12 replied. Following this the remainder received a personal visit from the Police Neighbourhood Teams to gauge their interest/update contact details. This exercise has in fact determined the true level of involvement in Plymouth to be in the region of 142<sup>8</sup> confirmed coordinators and in the region of 160 unconfirmed who the Police are still trying to make contact with. This is on a par with membership in other parts of the force area (refer to Appendix 6).
- At a Force level, the only record that is kept of NHW numbers is people who have registered as recipients of community messages<sup>9</sup>. Hence that is likely to be why the numbers vary at a Force (359) and local Plymouth (circa 142+) level.
- In 2014, Plymouth appointed a Community Safety Sergeant and a 'Citizens in Policing' Officer whose role is to develop Special Constables, Cadets, Police Volunteers and NHWs. This role has

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<sup>8</sup> As of 19.6.2015

<sup>9</sup> <http://www.devon-cornwall.police.uk/our-services/community-messaging/community-messaging-explained/>

been key to improving relationships and redesigning the focus between Police, the Plymouth NHW Executive Committee and DaCCWA.

- Plymouth has an allocated NHW office at Devonport Police Station co-located with the Police Community Safety Office and the Safer Plymouth Team and are provided with a Police terminal and landline solely for their use. The Plymouth Executive Committee has an 'office volunteer' but due to their recent illness, an additional volunteer is being sought.
- It is the intention of the Police and the NHW Executive Committee to re-launch NHW via Neighbourhood Teams, social media, a promotional event bringing together existing Coordinators and members, and engagement with partner agencies.
- As part of the re-launch of NHW in Plymouth, a new project is to be trialled, to be known as "Activ8", in conjunction with NHW, which will encourage them to set up "walking groups" as a means to identifying issues in their respective areas, getting to know their 'patch', and promotion of the Neighbourhood Watch Scheme. This will also have the benefit of building relationships between Coordinators and showing NHW as being truly active in within their communities.
- It is felt that the brand of 'NHW' still carries the old-fashioned connotation of 'curtain twitchers' and gives the wrong impression of what is involved/required and the real benefits and potential of what NHW Schemes can deliver. So some consideration will be given to refocusing the emphasis of the schemes in Plymouth to be more geared around health, wellbeing, and vulnerability and not just reporting crime.

The conclusion was that there has not actually been a rapid decline of NHW Coordinators in Plymouth, but that between the loss of the full time Police Watch Office Member, followed by the long period of sickness of the Watch Office Volunteer that replaced the Police Watch Office Member, this has simply led to a reduction in regular contact with Coordinators and diminished support and communication which is now being addressed. It is very strongly felt that Coordinators should ideally have access to email and internet facilities in order to maintain regular communication and to assist with keeping membership records up to date.

From a Force perspective, they are of the view that Plymouth NHW is fully supported and there is 'no concern' as to the direction it is progressing in.

DaCCWA are aware that, whilst NHW within Plymouth was in need of reinvigoration, they are very pleased with the involvement of the local police who have been trying to achieve this. Additionally they do not support the view that there is a decline in NHW Schemes across the Force area as a whole.

The Chief Constable endorsed a "Citizens in Policing" Strategy for the Force at the beginning of 2014 agreed in conjunction with the OPCC. This strategy includes the desire to strengthen and support watch schemes and volunteers generally. Plymouth appointed a specific "Citizens in Policing" Officer to assist delivery to the City's needs. The NHW review in Plymouth will mean it is better positioned to deliver a vibrant watch Office now than at any time in the last 5-6 years.

### **The Panel asked the Police and Crime Commissioner the following questions:**

1. What do you see are yours, and the Police's, role in supporting and promoting NHWs?
2. In your report, you say you jointly endorsed, with the Chief Constable, a "Citizens in Policing Strategy" that expresses a desire to strengthen and support watch schemes and volunteers generally. Are the public aware of this Strategy? How does the Strategy intend to deliver on this desire? It is understood the appointment of a "Citizens in Policing" (CiP) Officer in Plymouth is being used as a pilot for the Force, and this has already been effective in reinvigorating NHW Schemes in Plymouth. As a result, is it likely specific "Citizens in Policing" officers will be provided at each Watch Office across the Force?

3. Feedback reveals there is concern about the inconsistent approaches to coordination, support, promotion and a lack of communication with NHW schemes. What is your perception as to why many NHWs feel under-valued, and what are your suggestions for addressing this?
4. What support could you be giving to DaCCWA in filling the Watch Office gaps in geographical cover across the force area?
5. How could you support NHWs' future effectiveness based on the use of more modern forms of technology for communicating with communities that may encourage the recruitment of younger people?
6. What could you put in place to:
  - (a) better understand how crime differentiates between 'Watch' and 'Non-Watch' areas;
  - (b) measure NHW's effectiveness in reporting and reducing crime; and
  - (c) strengthen the numbers of NHWs in areas with the highest crime?
7. In Plymouth the Police and the NHW Executive Committee are intending to re-launch NHW via Neighbourhood Teams, social media, and a promotional event. How could you encourage other NHWs to follow suit and if so, what part will be play in the re-launch across the force area so that there is a consistent level of cover across it?
8. How do NHWs link in with the PCC's Victim care Unit?
9. The submission by the PCC on page 155 of the agenda pack is virtually identical to the submission from Inspector P Morgan on page 149 of the agenda pack. However Inspector P Morgan has ended his submission with the following statement "NHW is supported fully and there is no concern from the Police perspective as to the direction it is progressing in". Given that this statement is missing from the PCC's submission, can the Panel assume that the PCC does not agree with the statement and/or cannot commit to it?

**The responses/findings from the PCC's answers to the questions and the evidence provided by the witnesses and answers provided to questions asked to them have been combined and summarised as follows:**

- The support for NHWs provided by the Police is now much broader and revolves around provision of "Watch offices" within the police estate (of which there are 14 within Devon and Cornwall), enabling access to and use of office space and resources, supported by volunteers. The aim is that Watch offices become the focal point and hub for activities across the force area to enable NHWs' continued development so that they can be adapted to accommodate the changing focus of NHW, in particular from crime to wellbeing as a whole through the Neighbourhood Healthwatch Movement which is supported by GPs and has now been formalized through DaCCWA. This move is welcomed and supported by the Police who believe this is the right direction to be taking;
- Co-ordinator numbers could rise with better advertising and the establishment of hubs at watch offices;
- There are issues relating to communication and access to information by volunteers with the need for Co-ordinators and volunteers to be IT literate and be able to communicate by email so that information can be cascaded as quickly as possible;
- In Newquay, a neighbourhood communication system called 'Streetnet' has been created where beat officers are encouraged to go out and talk to their communities and establish community 'post boxes' from which information can be shared in both directions. This could be an alternative to the Police Messaging System;

- “Our Watch” is a national body to whom DaCCWA report and through which they can use the brand. The ‘Our Watch’ website could be an effective mechanism, through which Co-ordinators can communicate with each other and find new members;
- Although DaCCWA does not require significant operating funds, a monetary contribution towards the production of leaflets would be welcomed;
- There are concerns that with further closures of Police offices pending, this could have a negative impact on provision of NHW. Any premises where the Police office shares accommodation with Watch schemes should be identified to ensure appropriate arrangements are made to also move the Watch office to the new accommodation so that they remain located together. Resources and accommodation need to be supported by the Chief Constable;
- Use of community messaging systems should be broadened so that information can be obtained from other partners. The more agencies that engage, the wider the network and the greater the ability to share data and spread costs. Neighbourhood Alert, a national communication system, is one such example where information can be obtained from partner agencies;
- The PCC is of the view that the public very much has a part to play in community safety and his role is to champion and support them in that role in any way he can. Through the Chief Constable he can ensure that the resources are there to support watch schemes and community messaging;
- The Citizens in Policing pilot has been successful in Plymouth and the Chief Constable would be approached by the PCC about rolling the scheme out across the rest of Plymouth and potentially across the force area;
- It is acknowledged that there are some weaknesses where schemes have floundered due to lack of Police support. This has often occurred where Police have recruited from the PCSO role resulting in a gap in the community. It is an ongoing concern between the PCC and the Chief Constable and is part of his package of questions to the Chief Constable relating to neighbourhood policing, what it means, what can be put on partners and what ultimately cannot be done;
- There is no direct link between NHW and Victim Care apart from messages of alert and when there is a need to refer;
- With regard to the connection between NHW and Community Safety Partnerships (CSPs), the PCC advised that CSPs should have regard to the voluntary sector and so this could be where the connection could be and he could promote this aspect with CSPs;
- The PCC does not have any figures to show how crime differentiates between watch and non-watch areas as this is an operational area for which the Chief Constable is responsible, although a response could be provided to the panel;
- The PCC advised that he could support promotional events personally if he was able and perhaps provide a little money towards such events;
- NHW’s effectiveness in reporting and reducing crime needs to be measured;
- The numbers of NHWs in areas with the highest crime need to be strengthened;
- The PCC cannot say that he has no concerns in relation to NHW. This demonstrates a lack of joined up thinking between the PCC and the Police, as Inspector Morgan advised the panel that he has no concerns. The PCC needs assurance from the Chief Constable regarding what he is doing and likewise the PCP needs to be informed and assured. The Chief Constable needs to provide to the PCC what the definition of neighbourhood policing means and what the offer is.

### **The Recommendations:**

Having reviewed the written evidence, conducted a comprehensive and searching question and answer session between the PCP and witnesses, and the PCC and considered the responses/findings, the PCP makes the following recommendations to the PCC:

- 1) That the PCC champions and celebrates the role of NHWs and promotes and supports them as part of his volunteering offer in relation to the part the public can play in community safety, having regard to the following:
  - (a) With regard to Watch offices, that the provision of them (including access to and use of office space and resources) continues to be provided within the police estate and such offices are moved with any police station moves so that they remain located together. Also, that the aim for Watch offices to become the focal point and hub for activities is promoted including the change of the focus of NHW from just crime to wellbeing as a whole through the Neighbourhood Healthwatch Movement;
  - (b) That IT training for Co-ordinators is supported to ensure that they are IT literate and able to use email, whether through the provision of training or by a buddying system;
  - (c) That the use of the Our Watch website be promoted as a means of effective communication for Co-ordinators and Neighbourhood Alert be promoted as a means of sharing information with partners;
  - (d) That a monetary contribution towards the production of leaflets be provided to DaCCWA if possible;
  - (e) That the PCC ensures that CSPs in the peninsular have regard to NHWs as part of the voluntary sector;
  - (f) That the PCC supports NHW promotional events in person if able, providing money towards them if possible and considers a publicity relaunch of NHW via the media as part of his volunteering offer;
- 2) That the PCC provides the PCP with information regarding the following:
  - (a) What can be put in place to better understand how crime differentiates between Watch and non-Watch areas;
  - (b) What can be put in place to measure NHW's effectiveness in reporting and reducing crime;
  - (c) What can be put in place to strengthen the numbers of NHWs in areas with the highest crime
- 3) In relation to providing assurance to the PCC and PCP, that the Chief Constable provides a report to cover the following:
  - (a) What the definition of neighbourhood policing is and means, what the offer is, what can be shared with partners and what can and ultimately cannot be done;
  - (b) What resources and accommodation there are to support Watch schemes and community messaging;
  - (c) The feasibility of rolling out Newquay's Streetnet across the force area as a means of community messaging and communication through beat officers
  - (d) The feasibility of rolling out the Citizens in Policing pilot across the rest of Plymouth and potentially across the force area;

### **Final comments:**

Section 28(7) of the Police Reform and Social Responsibility Act 2011 states that the PCP must publish any reports or recommendations. This report will be:

- Circulated to the Chair and Vice Chair for initial comment and then submitted in draft form to the PCC for consideration.
- And will then be formally reviewed and agreed by the PCP at its meeting on 9 October 2015. Following the meeting it will be published on the Host Authority's website and the Police and Crime Panel website with copies being sent to the Witnesses.

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**Police and Crime Panel Meeting  
9 October 2015  
Report of the Police and Crime Commissioner**

**POLICE AND CRIME COMMISSIONER'S PERFORMANCE REPORT**

**1. Introduction**

Following discussions at the last Police and Crime Panel meeting the performance material has been updated to reflect the refreshed performance management framework for 2015/16 which was presented to the last meeting.

This Performance Report presents an update on the headline performance measures set out in the refreshed Police and Crime Plan 2015/16. It includes the baseline data against each headline measure, plus attainment data unless otherwise stated for the 12 months to end of August 2015. This is followed by a narrative description of the data presented including additional explanatory material. Finally the report sets out the PCC's judgement on police performance against each measure – using a red/amber/green grading to illustrate how strong or at risk the PCC considers force performance to be against each measure.

**2. The PCC's assessment of performance to date against the headline measures set out in the Police and Crime Plan 2014-2017**

The PCC's assessment of performance to-date against the headline measures for the performance year ended 31<sup>st</sup> August 2015 is contained in Appendix 1.

**3. The PCC's Performance and Accountability Board**

The PAB is the formal mechanism at which the Commissioner holds the Chief Constable to account for the performance of the Force. The PAB meets bi-monthly in public in different locations across the peninsula (deep dives are held in private in the intervening months). The Board also serves as the Strategic Delivery Board for Priority 1 within the Police and Crime Plan.

As you are aware we have endeavoured to reflect the issues that are of greatest concern to the public and to encourage public engagement at the meetings. We continue to see an increasing level of public engagement at the meetings and will continue to build on this format.

**Contact for further information**

**Andrew White**

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Report prepared 25 September 2015



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APPENDIX 1

Priority 1 Outcomes	Headline Measure	Aim	Baseline	Rolling 12 months to 31/08/2015	%age change	Narrative	PCC Judgement
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	64506*	56562	-12.3%	Trends in victim-based crime have been steadily downwards over the current performance year with an overall reduction of 4.6% in the 12 months to date compared to the previous 12 months. Compared to the three year average (baseline) performance continues to show significant and increasing improvement. Principle offence categories driving this are the acquisitive offences: burglary dwelling -12%, n=2515, burglary non-dwelling -12%, n=3585, vehicle offences -8%, n=4650, other theft -11%, n=11296 and criminal damage -8%, n=12093.	
	Number of recorded domestic abuse crimes and non-crime incidents	Increased public confidence to report	27447*	28730	4.7%	Although currently showing an increase against the baseline that suggests that the required attainment is being met this is largely the product of a steep increase in recorded DA in the last performance year. In the twelve months between April 2013 and March 2014 domestic abuse crime and non-crime incidents increased substantially with an 18% increase in recorded DA crime. However during the current performance year the trend has levelled with a reduction of 3.6% in domestic abuse crimes and non-crime incidents in the 12 months to end of August compared to the previous 12 months. Partner agencies are being invited to provide information to inform future judgements.	
	Number of recorded rape and sexual assault offences	Increased public confidence to report	1976*	2818	42.6%	Trends in police recorded sexual offences have been resolutely increasing and in particular increases in reporting of historic offences would suggest that this measure is being attained. Again however additional measures are being developed that will increase explanatory power against this headline attainment requirement	
	Number of recorded hate crimes (and incidents?)	Increased public confidence to report	1116*	1134	1.6%	Hate crime and incidents for the year reduced by 7.6% (n=93) as compared to the previous 12 months. Recorded hate crime has reduced by 7%, driven by large reductions in public order offences. Reductions in this area are as a result of a review of how public order offences are crimed. Again partner agencies have been approached to contribute to our understanding of these trends.	
	Average time taken to answer FEC calls	Transformation of performance is required data TBC	6 mins 30 secs	5 mins 37 secs		Although there has been some improvement in this measure in the last 10 months, this is not felt to reflect the transformational change required. A further review of the progress made against the recommendations contained in the PCCs 101 report last year is underway. NB the baseline for this measure is taken from the PCC 101 review published in November 2014.	
	%age of 999 calls answered in target	Current good performance of 87% of 999 calls answered in target should be maintained	87%†	87.10%	0.10%	Currently being attained	
	Public confidence from CSEW 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	65%†	68%	3%	Currently being attained	
	Police officer establishment (above 3000)	Minimum 3,000 officers required at least until May 2016	3000‡	3021.7	21.7	Currently being attained	



Priority 2 Outcomes	Headline Measure	Aim	Baseline	Rolling 12 months to 31/08/2015	%age change	Narrative	PCC Judgement
	Number of recorded violence with injury offences per 1000 popn (excluding DA)	Improvement in performance is expected by reducing the rate of offending per 1000 popn	4.4*	4.4	0%	Current trends against the 3 year baseline continue to suggest that the more serious violence with injury is at a stable level (n=7495 in the last 12 months).	

To reduce the crime and harm caused by the misuse of alcohol	Number of most serious violence with injury offences per 1000 popn (excluding DA) <sub>2</sub>	Improvement in performance is expected with continued reductions	1.0*	0.5	-50%	There have been significant reductions in the most serious violent crime categories. These include those offences that result in the greatest level of harm to victims.	
	Number of recorded violence without injury offences per 1000 popn (excluding DA)	Improvement in performance is expected by reducing the rate of offending per 1000 popn	3.2*	4.3	34.4%	Violence without injury remains a considerable challenge to performance in Devon & Cornwall. Work is ongoing to understand the factors that are driving these increases. Particular focus has been on young people, and offending that occurs outside of the night time economy. The police and OPCC are working with partners to develop a focused approach to reducing offending in this area.	
	Number of recorded alcohol-related violent crime offences per 1000 popn (excluding DA)	Currently monitoring this new measure in order to establish criteria	2.7†	2.7	0%	There has been insufficient time between the baseline and current reporting point to provide an informed judgement of performance. Monitoring will continue with a view to reporting back at the next Panel meeting	

Priority 3 Outcomes	Headline Measure	Aim	Baseline	Rolling 12 months to 31/08/2015	%age change	Narrative	PCC Judgement
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				Performance in this area is subject to long term strategic review and may require additional development subject to announcements anticipated in the CSR and police funding allocation formula towards the end of 2015.	
	OPCC costs (excluding commissioning)	To maintain operating costs at 2015/16 levels in real terms					
	Development of public and commercial fundraising streams	To be fully operational by April 2017					

Priority 4 Outcomes	Headline Measure	Aim	Baseline	Rolling 12 months to 31/08/2015	%age change	Narrative	PCC Judgement
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	61.8†	35.8	-42.1%	There has been a significant reduction in the average number of people held at custody centres under S136 each month. This reduction is even more pronounced since March 2015 with an average of 16 detentions per month during the last 6 months.	
	Focused police activity to improve file quality	Transformation in performance is expected				Baselines are still being developed in this area	

Priority 5 Outcomes	Headline Measure	Aim	Baseline	Rolling 12 months to 31/08/2015	%age change	Narrative	PCC Judgement
To deliver a high quality victim support service across our area.	Number of victims with needs being supported	Transformation of performance is required		502		Baselines are still being developed in this area following the introduction of new victim care arrangements in April 2015.	
	Number of victims being referred to appropriate support agencies	Transformation of performance is required - subject to baseline development by end September 2015		610			

Priority 6 Outcomes	Headline Measure	Aim	Baseline	Rolling 12 months to 31/08/2015	%age change	Narrative	PCC Judgement
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	150,000†	103,148	-31.2%	This area has not delivered the required transformation of performance to-date. A refreshed approach to delivering the required performance improvement is being developed by the force. See PCC's Update Report on Activities for further information.	
	Number of /hours worked by volunteers	Transformation of performance is required in accordance with the Volunteering Review - Baseline to be established by September 2015	14,056	11,667	-17.0%		



**Police and Crime Panel Meeting  
9 October 2015  
Report of the Police and Crime Commissioner**

## **POLICE AND CRIME COMMISSIONER'S UPDATE REPORT**

- 1. FAIR FUNDING CAMPAIGN**
- 2. UPDATES ON ISSUES INCLUDED IN THE POLICE AND CRIME PANEL WORKPLAN**
  - i) 101 Update*
  - ii) Volunteering, including Specials*
  - iii) Custody Review*
  - iv) Victim Services*
- 3. PROGRESS AGAINST THE POLICE AND CRIME PLAN PRIORITIES SINCE JULY 2015**
- 4. PUBLIC ENGAGEMENT**
- 5. OPCC COMMUNICATIONS**
- 6. FINANCE AND GOVERNANCE MATTERS**

## 1. FAIR FUNDING CAMPAIGN

- ❖ Throughout his time as the first elected Police and Crime Commissioner (PCC), the Commissioner has sought to draw attention to the disadvantage suffered by Devon and Cornwall police as a result of the formula which is used to allocate funding to police services across England. The PCC has repeatedly raised this issue with local MPs and with HM Treasury and the Home Office and urged them to take action to deliver a fairer funding allocation for Devon and Cornwall. Under the current police funding formula funding per head of population in Devon and Cornwall is just £104 per head, two and half times less than that paid to London and almost half of that paid to Merseyside.

### *Fair Funding Campaign*

- ❖ Following the General Election in May 2015, the PCC launched a joint campaign with the Western Morning News to draw attention to this critical issue, gather public support and lobby Ministers to address these issues in the new Parliament. This was by far the biggest ever single subject consultation undertaken concerning a police issue in Devon and Cornwall and the biggest by a PCC anywhere in the country to date.
- ❖ Every effort was made to promote the campaign widely:
  - There were 13 petition signing events in key locations across Devon and Cornwall - many of which received media coverage;
  - Extensive use was made of social media which reached over 200,000 people;
  - Over 3,000 information packs were sent out to partner organisations and those on the mailing database;
  - The Western Morning News jointly promoted the campaign and over the course of the eight weeks of the campaign which resulted in many front page stories;
  - All the major weekly newspapers across Devon and Cornwall carried further stories about the campaign;
  - Radio 4's PM programme carried an extensive piece about the campaign;
  - Both Spotlight and ITV West Country News carried regular updates;
  - The campaign was promoted on a weekly basis on the Force's intranet
- ❖ The return on engagement activity with the public over such issues as policing is historically low. Almost 9,000 signatures was a significant achievement.
  - 2,026 people signed the petition through Facebook
  - 1,801 people signed up by other digital means;
  - 5,452 people signed either at face to face events or by post.
- ❖ The Fair Funding petition was only one part of the campaign and it served as a focal point to engage the people of Devon and Cornwall and local politicians in the campaign to achieve a fair share of the police funding for Devon and Cornwall.
- ❖ The campaign has received support from a number of MPs and local authority leaders across the area.

*Home Office Consultation on Police Funding Reform*

- ❖ In July 2015 the government announced a consultation on reform of police funding<sup>1</sup>. The proposals were disappointing. They fail to address the challenges posed by tourism and policing in rural areas. The OPCC carried out extensive work over the summer to inform our response to the consultation – working closely with local MPs, other PCCs and Devon and Cornwall Police.
- ❖ The OPCC's detailed analysis included a full assessment of the likely impact of the proposals on Devon and Cornwall (and on every force in England and Wales) as the Government failed to publish any indicative figures with its proposals. The OPCC's analysis suggests that the new proposals maintain a metropolitan bias at the expense of forces like Devon and Cornwall and significantly disadvantage large forces such as Devon and Cornwall with a risk that Devon and Cornwall's funding could reduce by as much as £24million per annum as a result of the proposed formula.
- ❖ The OPCC prepared detailed briefing for local partners, including MPs and the Police and Crime Panel at the beginning of September, to appraise them of the impact of the proposed change and to identify alternative measures that would be less biased. The work carried out by the OPCC staff to highlight the potential weaknesses in the Government's funding formula consultation was used by other PCCs and forces to assess how it would affect their area.
- ❖ The joint response from the PCC and the Chief Constable to the consultation has been published and shared with partners<sup>2</sup>. The Home Office have received over 1700 responses to the consultation. They are currently considering the way forward but intend to implement new funding formula arrangements for 2016-17 which will require a final decision to be made very soon by Ministers. We will keep the Panel informed on this matter over the coming weeks.

## **2. UPDATES ON ISSUES INCLUDED IN THE POLICE AND CRIME PANEL WORKPLAN**

### **(i) Update on the Review of the 101 Service**

The PCC's 101 Review was published in November 2014 and set out a series of recommendations, which were accepted by the Chief Constable. While some progress has been made to deal with the challenges posed by 101, in particular through the recruitment of additional staff and changes made to crime recording from officers there remains a considerable way to go. The PCC is disappointed that technological changes are taking considerable time to be brought in and continues to receive considerable feedback from the public and local politicians who are dissatisfied with the service. A 12 month review will be carried out by the OPCC over the next few weeks to fully assess progress and problems. A detailed update on this issue will be provided to the Police

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<sup>2</sup> <http://www.devonandcornwall-pcc.gov.uk/news-and-blog/devonandcornwall-pcc-news-blog/2015/09/fair-funding-consultation-sent-to-home-office/>

and Crime Panel at its meeting in December 2015. The latest update on Force progress against the specific recommendations is set out below:

### **Recommendation 1:**

*It is recommended that the call centre consider amalgamating the switchboard and Force Enquiry Centre functions with all calls dealt with by all call handlers as they are during the overnight periods.*

- ❖ Funding bid submitted for additional Datalpulse directory licenses to enable Switchboard function to be undertaken at Call Handling (FCC) positions. Funding bid supported in principle. Meeting with BT held in March to scope options with a response expected early April.
- ❖ This is subject to implementation of the AACC6 telephony platform.

### **Recommendation 2:**

*The principle of providing 24 hour cover for a non-emergency police contact service should be reviewed. Further work to examine the nature of the demand and likely impact of this is recommended.*

- ❖ Initial review taken place and whilst such changes were not made and interim option, namely to divert the 101 demand into Command and Control commenced at the end of 2014 to enable FCC staff to focus on crime and 999 demand.
- ❖ This issue is being kept under review and will be reconsidered later this year.

### **Recommendation 3:**

*The role of call handlers needs to be better defined with clearer guidance about what research and post-call administration activity should be involved. It may be appropriate to consider meeting some or all of the crime recording and research functions currently undertaken by call handlers within another business area.*

- ❖ Future options in this area are being considered in the light of adoption of mobile data, internal police reviews and the Strategic alliance with Dorset. This work is ongoing.

### **Recommendation 4:**

*A more active and intrusive style of supervision with supervisors 'walking the floor' to provide immediate support where necessary rather than requiring call handlers to leave their stations to seek support would save vital minutes and ensure that call handlers were spending more time supporting callers to the best of their ability.*

- ❖ This work is progressing. Contact Centre Managers have been tasked with an improvement plan to deliver consistent and appropriate supervision and leadership.

### **Recommendation 5:**

*Supervisors should be required to a greater extent to actively manage queues flows through the transfer of available staff between the various functions. In particular, they should seek to ensure that public calls take priority over the management of internal force crime recording.*

- ❖ All officer crime (except Custody) is now reported electronically via email since the implementation of the revised process on January 12<sup>th</sup> 2015. Priorities are determined dynamically dependent on demand but with a view to managing all demand to acceptable performance levels.

## **Recommendation 6:**

*The data available to support supervisors and management decisions and to enable more effective and relevant monitoring of performance needs to be critically reviewed.*

- ❖ Data sets from all systems within CMCU are being reviewed but recognised that upgrade to Telephony platform (CC6) in March 2016 will provide enhanced Management Information allowing better dynamic responses to performance. Performance KPIs and SLAs need to be determined for future planning around resourcing and the Strategic Alliance.

## **Recommendation 7:**

*A Contact Strategy should be developed to identify alternative contact methods and support and promote their development and implementation*

- ❖ A contact strategy is being developed. A series of Contact Principles have been created and signed off and is being implemented.

## **Recommendation 8:**

*An immediate review of CC6 functionality should be undertaken.*

- ❖ The review has been carried out and work launched to deliver the new system. This has been beset by a series of delays and technical issues. A revised implementation date is awaited.

## **Recommendation 9:**

*A further review of information input by FEC staff across the range of force systems should be undertaken. This should focus on how the information is used by the wider organisation and seek to reduce duplication.*

- ❖ Action not yet commenced outside of the requirements within mobile data and the Crime Review. Core activity, particularly around desk top resolution is being reviewed within policing the Demand.

## **Recommendation 10:**

*Where possible police officers and other staff should provide those that are likely to need to call them directly with a dedicated direct dial inward (DDI) contact number to avoid the need for these to be routed through the contact centre.*

- ❖ Mobile Data will provide a personal issue mobile phone as part of the device enabling direct contact where appropriate. Voicemail and Telephony strategy paper signed off and being implemented shortly to manage messages on Airwave, desk phones and mobile phones. Key working practice changes will be implemented within CMCU to better manage demand and improve customer satisfaction.

## **Recommendation 11:**

*The Force Call Handling Policy should be reviewed to reflect recent changes in Force systems, additional contact methods such as e-mail and online reporting and changes in working arrangements.*

- ❖ Review underway

## **Recommendation 12:**

*The Office for the Police & Crime Commissioner should review the Performance Management Framework contained in the Police & Crime Plan to ensure that it can measure improvements in the performance areas highlighted.*

- ❖ Performance Management Framework has been reviewed for 2015/16 with a focus on improving the quality of service provided throughout the call journey

In addition, we are working directly with the Home Office to support improvements to the national 101 service and have been appointed to the Home Office's 101 Review Working Group.

### (ii) Update on Volunteering

#### **Background**

- ❖ Two reviews were carried out in the first half of 2015. Firstly, a review of the Special Constabulary arrangements, which was led by the Chief Operating Group for Special Constables in Devon & Cornwall. Secondly a Devon and Cornwall Volunteering Review was led by the OPCC looking more broadly at volunteering opportunities and challenges across policing.
- ❖ Both of these reviews have now reported and there is considerable commonality across them, with both identifying the need for significant changes in process and culture in order to make progress in delivering the sixth priority in the Police and Crime Plan.

#### **Areas for focus**

##### *Special Constables*

- ❖ An increase in the number of Special Constables and the amount of time that they contribute to the organisation is expected. This will include developing a wider range of roles including recruitment of geographically dedicated village specials and specialist roles drawing on existing expertise such as cyber-specials. To achieve this more innovative and targeted recruitment will be needed.
- ❖ A greater integration of Special Constables into the policing model is also required, with improved support and effective integration at all levels of the organisation.

##### *Volunteering in policing*

- ❖ Again an increase in both the number of volunteers and the diversity of roles that are available to them is expected. In addition more effective support and management of volunteering within Devon & Cornwall to ensure that they add to the paid staff capacity effectively is required.
- ❖ Additional roles for volunteers within neighbourhoods and communities need to be developed to provide support to neighbourhood teams and to improve engagement with local communities.
- ❖ The OPCC is leading on the recruitment of specialist fraud volunteers across Devon and Cornwall. They will accompany fraud investigators on their initial visit to the victim and ensure that they are able to access appropriate support from the victim care network



### *Active citizenship*

- ❖ The force is expected to seek to build positive relationships with existing external volunteering groups to identify opportunities to engage with them in supporting policing and providing support to our vulnerable communities.

### **Progress and conclusion**

- ❖ In order to deliver these changes the force will need to review its recruitment and management processes and structures for both volunteers and Special Constables. In addition it will need to develop a communications strategy that will support the cultural changes and improved integration of these roles in Devon & Cornwall.
- ❖ The People & Leadership Strategic Board is the forum being used to set the overall agenda for delivery against this priority, which will be managed through a separate Strategic Delivery Board.
- ❖ The police have appointed a lead officer and the action plans to support delivery against the requirements set out above are being developed.
- ❖ The Performance Management Framework has been adjusted as part of the Police & Crime refresh for 2015/16 and performance against the measures identified is contained in the Performance report.
- ❖ The agenda being pursued reflects the aspirations described in the recently published Home Office consultation on reforming the powers of police staff and volunteers.

### **(iii) Custody Review**

- ❖ As part of the commitment to deliver significant savings under the Mid Term Financial Strategy, the custody department within Devon and Cornwall Police were asked to review their working arrangements and identify a minimum of £330,000 in savings from its annual budget by March 2016.
- ❖ A significant programme of work was launched to examine this area and following conclusion of the review year on year savings have been identified in the region of £675,000 from October 2015.
- ❖ One of the key elements of this review has been the decision to close Launceston custody centre, which will close on the 16<sup>th</sup> of October 2015. Arrangements are being put in place to ensure that the centre will be available for use in certain circumstances, such as New Years Eve and in emergency situations. It has not been possible to make the necessary savings without closing a centre and the review examined a series of options looking at a range of factors including throughput and the impacts of additional travelling times.
- ❖ These changes will now be embedded and the new structure will be reviewed in due course as part of general business practice. The second phase of the departmental review is looking at opportunities that exist within the strategic alliance with Dorset.

**(iv) Update on Implementation of the New Victim Services Arrangements**

- ❖ The Victim Care Unit (VCU) and network have been operational from the 1<sup>st</sup> April 2015. The VCU is staffed by 1 manager, 10 Victim Care Unit Officers, 3 Victim Care Advocates (outreach and complex cases) and one Mental Health Practitioner seconded from Devon Partnership Trust.
- ❖ The Police Force averages about 350 crimes a day. The VCU makes contact with all victims identified as having needs within 24 hours of the crime and sends a letter to all victims with no needs identified (bar domestic violence victims who are contacted only via their safe contact) signposting them back to the unit and the network of support.
- ❖ Many of the victims contacted by the VCU do not want any further support. However, there are a number that are referred with consent to the most appropriate network provider.
- ❖ From the 1<sup>st</sup> of April there has been 602 cases that have been resolved (and their needs met) by the VCU. An additional 468 cases have been completed by the network of providers and there are currently 356 active cases (where the network is still working with the individuals)
- ❖ Its purpose is to empower victims to come to informed decisions about their own care and to improve overall communication with victims and support them throughout their whole journey through criminal justice
- ❖ The innovative approach of developing from existing local providers has build capacity within the third sector and created a visible footfall across Devon and Cornwall or access points at members offices
- ❖ Our model of accreditation and victim care allows flexibility to address emerging needs and gaps in services. We currently have 70 organisations including new members, Holly well Housing Trust (vulnerable people and housing) and Family resource Centre (as a response to increased child on parent violence)
- ❖ On the 18<sup>th</sup> of September, Baroness Newlove (the Victims Commissioner) visited the VCU and met many of the service providers. The Baroness was highly complementary about the innovative approach in victim care in Devon and Cornwall. She said :

*“As a Victims Commissioner I travel around the country supporting the police and crime commissioners and seeing what services they are setting up for victims. This is my first visit here, they speak about victims’ services in a way that is quite warm and the focus is on the victim and their needs, not what the criminal justice system says that they have to have”*

*“It is very important that we have units like this. Police and Crime Commissioners are challenging on a national level that we need to do it better (provide victim services) and by recognising good practice we can go out there and do this for victims” (Baroness Newlove transcript Pirate FM)*

### **3. PROGRESS AGAINST THE POLICE AND CRIME PLAN PRIORITIES SINCE July 2015**

#### **Priority 1**

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

- ❖ Progress in delivering against Priority 1 is managed through the Performance and Accountability Board which meets publicly every two months and is webcast across the force area. The PCC's Performance Report is included as a separate item on the Panel agenda.
- ❖ The other key issue being progressed under Priority 1 is the 101 review which has been covered above.

#### **Priority 2**

**To reduce the crime and harm caused by the misuse of alcohol**

- ❖ Activity under this priority is focused on seven key areas for 2015/16, namely:
  - Breathalyser pilot roll-out
  - Support the development of ENTE support and best practice schemes
  - Re-invigoration of alcohol awareness courses
  - Launch of an innovative pilot on safeguarding within ENTE settings (working with drinkaware)
  - Tackling irresponsible supply through effective enforcement
  - National lobbying and influencing
- ❖ Following the successful pilot in Torbay in December 2014 we are proceeding to roll-out the breathalyser programme to other towns and cities across the two counties, working closely with the licensed trade and local partners. Breathalysers are now in place in Newquay and Truro and will be delivered to a number of other locations, including Exeter and Falmouth in the next few weeks.
- ❖ On ENTE support schemes we have been working with Best Bar None to support the development of new best practice schemes in a number of areas and to explore ways in which the Cornwall Best Bar None scheme can be enhanced.
- ❖ We have been working closely with Drinkaware over recent months to develop a pilot to help tackle sexual harassment and to protect vulnerable people in the ENTE. These discussions are progressing well and we hope to launch pilots in a number of locations across the two counties in the next two months.
- ❖ As Chair of the National PCC Alcohol Working Group we have been involved in a series of discussions with Whitehall about potential reforms following the general election, in particular with a focus on licensing reform and the development of better enforcement tools at the local level. The PCC also sits on a number of national

groups to inform policy development, including the PHE Alcohol Leadership Board and the Home Office Alcohol and Enforcement Forum.

### 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.**

- ❖ The **Every Penny Counts Strategic Delivery Board** was set up to find annual savings of £29m by 2018/19 and to drive forward activities under Priority 3 of the Police and Crime Plan. The Board oversaw a series of workstreams that were intended to deliver this amount. In addition to the pursuit of major savings, the Board also considered and evaluated a number of new ideas, especially in the area of income generation. By June of this year the workstreams had identified the areas of force activity within which the total savings should be generated.
- ❖ The following summarises the outcome of the main workstreams to date:
  - The PCC's Financial Roadmap to 2018/19 was published in early 2015 and is available on the OPCC website<sup>3</sup>. The Roadmap sets out the savings identified to date, the remaining challenge and how we will take forward wider work to address the remaining gap.
  - **Work Package 1 – Funding Streams and Income Generation**
    - This activity carried out a major review of fees and charges for police service and has provided the Chief Constable with ideas to generate further income.
  - **Work Package 2 – Collaboration with Dorset (Strategic Alliance)**
    - Work to develop a Strategic Alliance with Dorset continues and the target for this exercise is £12m. The Devon and Cornwall share of this is 70% or £8.6m savings per annum. This work is now overseen by the Alliance Executive Board.
  - **Work Package 3 – Review of Police Estates**
    - Legal advice on the work to undertake commercialisation of the Police Estate has been received and a decision to proceed on enhancing land and buildings for sale. This will be progressed through the Joint Management Board.
    - Estates Rationalisation project - the current programme is under review and additional opportunities are being identified. A new 5 to 7 year programme will be developed in the first quarter of 2015/16 for the new capital programme.

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<sup>3</sup> <http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/The%20Financial%20Roadmap%20-%20March%202015.pdf>.

### ➤ **Work Package 4 – Policing the Demand**

- This work is now being managed through a separate project in the Force and is looking at a range of issues, including desk top resolution and driving away from petrol stations etc

### ➤ **Work Package 5 – Value for Money in the PCCs Office**

- Work continues to reduce the office costs of the OPCC and the office (excluding commissioning services) now costs less per annum than that of the former Police Authority

Following an end of year review, a decision was taken to disband the overarching Delivery Board for 2015/16. The PCC has now identified £10.6 m in service reviews, £8.6m through the Strategic Alliance and the remaining £9.8m is being worked upon as part of the workforce planning exercise. It was therefore considered that having identified savings of £29m the work of the Board was complete and it was therefore disbanded.

Whilst the Board has been disbanded, work will continue on many of these issues over the coming year. An update on some of the key areas of work is set out below:

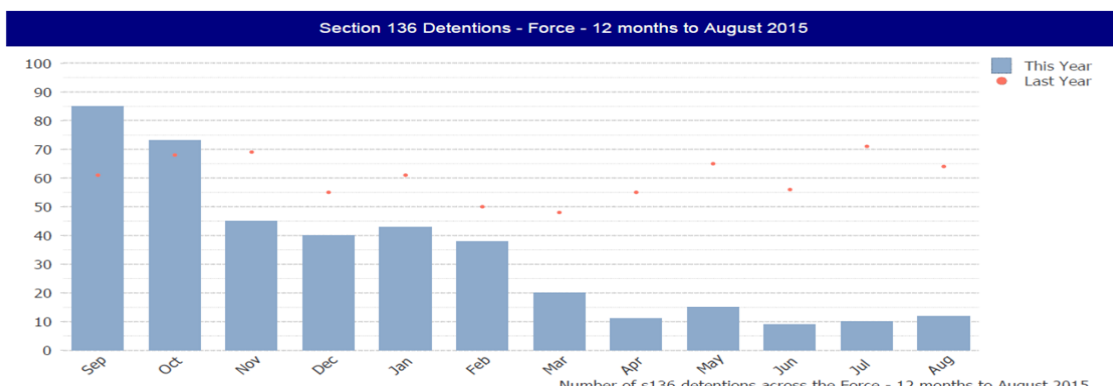
- ❖ Future funding arrangements remain a major threat for the area and work has focused on this over the summer, including contributing to national inputs on Comprehensive Spending Review 2015 and our response to the government's proposals for police funding which are covered earlier in this paper.
- ❖ In July 2015 the Joint Management Board agreed to move forward with its plans to develop its own estate to maximise receipts for policing. This work will be driven forward by the Head of Estates and overseen directly by the PCC.
- ❖ In August 2015 a formal fundraising strategy was signed off by the Joint Management Board which involves a phased approach over 3 years. The initial focus of this work will be on improving our ability to generate income through grants and trusts. Over time we expect to develop our fundraising capabilities to include public giving and commercial sponsorship. Considerable work is now underway to develop the required mechanisms and structures to support this new activity.
- ❖ Work is progressing on the Strategic Alliance with Dorset with a number of business cases under development. Implementation is also underway with the launch of a joint command team for operations in the summer and a decision to develop a joint internal audit team, adopt a single set of external auditors and to combine our Joint Audit Committees.

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

**Mental Health:**

- ❖ Following the implementation of the new S136 protocol in March 2015 there has been a substantive reduction in the numbers of detentions in police custody centres.
- ❖ In the 12 months to August 2014 there were 723 detentions compared to just 401 in the 12 months to August 2015 (a reduction of 44.5%). All partners have contributed to this achievement.
- ❖ Breaking the figures into quarters for the last year, it shows an established downwards trend:
 

Jun to Aug15	32 (one under 18)
Mar to May15	47 (one under 18)
Dec14 to Feb15	126 (five under 18)
Sept to Nov14	212 (nine under 18)
- ❖ There does remain an issue with the availability of tier 3/4 specialist beds (commissioned through NHS England) and there have been several recent occasions where individuals have been kept in custody for extended periods following a mental health assessment due to the lack of an appropriate bed. The longest was in excess of 48 hours after the offer of a bed in Bradford was withdrawn. (1827 hrs 20/08/15 to 2028 hrs 22/08/15). We are continuing to push to see further improvements in this area and would welcome the Panel’s support in doing so.
- ❖ Arrangements are being made for the operation of the new S136 protocol to be reviewed.



In the 12 months to August 2015 there were 401 detentions under s136 across the Force, this is a reduction of 44.5% compared to the previous 12 months. S136 detentions represent 1.7% of total custody detentions.

Across the Force, the average detention time over the last 12 months was 11 hrs 6 mins. The longest detention for an adult was 68 hrs 1 mins (Exeter) and for a young person was 49 hrs 20 mins (Torquay).

There were 27 instances where people were brought into custody under s136 but where they were not detained, these are excluded from the figures in the tables and charts.

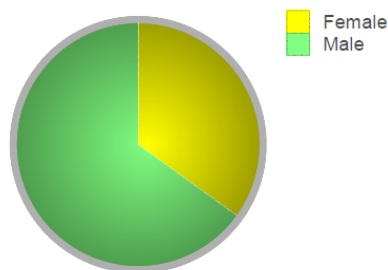
Month	Adult	Under 18	All Detentions
August - 2015	11	1	12
July - 2015	10	0	10
June - 2015	9	0	9
May - 2015	15	0	15
April - 2015	10	1	11
March - 2015	20	0	20
February - 2015	36	2	38
January - 2015	41	2	43
December - 2014	39	1	40
November - 2014	40	5	45
October - 2014	71	2	73
September - 2014	83	2	85

Detention Centre	12 Months to Aug 2014	12 Months to Aug 2015	Change	Average Time in Detention	Longest Detention Time
Barnstaple	41	32	-9	11:41	39:36
Camborne	168	70	-98	10:18	30:23
Exeter	132	67	-65	13:17	68:01
Launceston	19	15	-4	13:22	34:36
Newquay	39	12	-27	09:53	19:41
Plymouth	203	120	-83	10:11	29:59
Torquay	121	85	-36	10:52	49:20

Quarter	All Detentions	Detainee Under 18
Jun15 to Aug15	31	1
Mar15 to May15	46	1
Dec14 to Feb15	121	5
Sep14 to Nov14	203	9
	<b>401</b>	<b>16</b>

Detainee Occupation	12 Months to Aug 2014	12 Months to Aug 2015	Change
Employed	110	61	-49
Not Stated	86	41	-45
Retired	8	4	-4
Student	46	22	-24
Unemployed	473	273	-200

Detainee Gender - 12 months to August 2015



Section 136 Detentions - Force - 12 months to August 2015

Reason(s) for Detention	12 Months to Aug 2015
Mental Health - Place of Safety already in use	45
Mental Health - Staffing issue at Place of Safety	70
Mental Health - The detained person is under 18	12
Mental Health - The detained person is under the influence of drink/drugs	161
Mental Health - The detained person is violent	81
Mental Health - There is no alternative Place of Safety (IOS only)	46
Mental Health - There is no reason given	15
Other	2
To charge	2
To obtain evidence by questioning	3
To prevent breach of peace	1
To secure or preserve evidence	2

Disposal	12 Months to Aug 2014	12 Months to Aug 2015	Change
Bailed To Police Station	1	0	-1
Charged and Bailed To Court	1	1	+0
Charged and Detained For Court	3	5	+2
Detained For Court On Warrant	1	0	-1
MHA Diversion	299	198	-101
No Disposal Yet	0	1	+1
No Further Action	413	196	-217
Processed on behalf of another force	2	0	-2
Simple Caution	3	0	-3

**Transforming Rehabilitation:**

- ❖ At the Criminal Justice Management Conference in London (23 September 2015), Paul Wilson, Chief Inspector of Probation, HM Inspectorate of Probation stated that the two reviews conducted so far to examine how the new reforms were working, particularly the Community Rehabilitation Companies (CRC's) had been 'inconclusive'. He strongly welcomed the extended provision of licences to

all offenders sentenced to more than one day's imprisonment and less than a year (with effect of 1 February 2015). He admitted these services had yet to 'bed in' and acknowledged concerns that there would be unqualified or inexperienced staff dealing with medium level risk of harm offenders. The Under Secretary of State, Andrew Selous said, 'It is encouraging, given the scale of change that the probation service has gone through, that, based on the wide range of information we published last November, and in July this year, performance is broadly consistent with pre-transition levels.'

- ❖ Locally, Working Links (CRC) have commissioned (sub-contracted) Catch 22 to work in the local release prisons (Exeter for those serving less than 12 months and Channings Wood for those serving more than 12 months) and the Shaw Trust to work with the offenders in the community. These arrangements are still in their infancy, with recruitment into the new roles only just completed. There is the added complication that female offenders are released through Eastwood Park, near Bristol.
- ❖ Local CSP's have been negotiating about the performance measures against which the CRC will be asked to report on. A senior local manager from Working Links will be meeting the OPCC CEO on week commencing 28 September to discuss progress and other issues facing Working Links.

### **Restorative Justice**

- ❖ All victims of crime are now made aware of the offer of Restorative Justice (RJ). There has been considerable training required within the Force to understand the difference between RJ and community resolution/disposals but considerable energy has been put into this and the distinction is now more fully understood. The process, particularly for when RJ can take place within the criminal justice system, has some difficulties but the RJ LCJB are exploring ways in which the potential to undertake RJ might be possible without an offender.
- ❖ The delivery of RJ is at different points across Devon and Cornwall, with Cornwall and Torbay both seeing larger numbers of referrals and interest. A key factor in Cornwall has been the Truro Crown Court Pilot and the others areas will be looking to reciprocate the same model within the other court services. The Ministry of Justice recognises that the actual number of RJ interventions, particularly conferences might be fairly low and that the emphasis should be on quality not quantity.
- ❖ An independent review of our RJ services will take place in November. It will be undertaken by Helen Rosenthal of Avon and Somerset Police and will examine the existing structure and effectiveness of RJ. We will report back to the Police and Crime Panel on the findings of this review in due course.

<b>Priority 5</b>
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<b>To deliver a high quality victim support service across our area</b>
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- ❖ This priority is the subject of a separate update report in Section 2 of this report.



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

- ❖ This priority is the subject of a separate update report in Section 2 of this report.
- ❖ The Devon and Cornwall Police Partnership Community Volunteer Awards were held on 12 July in Saltash. This event which is a partnership between the PCC, the Force, Neighbourhood Watch and Crimestoppers was a great success. The event provides a valuable opportunity for local partners to come together and celebrate the huge contribution that volunteers make to community safety and policing.

**4. PUBLIC ENGAGEMENT**

**September update**

The following public engagement activities have taken place since the last week in June 2015;

**1. Meet Your PCC Events**

- ❖ In February 2015 monthly ‘Meet your PCC’ events were introduced to the PCC’s engagement calendar. Meet your PCC events are held in busy public places such as supermarkets or town centres for one to two hours. These events Provide members of the public with the opportunity to meet with their PCC to discuss policing and community safety issues.

<b>Meet your PCC events (July - September)</b>	
Barnstaple (Sainsburys)	16/07/2015
Axminster (Tesco)	19/08/2015
Wadebridge (Tesco)	28/08/2015

- ❖ Meet your PCC events also provide an opportunity for consultation to be conducted with members of the public. Recent events were used to canvass for the Fair Funding campaign and to collect signatures for the petition.

**2. Online Petition**

- ❖ During July and August, as part of the Fair Funding campaign, an online petition was also running on the PCC website to provide an alternative method for members of the public to support the campaign. Signatures to the online petition were largely driven by a social media campaign on Facebook and Twitter. The result was 3,208 signatures online.
- ❖ The signatures collected from both the ‘meet your PCC’ events and the online petition contributed towards a total of 8,569 signatures. The petition was handed into Number 10 Downing Street by the PCC on 15 September 2015 who was joined by local MPs and a representative from the Western Morning News.

### 3. Fair Funding Canvassing Events

- ❖ As part of the Fair Funding Campaign specific canvassing events were held to generate awareness about the campaign and to collect signatures for the petition. These events were held in busy public places such as markets and shopping centres.

Events attended by the PCC are marked with an asterisk in the table below.

<b>Canvassing event venue</b>	
Exeter Livestock Market	31/07/2015
Exeter Princesshay*	03/08/2015
Tavistock Livestock Market*	04/08/2015
Tiverton Pannier Market	11/08/2015
Newton Abbot	12/08/2015
Barnstaple Pannier Market	13/08/2015
Truro Lemon Quay	21/08/2015
Torquay Union Square*	26/08/2015

### 4. Talks

#### July - September 2015

<b>Group</b>	<b>Provider</b>	<b>Type of Group</b>	<b>Date</b>
Devon & Somerset Fire & Rescue Authority	PCC	Emergency Services	29/07/2015
After Eight Men's Fellowship	OPCC	Community	18/09/2015

#### Talks scheduled from September 2015;

<b>Group</b>	<b>Provider</b>	<b>Type of Group</b>	<b>Date</b>
Newton Ferrers & Noss Mayo W.I.	OPCC	W.I.	03/11/2015
Sidmouth Methodist Wesley Guild	OPCC	Religious	17/11/2015

### 5. Community days

- ❖ Community days provide an opportunity for the PCC to get out and about around Devon, Cornwall and the Isles of Scilly. Community Days will include; meeting members of the local community to hear their views on policing and community safety issues; visiting local charities, groups and organisations that support community safety and visiting PCC small grant recipients.
- ❖ **The following community days are scheduled after September 2015;**

Community Day Launceston	30/10/2015
Community Day Falmouth	14/12/2015

## 6. Events and Shows

- ❖ The PCC and the OPCC attend a range of events and shows to allow members of the community to attend and discuss policing and wider community safety issues. These meetings often incorporate senior police officers and other relevant individuals who the public will have an opportunity to engage with.

<b>Meetings end of June - September 2015</b>	
Plymouth Respect* (2 days)	20/06/2015
Blue Light Day Cornwall*	01/07/2015
Blue Light Day Devon*	29/07/2015
Cornwall Pride	29/08/2015
Wonford Community Fair	12/09/2015
Neighbourhood Watch Workshop Day (Torbay)	16/09/2015
PCC Community Meeting* (St Dennis)	21/09/2015
<b>Upcoming Meetings</b>	
Older Peoples Day (Devon Senior Voice Information Fair) (Exeter)	01/10/2015

## 7. Beat Walks

The PCC regularly goes on the beat with local officers to witness the challenges they face first hand.

Patrol with Special Constables (Newquay)	21/08/2015
Barnstaple Beat Walk (Barnstaple)	22/09/2015

## 8. Awards Ceremonies

Devon and Cornwall Police Partnership Community Volunteer Awards	12/07/2015
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## 12. Correspondence

- ❖ The PCC has received 263 items of correspondence since the beginning of July 2015.

## 5. OPCC COMMUNICATIONS

- ❖ The vast majority of the communication and engagement activity has centred around the Fair Funding Petition. This resulted in 8,659 people signing the petition. The Fair Funding campaign is the subject of a separate report under section 1 of this report.
- ❖ The amalgamation of the communication and engagement functions following the OPCC Review in the autumn of 2014 is now complete. This will allow a more effective interface between the two functions.
- ❖ During the period 15 press releases have been released to the media. In addition comment was provided on several national stories, including the PCC's decision not to seek re-election, CSE and the visit of Baroness Newlove to the VCU.

- ❖ The use of social media continues to develop. Currently the most active platform is Twitter. The office has increased its number of Twitter followers to over 4,407 (up 400 from the last report). This compares favourably to other PCC's.
- ❖ The Facebook presence has been redesigned and the OPCC is building conversations with communities through this format. There are now approaching 500 likes.
- ❖ The PCC also made appearances on local TV and radio programmes, mainly news based. The PCC continues to make monthly appearances on Laurence Reed's BBC Radio Cornwall phone in and further opportunities are being discussed with local BBC radio in Devon.
- ❖ Filming and broadcast Q&As from the Performance and Accountability Board (PAB), via the website, continues. These broadcasts can be viewed at: <https://www.youtube.com/user/PCCTonyHogg>. To date the response from the Deputy Chief Constable to questions about hunting has received the most views

## 6. FINANCE AND GOVERNANCE MATTERS

### Decisions made

The following decisions and approvals have been made by the PCC in recent weeks:

- ❖ ***Forensic Services Collaboration***  
The Phase 2 Forensic Services Four Police Service Collaboration in the South West Region was approved by the four police services on 11 May 2015-09-25(Devon and Cornwall, Avon and Somerset, Dorset, Wiltshire)
- ❖ ***Procurement Annual Report***  
The Procurement Annual Report was received and noted
- ❖ ***Estates Strategy 2015-21***  
The Estates Strategy 2015-21 was approved
- ❖ ***Approval of the Statement of Accounts and the Joint Annual Governance Statement 2014-15***  
The Statement of Accounts and the Joint Annual Governance Statement were approved

### Financial matters

- ❖ ***The Quarterly Financial Healthcheck report was received and noted***  
The latest projected financial position for 2014-15 was considered at the Joint Management Board on 27 August 2015, and noted.

### Recent HMIC Inspections

**September 2015 – National Child Protection Inspection (Devon and Cornwall Report)**

This inspection examined child protection in Devon and Cornwall in May 2015 as part of a rolling programme of inspections of all police forces. The full report is available on the HMIC website <https://www.justiceinspectorates.gov.uk/hmic/publications/devon-and-cornwall-national-child-protection-inspection/>

**September 2015 – National Report into Firearms Licensing (National Report)**

<https://www.justiceinspectorates.gov.uk/hmic/publications/targeting-the-risk/>

**July 2015 – Border Force – Joint Inspection of Police Custody (National Report)**

<https://www.justiceinspectorates.gov.uk/hmic/publications/border-force-joint-inspection-of-police-custody/>

**July 2015 – Online and on the edge – inspection on tackling online CSE (National Report)**

<https://www.justiceinspectorates.gov.uk/hmic/publications/online-and-on-the-edge-real-risks-in-a-virtual-world/>

**Contact for further information**

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29 September 2015

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## **Police and Crime Panel Meeting**

**9<sup>th</sup> October 2015**

**Report of the Chief Executive of the Office of Police and Crime Commissioner**

### **REVIEW OF POLICE ENGAGEMENT PLANS**

#### **1. Background**

- 1.1 Following the closure of 12 Police Enquiry Offices in 2014, the Police and Crime Commissioner announced his intention to carry out a review into police engagement plans, focusing on how those localised plans have operated to date, how opportunities for engagement are advertised and communicated, and how much general awareness there is of those opportunities within the community.
- 1.2 The Police and Crime Panel considered the closure of Public Enquiry Offices at its meeting in October 2014. The Panel noted the PCC's intention to carry out a review of how police engagement plans were operating and undertook to consider this issue further at a later meeting.

#### **2. The Review Process**

- 2.1 The OPCC carried out its review in Summer 2015, having consulted with the Chief Constable. The review had four broad elements:
  - Feedback from local policing teams on engagement activity within the area, how events are publicised, how engagement plans have operated and their plans for the future.
  - Engagement with local councillors and MPs to seek their views on the operation of the existing engagement plans, in particular with regard to feedback and views from their constituents
  - A dip sample of local policing team websites to see how effectively they are being used to communicate information and engagement opportunities to the local community
  - Face to face consultation with the public (in 3 locations) to seek their views on accessibility, awareness of local opportunities and the operation of the engagement plan.

#### **3. Key Findings from the Review**

- 3.1 Of the 59 individual councillors and MPs and the 213 members of the public who completed questionnaires, only 2 made reference to the closure of PEOs. It is clear

that the closure of the 12 PEOs has had almost no impact on how members of the public choose to contact the police and there is no evidence that closure of the offices is a significant cause for concern.

- 3.2 One third of the people interviewed were aware that there were local opportunities to engage with the police, but few attended, and few had had any other reason to contact the police. Where contact had taken place this was usually via the phone. The preference for contacting the police via the phone was also reflected in the results of the consultation which the OPCC had conducted during the summer shows. During the summer consultation, just under 3,000 people took part across the whole Force region in that wider consultation on preferred ways of contacting the police.
- 3.3 The Force website does not seem to be effective in communicating the programme of engagement events which local LPAs are organising. Only one upcoming event is usually listed and members of the public make little use of the site as a source of information. In fact there is little awareness that this information is provided there. The communication channels which are most popular and considered most likely to be effective are local press and advertising, and social media.
- 3.4 Although all LPAs are providing some engagement opportunities, there is inconsistency in how areas publicise. There is also wide variation between the number and variety of events organised by LPAs, and in the extent to which officers attend events organised by others.

#### **4. Details of the Review**

##### *Councillors and MPs Questionnaire*

- 4.1.1 Questionnaires were sent out to individual councillors and MPs, and via local networks where relevant. However, there were few responses even though the opportunity to respond was repeated following an initial poor level of return.
- 4.1.2 The majority of councillors were aware of engagement events and reported good communication from local officers via town councils. Specific issues which had been raised with them included frustration with the 101 service and the difficulty of contacting the police for reporting purposes. The closure of PEOs was mentioned once.
- 4.1.3 Improvements which were suggested related to improving 101, rather than to engagement. One suggestion was that local councils could share their own surgeries with a police representative.
- 4.1.4 Councillors provided little feedback on the experiences of members of the public relating to their experience of engagement with the police, although there were very positive comments on the work of individual officers in engaging with councils.

##### *Dip sampling of police websites*

- 4.2.1 Police websites were dip-sampled for 9 of the 12 towns affected by PEO closures. In most cases (19 of 27 LPA neighbourhoods) a forthcoming event was listed.



4.2.2 None of the sites carried a full listing of events to be held over the next few months, although most of the responses from LPA Inspectors included this information. This seems to be one area where information provided to the public could be enhanced, with limited demand on resources.

*Local Policing Area Questionnaire*

4.3.1 Local policing Areas (LPAs) completed a questionnaire about their engagement plans and activities following the closure of the PEO. All of the LPAs indicated that they were carrying out the activities set out in the engagement plan, and provided a list of events which had or would be taking place. The number and variety of events varied considerably between LPAs.

4.3.2 Most LPAs were represented at events and meetings which were run by others, although again there were some notable differences between areas.

4.3.3 There were some significant differences between LPAs in their approach to publicising engagement events. While half of them used a wide variety of outlets to publicise events, the others relied more heavily on local media and/or social media. All LPAs included details of the next meeting on their local policing websites but these were not well used by the public.

4.3.4 LPAs received very little feedback other than comments received during, or after, their meetings – which made it difficult for them to assess the value of their events/meetings.

4.3.5 There was widespread enthusiasm from the LPAs for more use of social media, with Twitter referenced more often than Facebook.

*Public surveys*

4.4.1 In all 213 individual questionnaires were completed covering Oakhampton, Honiton, St Austell and Liskeard. The results are summarised in the table below.

<b>Have you contacted the police in the last 6 months ?</b>	Yes	No
	34 (16%)	179 (84%)

<b>If yes, what method did you use ?</b>	Phone (101)	Officer PCSO	Social media	Email	Other
	32 (94%)	1 (3%)	1 (3%)	2 (6%)	3 (9%)
	Some used more than 1 contact method				

<b>Are you aware of opportunities to attend engagement events ?</b>	Yes	No
	72 (34%)	141 (66%)

If yes how did you hear about them?	Press	Force Website	Social Media	Officer PCSO	Other
	40 (55%)	0 (0%)	9 (13%)	11 (15%)	12 (17%)

Have you attended any events?	Yes	No
	3 (1%)	210 (99%)

Are you aware that you can check upcoming events, and contact the police, via their website ?	Yes	No
	47 (22%)	166 (78%)

How would you prefer to be made aware of engagement events ?	Website	Email	Press & Local media	Social Media	Officer PCSO
	25 (9%)	9 (4%)	149 (70%)	57 (20%)	15 (7%)
Most respondents favoured more than 1 option					

## 5. OPCC Recommendations and Next Steps

- 5.1 Following the Review, the OPCC made a number of recommendations to the PCC and the Chief Constable regarding future engagement approaches. These recommendations were broadly accepted by the two corporation soles at the Joint Management Board meeting in August 2015 and are being taken forward.
- 5.2 The core findings of the review have been that the closure of the PEOs have had very little impact on contact between members of the public and the police but that some additional actions are needed to boost publicity and communications around engagement pathways. The OPCC is working with the Force to look at possible actions that could be taken forward.
- 5.3 It is recognised that arrangements linked to local engagement may alter in due course as a result of likely revisions to the policing model and the upcoming funding announcements from the Government. However, the central nature of the recommendations, which focus on improved consistency, efficiency and communication, would appear to remain relevant to any future scenarios.
- 5.4 Summary of OPCC's Recommendations

### 1. Listing of events.

Provide a full listing of forthcoming engagement events for the full LPA area on the Force website, including events which are organised by others (partners, voluntary organisations etc).

### 2. Publicising events.

Develop a co-ordinated and consistent approach to publicising engagement events, making full use of local networks (local press, libraries, post offices, Neighbourhood Watch etc) and social media.

### **3. Police presence at events organised by other groups.**

Officers should be encouraged to make use of engagement events organised by others. Officers are understandably frustrated that attendance at Force engagement events is often poor. LPA responses reveal a wide range of events, activities and group meetings at which there is sometimes police representation, but attendance at such events by officers varies greatly across the region.

### **4. Opportunities to engage via Mobile Data.**

There is obviously considerable potential for Mobile Data to have a very positive impact on the nature of engagement by providing greater scope for officers to be out and about. This should be considered as part of the ongoing development work on Mobile Data.

### **5. Best Practice Guide on Local Engagement.**

The responses provided by the LPA Inspectors included many different examples of the wide variety of engagement activity which takes place across the region, as well as activities and events organised by others. This could be brought together to create a directory of best practice as well as providing a useful overview of the diverse range of activity which takes place.

### **6. Use of Volunteers.**

- Active consideration needs to be given to the role volunteers can play in engagement.
- To avoid any increased demand on police resources, volunteers could take responsibility for planning, organising and co-ordinating engagement programmes. This could include publicising and organising police representation at events which are not police led. There could also be a role for some form of central co-ordination. This would allow current best practise to be rolled out, and would ensure that there was greater consistency across the region.
- In addition to developing new volunteering roles at Force and BCU level, developing links with community groups such as Neighbourhood Watch would allow greater use of existing volunteering networks.

Contact for further information

#### **Andrew White**

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Report updated 28th September 2015

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## Police and Crime Panel Meeting

9<sup>th</sup> October 2015

Report of the Chief Executive of the Office of Police and Crime Commissioner

### COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER RECEIVED UNDER THE POLICE REFORM AND SOCIAL RESPONSIBILITY ACT 2011

1. Two complaints against the Police and Crime Commissioner have been received during the period 18<sup>th</sup> June 2015-23<sup>rd</sup> September 2015. One contains insufficient information to support recording and so remains unrecorded at this time. Efforts are ongoing to establish the nature of the complaint and so inform the recording decision. The second complaint has not been recorded on the basis that it does not relate to the PCC's personal conduct.
2. The number of complaints received and handled since the PCC's election on 15 November 2012 are shown below at Table 1.

**Table 1**

Dates	Complaints received	Number of Complaint recorded	Number of Complaints unrecorded	Total	Complaints forwarded to IPCC by the OPCC
15 Nov 2012 – 9 April 2013	0	0	0	0	0
10 April – 24 Sept 2013	2	1	1	2	0
25 Sept – 25 Nov 2013	4	4	0	4	0
26 Nov 2013– 18 Jan 2014	0	0	0	0	0
19 Jan 2014-12 Mar 2014	0	0	0	0	0
13 Mar 2014-6 June 2014	1	0	1	1	0
7 June 2014-1 October 2014	0	0	0	0	0
2 October 2014 – 26 November 2014	0	0	0	0	0
27 November 2014 – 20 January 2015	1	1	0	1	0



21 <sup>st</sup> January 2015-17 <sup>th</sup> June 2015	1	0	1	1	0
18 <sup>th</sup> June 2015- 23 <sup>rd</sup> September 2015	2	0	2	2	0
			Grand total	11	0

**Andrew White**

Chief Executive

Office of the Police and Crime Commissioner for Devon and Cornwall

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**DEVON AND CORNWALL POLICE AND CRIME PANEL**

**Subject: HOST AUTHORITY DIP SAMPLING OF COMPLAINTS MADE ABOUT THE POLICE AND CRIME COMMISSIONER**

**Date: 9 October 2015**

**Author: Sarah Hopkins, Community Safety and Partnerships Manager**

**Host Authority: Plymouth City Council**

**Contact: Tel: (01752) 305542 Email: sarah.hopkins@plymouth.gov.uk**

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**Executive Summary:**

The Police and Crime Panel (PCP) is responsible for scrutinising and supporting the actions and decisions of the Police and Crime Commissioner (PCC) and also has a role in supporting the PCC in the effective exercise of his function, acting as a critical friend.

The PCP will recall that at their meeting on 9 April 2013 they were presented with proposals for dealing with non-criminal complaints against the PCC. The PCP agreed to delegate to the Chief Executive of the OPCC to receive, record and categorise complaints and be responsible for the informal resolution of complaints about the conduct of the Police and Crime Commissioner.

As part of this decision, it was agreed that a robust 'dip-sampling' process be put in place and delegated to the Chair of the Panel in consultation with the host authority's Monitoring Officer.

This report sets out how a recent dip-sampling exercise was conducted and the findings and recommendations made.

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**Recommendations & Reasons for recommended action:**

That the PCP:

1. Note the process for conducting, and the findings of, this dip-sampling exercise.
  2. Agree the Chair's and Vice Chair's recommendations identified when conducting this dip-sampling exercise summarised in paragraph 1.14 in this report.
- 

**Alternative options considered, and reasons for recommended action:**

The alternative option would be for the PCP not to undertake dip sampling of complaints made against the Police and Crime Commissioner, and therefore the PCP will not have satisfied itself that this is a robust complaints handling process and would not have complied with their statutory functions as stated in the Police Reform and Social Responsibility Act 2011.

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Background Papers: **None**

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## I. Background

1.1 The PCP will recall that at their meeting on 9 April 2013 that PCP were presented with proposals for dealing with non-criminal complaints against the PCC. The PCP agreed to delegate to the Chief Executive of the Office of the Police and Crime Commissioner (OPCC) to receive, record and categorise complaints and be responsible for the informal resolution of complaints about the conduct of the Police and Crime Commissioner.

1.2 As part of this decision, it was agreed that a robust 'dip-sampling' process be put in place and delegated to the Chair of the Panel in consultation with the host authority's Monitoring Officer. It was also agreed, that in order to ensure that robust procedures are in place to ensure that complaint handling and resolution is dealt with satisfactorily, it was suggested that 'dip sampling' includes checking that:

- a) the complaints procedure is well publicised and easily understood
- b) robust procedures for the receipt and recording of complaints are in place
- c) complaints are 'sifted' and recorded in a fair and transparent way and are not, for example, lost in the system
- d) complaints are responded to in a timely fashion
- e) complaints are dealt with in an open minded and impartial way
- f) responses are proportionate: one size does not fit all.

1.3 On 10 September 2015, the Chair and Vice Chair of the PCP, supported by officers from Plymouth City Council (Host Authority) and Cornwall Council (Democratic Services) visited the OPCC to conduct a dip-sampling of complaints dating from the commencement of the term of office of the PCC to date. Officers present for this exercise from the OPCC included Andrew White (Chief Executive and Monitoring Officer), Wendy Rowden (Governance, Strategy & Scrutiny Officer), and Dr Karen Mellowdew (Performance & Customer Services Manager).

1.4 In liaison with the Chair and Vice Chair, it was agreed to carry out the process for conducting the dip-sampling exercise and reviewing each complaint taking account of the checks outlined and agreed by the PCP in bullets (a)-(f) in paragraph 1.2 above.

1.5 It was established that the OPCC's postbag was in receipt of over 1,000 correspondence received through various communication routes, many of which expressing 'concerns', but very few of which were complaints about the non-criminal conduct of the PCC, but rather were mainly about operational policing and other issues. The OPCC advised that in some cases, they did visit some complainants and mediate to satisfy themselves that they were followed up satisfactorily. The OPCC also advised that they periodically dip-sampled complaints forwarded by them to the police to similarly satisfy themselves they were followed up, replied to and appropriately handled. Out of this post-bag, there have been a total of only 11 complaints received by the OPCC about the non-criminal conduct of the PCC dating from the commencement of his term in office to date.

1.6 In respect of paragraph 1.2 (a), the dip-sampling exercise established that whilst it was made very clear how to complain about the PCC on his website, there was no information supplied describing the process for how that complaint would be dealt with. The OPCC were of the view that the process was complex and also was the subject of a national review by the Home Office. It was the recommendation of the Chair and Vice Chair to the OPCC that arrangements are made to simplify the current process and publish this on the PCC's website as soon as practical and review this again following the Home Office review. They also recommended that a link direct to this be added to the PCP website.



1.7 In respect of paragraph 1.2 (b) above, the Chair and Vice Chair explored the complaints process followed by the OPCC end-to-end (*Appendix 1*), and generally satisfied themselves that there were robust, transparent and systematic procedures in place for the receipt and recording of complaints. However, the Chair and Vice Chair made one recommendation that Dr Karen Mellowdew - who supervises the OPCC's Customer Services Officer responsible and accountable for the initial logging and decision about how all complaints would be handled - carries out periodic dip-sampling of the Customer Services Officer's decisions to ensure that they have been dealt with appropriately and none were being 'lost' in the system.

1.8 In order to conduct the exercise of dip-sampling complaints themselves anonymously and randomly, the OPCC provided a list of all complaints received about the conduct of the PCC giving the complainant a 'number' only, and stating the date that the complaint was received and the date the handling of the complaint was concluded.

1.6 The Chair and Vice Chair agreed to select two 'recorded'<sup>1</sup> complaints (one selected from early on in the PCC's term of office and one received more recently) and two 'unrecorded'<sup>2</sup> complaints (one selected from around the middle and one received more recently during the PCC's term of office) in order to review how they had been handled. Accordingly, the Chair and Vice Chair selected complaints referenced '3' and '9' (received on 30 September 2013 and 11 December 2014 respectively) and complaints referenced 7 and 11 (received on 19 March 2015 and 3 August 2015 respectively).

1.7 In respect of 'recorded' complaint reference '3', the Chair and Vice Chair questioned whether in fact this was a qualifying complaint about the conduct of the PCC. The OPCC were of the view that it was not, but this was a complaint received early on in the term of office of the PCC, and with experience and hindsight, this would not have been treated as a complaint about the conduct of the PCC.

1.8 In respect of 'recorded' complaint reference '9', the Chair and Vice Chair were satisfied that this complaint had been dealt with satisfactorily and in accordance with paragraph 1.2.

1.9 In respect of the 'unrecorded' complaint reference '7', the Chair and Vice Chair were satisfied that this complaint had, in the main, been dealt with satisfactorily. However, they recommended that:

- the OPCC write to the complainant again clarifying precisely how the complaint would be dealt with and by whom.
- The Host Authority and OPCC clarify the role of the Host Authority's Democratic Support Officer and more clearly define their involvement in the handling of any complaints received about the PCC.

1.10 In respect of the 'unrecorded' complaint reference '11' which was very vague, the Chair and Vice Chair were satisfied that this complaint had, in the main, been dealt with satisfactorily. However, they recommended that:

- Despite several written attempts to establish the basis of the complaint, which had not been successful, it was not clear whether the OPCC had made contact with the complainant by telephone in order to seek clarity on what precisely their complaint was about. If this had been the case, that a note was placed on the file to this effect.

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<sup>1</sup> 'Recording' of a complaint means giving the complaint 'legal status' and recognises that a complaint has been made – it does not mean that the complaint has been upheld.

<sup>2</sup> 'Unrecorded' means that the complaint does not fit the 'qualifying complaint' criteria of a non-criminal complaint about the conduct of the PCC and may be a complaint about 'direction and control'.

- If the complainant has not been contacted by telephone, that the OPCC do so.
- As a more general recommendation, in similar circumstances. that a practice be established that all avenues of communication with complainants are pursued in order to establish the basis of complaints in order to deal with them effectively.

1.11 In conclusion, notwithstanding the recommendations made to the OPCC, were satisfied that non-criminal complaints about the conduct of the PCC were being handled satisfactorily and in accordance with the PCP's dip-sampling requirements.

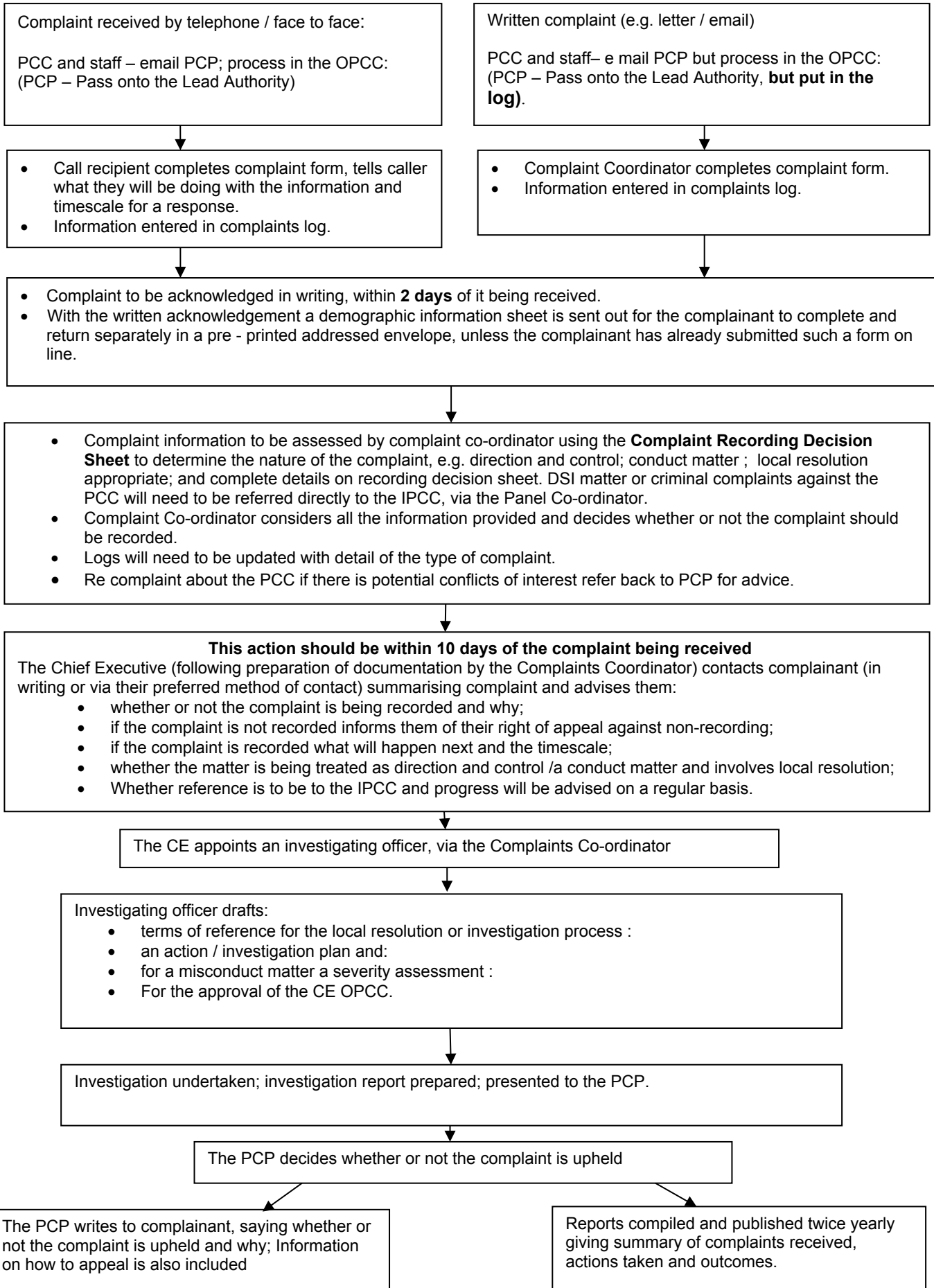
1.12 The OPCC fed back that they had found the exercise very helpful and welcomed the observations and recommendations to make improvements to their processes.

1.13 In accordance with the PCP's agreed process, this report has been shared with the Host Authority Monitoring Officer who endorses the findings and recommendations.

1.14 Summary of recommendations:

- The OPCC make arrangements to simplify the current complaints process and publish this on the PCC's website as soon as practical and review this again following the Home Office review and that a link direct to this be added to the PCP website.
- Dr Karen Mellowdew carries out periodic dip-sampling of the Customer Services Officer's decisions about how complaints are handled, to ensure that they are being dealt with appropriately and none are being 'lost' in the system.
- the OPCC write to complainant number 7 again clarifying precisely how the complaint would be dealt with and by whom.
- The Host Authority and OPCC clarify the role of the Host Authority's Democratic Support Officer to more clearly define their involvement in the handling of any complaints received about the PCC.
- Check whether the OPCC has made contact with complainant 11 by telephone in order to seek clarity on what precisely their complaint was about. If this has been the case, to add a note to the file to this effect.
- If complainant 11 has not been contacted by telephone, that the OPCC make arrangements to do so.
- As a more general recommendation, a practice be established that all avenues of communication with complainants are pursued in order to establish the basis of complaints in order to deal with them effectively.

**OPCC Complaints Handling**



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